

# Formulating a Framework to Plan for Complete Communities in Delaware

## Complete Communities

attractive, inclusive, efficient, healthy & resilient places

[CompleteCommunitiesDE.org](http://CompleteCommunitiesDE.org)

**March 2013**

written by

**Marcia Scott, Theodore Patterson, and Natasha Nau**

project co-managed by

**Marcia Scott and Theodore Patterson**



**Institute for Public Administration  
School of Public Policy & Administration  
College of Arts & Sciences  
University of Delaware**

[www.ipa.udel.edu](http://www.ipa.udel.edu)

*serving the public good, shaping tomorrow's leaders*

*in collaboration with the*

**Delaware Office of State Planning Coordination**

*and funded by the*

**Delaware Department of Transportation**

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### Preface

Like the rest of the nation, Delaware continues to be challenged by shifts in the housing market, changing demographics, and an uneven economy. To respond to these challenges, Delaware's jurisdictions will need to plan for and manage growth, design attractive and walkable communities, reinvest in downtown cores, protect natural and environmental resources, plan for efficient land use, and provide multimodal transportation and housing choices while striving to maintain the character and sense of place that makes each Delaware town and city unique.

To support wise land-use decisions and encourage economic development, transportation and housing choices, a healthy environment, and strong communities, the Institute for Public Administration (IPA) at the University of Delaware embarked on a project to develop a framework to plan for Complete Communities in Delaware.

This project builds upon an existing partnership with our colleagues at the Delaware Department of Transportation (DelDOT) and the Delaware Office of State Planning Coordination (OSPC). It provided an opportunity for our project partners, colleagues, and community leaders working on transportation, land-use, healthy communities, and community sustainability issues to learn what works and how to strengthen our critical alliances.

To determine how complete communities can be achieved in Delaware, two pilot communities were selected—one of which was the City of Milford. The City's administrative staff chose a diverse group of stakeholders who were invited to attend a series of facilitated outreach workshops. An overall project report will be prepared, which will be made available on the publications section of IPA's website as well as the Planning for Complete Communities in Delaware website ([completecommunitiesde.org](http://completecommunitiesde.org)).

We sincerely appreciate the time commitment and support of those involved working with the pilot communities who contributed to the success of this project. IPA's plan is to transform learning lessons and outcomes from this project into a future project phase. Plans are to initiate development of an online Delaware Complete Communities Planning Toolbox to build local-government capacity with new planning approaches, implementation tools, and community-engagement strategies. We hope our work will help Delaware local governments build livable and resilient communities while preserving the many characteristics that make each community unique, healthy, and prosperous.

Jerome R. Lewis, Ph.D.  
Director, Institute for Public Administration

### Acknowledgements

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Lance Bonk	First State Manufacturing	Dave Kenton	Milford Museum/Hist. Society
Archie Campbell	Planning Commission	Karen R. Lloyd	Milford Senior Center, Inc.
Lance Cargill	Citizen	Daniel Marabello	Citizen, Treasurer Downtown Milford, Inc.
Richard Carmean	City of Milford	Dave Markowitz	Citizen
George Carroll	Dolce Bakery	Randy Marvel	Marvel Agency
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### Executive Summary

In the last half-century, conventional land-use and transportation planning have focused more on vehicle movement and auto-centric community design over livability objectives. Streets were designed primarily to maximize traffic flow. Sprawling land use patterns favored travel by car over other forms of transportation. As a result, compartmentalized, built environments have limited transportation choices, heightened traffic congestion, contributed to inactive lifestyles, diminished a sense of place and community identity, and directed economy activity away from central business districts.

To address the need for local governments to plan more prosperous and livable communities, a new integrated approach to transportation planning, land use planning, and community design—called Complete Communities—is gaining momentum at the state and local government levels. In January 2012, the University of Delaware’s Institute for Public Administration (IPA) initiated a project titled *Formulating a Framework to Plan for Complete Communities in Delaware*, which was funded by the Delaware Department of Transportation (DelDOT) and conducted in collaboration with the Delaware Office of State Planning and Coordination (OSPC).

This phase of IPA’s Complete Communities project included a focused literature review of Delaware planning initiatives and national best practices, work with two pilot communities in Delaware, and the development of a comprehensive outreach strategy—including launch of a *Planning for Complete Communities* website (see [completecommunitiesde.org](http://completecommunitiesde.org)).

The public service component of this project involved working with two pilot communities—the Town of Elsmere and the City of Milford, Delaware. Stakeholders were selected to attend three workshops in each community that focused on building consensus on what constitutes a complete community, determining preferences related to community design, and identifying town-specific complete community objectives. Social media, an online visual preference survey, and website prompts were among the outreach tools used to garner broader public input and disseminate workshop outcomes. Based on IPA’s research and input from pilot community stakeholders, IPA identified five elements of a complete community—Complete Streets, Efficient Land Use, Healthy and Livable, Sustainable and Resilient—and defined it:

*A complete community is one that considers more transportation options and connectivity, mixed and efficient uses of land, healthy environments, job growth and business diversity, and an involved citizenry that helps define a community’s unique character and sense of place. In short, a complete community is a place that you love to live.*

While the intent of this project was to develop a broad framework to plan for complete communities in Delaware, IPA recognized the need to tailor aspects of the Complete Communities project to each pilot community, respond to stakeholder-identified issues, and prepare extensive online summary reports for each community. These publications include:



***Planning for Complete Communities in Delaware: Summary Report to the Town of Elsmere*** ([www.ipa.udel.edu/publications/ElsmereSummaryReport.pdf](http://www.ipa.udel.edu/publications/ElsmereSummaryReport.pdf)) and ***Planning for Complete Communities in Delaware: Summary Report to the City of Milford*** ([www.ipa.udel.edu/publications/MilfordSummaryReport.pdf](http://www.ipa.udel.edu/publications/MilfordSummaryReport.pdf)).

A November 2012 Complete Communities Delaware Summit, culminated the project. This event brought together pilot community stakeholders and local, regional, and national private- and public-sector leaders to discuss opportunities and issues related to complete communities in Delaware. Featured speakers included Edward McMahon, an expert on sustainable development at the Urban Land Institute; James Tischler, director of the Michigan State Housing Development Authority and placemaking specialist; and Linda Pruitt, co-founder and president of the Cottage Company that builds compact neighborhood communities. Summit proceedings are found at: [completecommunitiesde.org/files/2012/12/SummitSummary.pdf](http://completecommunitiesde.org/files/2012/12/SummitSummary.pdf).

In addition to providing an overview of research and a synopsis of outcomes that are detailed in both ***Summary Reports***, this document provides an assessment of the yearlong project. It reviews project successes and “lessons learned.” A planning framework is proposed to move forward to focus our energies in developing tools, techniques, and training to help local governments maintain and create communities in Delaware where people love to live. Key considerations in developing this planning framework for Delaware local governments include the need to:

- Retain and attract a talented work force.
- Showcase and responsibly employ Delaware’s beautiful natural, cultural, and historic assets.
- Engage citizens in articulating the shaping of their community’s future.
- Bring together people from a variety of businesses and professional disciplines, local jurisdictions, and citizens to network, to discuss best practices in a variety of topics, and strengthen critical alliances.
- Provide continued support for new planning approaches, implementation tools, and community engagement strategies that will help build local government capacity to create, reinvigorate, and sustain attractive, inclusive, healthy, and resilient communities.

A Phase II project will focus on implementing the complete communities planning framework. Workshops will be held on regulatory barriers to complete communities in Delaware. An online *Delaware Complete Communities Planning Toolbox* will be launched to provide resources on complete communities planning approaches, design tools, and public engagement strategies. The *Toolbox* will advance a framework to help Delaware communities plan for and manage growth, consider benefits of better community design, spur reinvestment in older communities, protect natural and environmental resources, understand the connection between land use and transportation planning, promote economic development and



placemaking strategies, combat sprawl, and make more efficient use of limited funds for growth-related needs.

### Background

#### Problem Statement

Suburbia is now home for a majority of Americans and Delawareans. Yet characterless, segregated built suburban environments have led many to question the livability and sustainability of the “American dream.” Like the rest of the nation, auto-dependent travel behavior in Delaware has increased traffic congestion, commuting costs, air pollution, and government investment in costly infrastructure. Compartmentalized, built environments have limited transportation choices, opportunities for active recreation, healthy lifestyles, and access to healthy foods. Inactivity and sedentary lifestyles have contributed to skyrocketing health care costs, chronic obesity, and related diseases. Strip malls and big-box centers have diminished the vitality and profitability of many central business districts (CBDs), once the hub of economic activity. Aging highway commercial corridors have become visual blight and vestiges of dysfunctional land use.

Even more compelling is a dramatic housing market shift away from sprawling suburbia to compact, urban town centers. Contributing factors include the decreasing size of American households, dramatic growth in the aging population, higher commuting expenses, and spiraling single-family home-energy costs. These factors, combined with the recent economic recession, mortgage crisis, and collapse in housing market, have increased the demand to live in compact, denser areas with convenient access to public transportation, places of employment, schools, retail shops and restaurants, recreational opportunities, and activity hubs. In addition, recent studies show there are higher levels of social capital and economic vitality associated with more walkable communities. There is greater market demand, especially among zoomers (younger baby boomers), to live in town centers that are easy to access, convenient to public transit, service-oriented, perceived to be safe and clean, vibrant and active, diverse and sociable.

Delaware’s changing demographics will also impact livability issues. Delaware is expected to be one of the “grayest” states in the nation, and Sussex County’s senior population will double by 2030. Mobility issues are not only challenging to persons with disabilities in Delaware, but will cause additional concerns as the state’s population rapidly ages. Many retirees are relocating to Delaware’s beach resorts, age-restricted communities, and lower-cost remote or rural areas. In addition, while Delaware seniors wish to “age in community,” many existing and new communities are not designed to be “aging-friendly.” Often, communities lack multimodal options, walkable and transit-friendly features, universal and compact building design, a sense of safety and security, and supportive social environments. Because there is a correlation between aging and disability, many of these seniors will lose their ability to drive as they age. This will place even greater demands on Delaware’s already burdened paratransit system and other social services.

Recently, the issue of community livability and sustainability has come to the forefront of federal transportation policy and planning. Advocates urge an integrated approach to plan for communities that provide a good quality of life and meet the needs of people of all ages, abilities, ethnicities, and income levels. This integrated approach to transportation planning, land-use planning, and community design—called Complete Communities—is also gaining momentum at the state and local government levels. According to University of Arizona urban-planning professor Gary Pivo, the objective of complete communities is, “to use less land and reduce the separation of land uses in order to achieve a variety of values including open space protection, community vitality, affordable housing, air quality, transit use, and more walkable places.”

### Project Scope of Work

The Planning for a Complete Communities in Delaware project is being undertaken by the Institute for Public Administration (IPA) at the University of Delaware in collaboration with the Delaware Department of Transportation (DelDOT) and the Delaware Office of State Planning Coordination (OPSC). The purpose of this project is to research how to move toward complete communities in Delaware in order to maintain the state’s fiscal health, economic competitiveness, and efficient service delivery. The research will serve to:

- Determine what principles, planning practices, incentives, design strategies, and/or public policies support complete communities.
- Develop a planning framework for state of Delaware.

Research tasks focused on the following research questions:

- What constitutes a “complete” community?
- What are the benefits of complete communities?
- How can complete communities be achieved in Delaware; what are hurdles that need to be overcome?

The project scope of work consisted of a focused literature review of planning initiatives to date in Delaware, literature scan to identify features/characteristics of complete communities, a series of facilitated outreach meetings in two pilot communities, a public policy forum on complete communities, and preparation of a white paper to summarize project outcomes.

### Preliminary Research

#### What Constitutes a Complete Community?

To address the research question, “what constitutes a complete community?” IPA conducted literature scans of State policies, initiatives, and planning-related publications; IPA research related to land use, health policy, and transportation planning; and best-practice research related to smart growth (from 2002–2011). The **full literature inventory** of State of Delaware policies and initiatives and IPA research may be found in Appendix B of this document. In addition, a **series of matrices** were developed to summarize the results of the literature inventory, which has been published and can be found online at IPA’s Planning for Complete Communities in Delaware website at [completecommunitiesde.org/delawares-progress](http://completecommunitiesde.org/delawares-progress). An overview of the literature inventories is described below.

#### Overview of Literature Inventories

The following section provides an overview of each series of literature inventories and identifies predominant themes associated with planning for livable, resilient communities in Delaware.

##### Literature Inventory of State of Delaware Policies and Initiatives, 2001–2011

A literature scan was conducted of state-issued reports, gubernatorial executive orders, legislation, press releases, and news articles that document the state’s progress toward complete communities. The state of Delaware continues to build upon a strong intergovernmental approach to guiding land-use decisions that support *the state’s strategies for policies and spending*, promote responsive government, and enhance the state’s quality of life. Themes identified within the literature inventory of state of Delaware policies and initiatives are summarized below.

##### Sound Land-Use Planning and State Investment

Sound land-use planning in Delaware has formed the basis of many policy initiatives to guide investment, protect valued resources and the environment, improve community design, create more transportation options, and mitigate sprawl. While Delaware local governments have authority for land-use decisions, development decisions and patterns of land use may have significant impacts beyond local jurisdiction boundaries. To effectively coordinate with the local land-use process, the Preliminary Land Use Service (PLUS) was instituted to effectively coordinate with local land-use processes by providing state agency review for major land use–change proposals prior to submission to local governments. The document *Delaware Strategies for State Policies and Spending* provides a policy framework for planning in Delaware. The purpose of the document is to coordinate local land-use decision-making with

State agency investment infrastructure and services. Two fundamental policies are stated to guide these strategies:

- State spending should promote quality, efficiency, and compact growth.
- State policies should foster order and resource protection, not degradation.

The 2010 update of this document highlights the need to move toward “complete communities” to foster “mixed-use and compact development pattern(s)” that are “suited to maintaining Delaware’s fiscal health and preserving the many characteristics of that make Delaware a desirable place to live and work.” As advocated in this document, complete communities typically include an integrated pedestrian and bicycle network, newer streets interconnected with older streets, intermingling of residential and commercial uses, and the inclusion of parks or open space networks within developments.

### Good Community Design

The *Better Models for Development in Delaware* publication was designed to provide guidance to improve land development, foster good community design, and combat sprawl in Delaware. Along with 11 core values, it proposes six principles for better development:

- Conserve farmland, open space, and scenic resources.
- Maintain a clear edge between town and countryside.
- Build livable communities with a balance of jobs, homes, services, and amenities.
- Preserve historic resources.
- Respect local character in new construction.
- Reduce the impact of the car.

*OSPC’s Delaware by Design emphasizes design using compact- and sustainable-planning practices that maximize community and minimize sprawl. Changing demographics are expected to impact housing preferences of aging baby boomers and the young millennial generation. Because older adults want to downsize homes and young professionals prefer living in transit-accessible downtowns or first-tier suburbs, there will be more single-person households, and the new-home market demand will shift from single-family homes on large lots to attached and small-lot homes.*

### Integrated Transportation System and Multimodal Transportation

Automobile-oriented transportation planning, segregated land uses, and dispersed development patterns have contributed to a cycle of automobile dependency. After decades of building car-oriented roadway networks, many streets lack connectivity and do not safely accommodate pedestrians or bicyclists. In recent years, there has been a growing recognition of the need to plan, design, construct, and maintain streets that meet the needs of all roadway users—that is, creating “complete streets.”

Complete streets are part of Delaware Governor Jack Markell’s agenda. Following Gov.

Markell's issuance of an executive order to create a Complete Streets Policy in 2009, DelDOT was charged with policy implementation to "promote safe access for all users, including pedestrians, bicyclists, motorists and [transit] riders of all ages to be able to safely move along and across the streets of Delaware." Other Delaware legislative direction includes planning for and/or developing strategic investments for non-motorized travel connections within and between cities and towns, rail-to-trail and rail-with-trail development, state rail improvements, capital-improvement plans for a "Walkable, Bikeable Delaware."

### **Economic Competitiveness**

Patterns of land use and development can impact the economic sustainability of Delaware communities. Development patterns that erode scenic vistas, consume resources, weaken community character, separate people, and foster automobile dependency can have dire fiscal, social, and economic consequences. State policies and initiatives have sought to manage growth in a way that protects Delaware's unique quality of life and fosters economic competitiveness. In addition to guiding principles within *Delaware Strategies for State Policies and Spending*, Gov. Markell issued several executive orders that focus on positioning Delaware for economic development opportunities. In 2009 an executive order authorized an Economic Development Ombudsperson position and rapid-response teams to foster collaboration among and between Delaware agencies for economic development projects. In 2010 an executive order was issued to urge state action to lead the transformation of Delaware as a national model for a clean-energy economy. The FY12 Bond and Capital Improvements Act of Delaware appropriated funds for strategic investments that promote economic growth and job creation in Delaware.

### **Physical Activity, Healthy Lifestyles, and Community Livability**

Communities with more bikeable, walkable, and non-motorized transportation options can help address rising obesity rates and contribute to healthier lifestyles. The Delaware Complete Streets Policy was implemented to offer greater transportation equity and mobility options to people of all ages and abilities—including children, older adults, people with disabilities, and other special-needs population groups. A 2009 executive order by Gov. Markell established a Council on Health Promotion and Disease Prevention to develop and coordinate strategies, policies, programs, and statewide actions to promote healthy lifestyles, combat obesity, and prevent lifestyle-related diseases. The Delaware Coalition for Healthy Eating and Active Living (DE-HEAL) has developed a strategic plan and hosted annual summits to foster improved health of Delawareans by promoting good nutrition and increasing physical activity. Other initiatives have included forming groups to build community-based alternatives for persons with disabilities and study long-term care—housing options.

### **Protect Natural Resources**

*Better Models for Development in Delaware* emphasizes the need to conserve and protect environmental, historic, and natural resources. In addition, the *Delaware Strategies of State Policies and Spending* document reinforces the need to direct state investments in

infrastructure and services in areas with existing infrastructure and/or areas intended for growth. Moreover, a 2010 executive order by Gov. Markell stresses the need for the state to lead by example in reducing greenhouse-gas emissions, using clean, renewable energy and transportation, conserving energy, recycling, and conducting environmentally responsible construction and procurement activities.

### Literature Inventory of University of Delaware IPA Publications (2002–2011)

A literature inventory was also conducted to catalogue IPA white papers and reports on topics related to complete communities since 2002. Themes identified within the IPA literature inventory are summarized below.

#### Healthy and Walkable Communities

Research shows that a neglect of community-design principles, lack of walkable infrastructure, and compartmentalized built environments have led to less-active lifestyles and a greater incidence of chronic obesity and related diseases. IPA's work has focused on the need to foster healthy and walkable communities through smart-growth principles, transportation and land-use policies, designing pedestrian-friendly infrastructure, enhancing recreation programming, and improving opportunities for healthy eating.

Several publications and websites produced by IPA explain how behavior and the health of a community can be impacted by changes to development patterns, the built environment, and public policies. Published in 2008, *Healthy Communities: A Resource Guide for Delaware Municipalities* shows how improving the walkability of a community can lead to environmental, health, and economic benefits. IPA's online *Toolkit for a Healthy Delaware* provides tools for local governments to assess their respective municipality's opportunities for physical activity and access to healthy foods and environments. The *Comprehensive Plan Assessment Tool*, *Walkability Assessment Tool*, and *Health-Impact Assessment Tool* can be used by Delaware local governments to determine how existing or comprehensive plans, built infrastructure, planned land use, community design, and transportation policies can affect the public's health. *Complete Streets in Delaware: A Guide for Local Governments* was published in 2011 to help Delaware towns, cities, and counties achieve complete streets in order to provide more balanced transportation systems and to create healthy, livable environments for pedestrians, bicyclists, and transit riders of all ages and abilities.

#### Mobility-Friendly and Transit-Ready Design

Recent IPA public policy forums, training, and/or research have focused on the issues of walkability, mobility, interconnectivity, and transit-oriented design. Policy changes, both at the local and state level, have been recommended to foster active community environments, smarter growth (including social, economic, and environmental sustainability), and pedestrian-friendly infrastructure and design.



New transportation strategies are needed to solve mobility problems and strengthen the resiliency of transportation systems. IPA has conducted research on mobility-friendly design standards including concepts such as transit-oriented design, traditional neighborhood design, neo-traditional design, new urbanism, sustainable design, and smart growth. Research has also been conducted on interconnectivity and altering development patterns to reduce dependence on the automobile. Issues of safety, security, routine and winter maintenance, and compliance with the Americans with Disabilities Act (ADA) for pedestrian facilities have been the subjects of IPA research. Finally, IPA research has studied options for funding infrastructure improvements and transportation assets, innovative transportation-financing mechanisms, facilitating more-efficient freight and passenger movement, improving performance through technology and advanced systems management, “right-sizing” paratransit in Delaware, and establishing public-private partnerships to enhance multimodal transit options.

### **Integrated Land-Use and Transportation Planning**

Decades of auto-centric transportation investment, auto-oriented land-use policies, and sprawling development patterns have led to an unbalanced transportation system. Consequences of an unbalanced transportation system include segregated zoning uses, impacts to community livability, safety problems, issues of transportation equity, economic degradation, environmental concerns, and disconnected transportation networks.

Land-use and transportation planning influence the economy, environment, community livability, and quality of life of a region. IPA helps local governments manage growth by developing comprehensive plans and land-use regulations that consider the need for multimodal transportation options. IPA’s *Comprehensive Plan Assessment Tool*, *Integrating Transportation/Transit Planning in the Overall Planning Process*, *Transit-Oriented Development: Identification of Optimal Characteristics*, and *Enhancing Mobility to Improve the Quality of Life for Delawareans* all reinforce the need to provide a proactive and aggressive approach to transportation/land-use planning integration. Strategic tools are needed to foster more integrated planning, community design strategies, and public policies that foster community livability, accessible transportation, aging-friendly communities, mobility-friendly design, and transit-oriented development.

Research by IPA and others indicates a clear connection between healthy, walkable environments and a community’s economic vitality. Pedestrian-friendly neighborhoods with downtown streetscapes, recreation facilities, trails, and shared-use paths not only promote healthier living, but also support the development of a good local business climate. Walkable design can increase property values, reduce commuting costs, promote tourism, and capture emerging “lifestyle” retail markets. Visually attractive streetscapes, pedestrian-oriented light fixtures, and traffic-calming measures can all kick-start a town’s economic development. Comprehensive plans that emphasize the need for multimodal transportation options can

provide the framework for local governments to grow smarter and consider the need for more efficient, compact, walkable, and sustainable community design.

### Literature Inventory of Best Practice Research (2005–2012)

In addition to the literature scan of State of Delaware and IPA publications, a literature inventory was prepared to identify best-practice research being conducted on topics related to complete communities. Themes identified within the best practice research are summarized below.

#### Community Livability

The Victoria Transportation Institute (VTI), the AARP Public Policy Institute, the American Institute for Architects (AIA), the Federal Highway Administration (FHWA), and the Partnership for Sustainable Communities—a collaboration among the U.S. Department of Housing and Urban Development (HUD), Department of Transportation (DOT), and Environmental Protection Agency (EPA)—have all conducted extensive research on community livability. VTI’s research notes that community livability is strongly dependent on factors such as social engagement, perceptions of safety and security, and quality of community design and place. AARP’s focus has been to foster livable communities that provide affordable and appropriate housing, supportive services, and adequate mobility options. These factors combine to facilitate personal independence, ability to “age in community,” and engage residents in civic and social life. AARP asserts that livable communities include transportation options, walkability, safety and security, shopping, housing, health services, and recreation and cultural services.

AIA’s ten principles for livable communities focus on community design, which can lead to economic resiliency. Communities will draw new residents, jobs, and investment if they are designed on a human scale with mixed-use design, preserve urban centers, offer transportation choices, conserve landscapes, build upon neighborhood identity, and offer vibrant public spaces. The Partnership for Sustainable Communities defines livable communities as “mixed-use neighborhoods with highly-connected streets promoting livability for all users.” It has identified six livability principles to highlight the importance of transportation options, energy-efficient housing choices for diverse populations, economically competitive neighborhoods, federal funding directed toward existing communities, collaborative initiatives, and investment in healthy, safe, and walkable neighborhoods. These principles are echoed in FHWA’s *Livability in Transportation Guidebook*.

#### Smart Growth

EPA provides several guidebooks that explain the concept of and illustrates examples of smart growth. Ten smart-growth principles are recognized and can be used as the basis of comprehensive plans, government regulatory practices, and community design. VTI further

explains that smart-growth policies integrate transportation and land-use decisions to encourage mixed-use development rather than auto-dependent suburban communities. Smart Growth America has formed a national coalition to research, advocate for, and lead organizations to build urban, suburban and rural communities with housing and transportation choices near jobs, shops and schools. The American Planning Association's "Great Places in America" series provides case studies and examples of characteristics and guidelines for great neighborhoods, streets, and public spaces. A *Sprawl Repair Manual* offers design, regulatory, and implementation strategies to transform single-use, car-dominated developments into complete communities with better economic, social, and environmental performance. The National Association of REALTORS® (NAR) publishes *On Common Ground* magazine, which features articles that promote smart-growth strategies.

### Complete Streets

The definition of complete streets has evolved from federal initiatives that simply support "routine accommodation" to DOT's decree to "incorporate safe and convenient walking and bicycling facilities into transportation projects." Complete streets can be described as transportation systems that are designed, built, and maintained to safely accommodate travelers of all ages and abilities—motorists, pedestrians, bicyclists, and public-transit users—including children, non-drivers, older adults, and persons with disabilities.

A movement toward complete streets has gained momentum at the federal, state, and local levels. Spearheading the movement is the National Complete Streets Coalition, Smart Growth America, stakeholder groups (e.g., NAR, AARP, APA) and transportation professionals working to enact complete-streets policies across the country. A recent publication by the National Complete Streets Coalition traces the growth of the complete-streets movement, role in transforming roadway design and planning processes, and benefits for non-motorized travelers. Complete-streets policies provide increased walkability and pedestrian safety, reduce traffic congestion, promote physical activity while increasing the appeal of a community. The Coalition and Smart Growth America also extol the virtues of smart-growth transportation strategies—including complete-streets policies—as a fiscally responsible investment that creates economic opportunity and reduces infrastructure costs.

### Changing Housing Preferences

Along with the NAR, the Urban Land Institute (ULI) and National Association of Home Builders (NAHB) have documented a shift in housing and transportation choices by two major demographic groups—baby boomers (those born between 1946 and 1964) and Millennials (children of boomers). By the end of the decade, 40 million baby boomers will turn 65, and there will be over 58 million 65-and-older adults by 2020. A recent study by ULI indicates that although the senior population will increase, most boomers want to age in place, rather than move to senior housing communities. If baby boomers move, they prefer to downsize from single-family homes on large lots to live near family or in transportation-oriented urban

areas/town centers. Because many suburbs will create “naturally occurring retirement communities,” local governments will need to make changes to infrastructure, provide transportation for seniors, and encourage more affordable housing options. NAR points to research that people are driving less and predicts that the trend for Generation Y (Millennials) will be homes that provide the benefits of urban living, proximity to transit, and access to culture. The National Association of Home Builders reports that Millennials value walkability, economic use of space, and shared amenities more than sprawling lawns, “McMansions,” and car-oriented suburban life.

### Great Places and Healthy Community Design

Transportation systems, development patterns, community design, and planning practices can have profound effects on the health, quality of life, and sustainability of a community. According to the Centers for Disease Control and Prevention (CDC), healthy community design needs to be interwoven into community planning, transportation, and land-use decisions. APA states that the design of healthy communities must:

- Provide a unique sense of community and place.
- Preserve and enhance valuable natural and cultural resources.
- Equitably distribute the costs and benefits of development.
- Expand the range of transportation, employment, and housing choices in a fiscally responsible manner.
- Value long-range regional sustainability rather than short-term, incremental or geographically isolated actions.

Best practices in community design also include strategies such as use of creative development practices, conservation design, character-driven community design and developing policies to promote mixed-use development, affordable housing, transit-oriented development and traditional “New Urbanist” subdivisions. While design matters, placemaking strategies can lead to the building of vibrant public spaces, celebrate places that matter, and preserve community character.

### Five Elements of a Complete Community

From the series of literature scans, the IPA research team identified five elements of a complete community. The five elements, and additional descriptive characteristics, are explained on the next five pages.

### 1. Complete Streets

Complete streets are transportation systems designed, built, and maintained to safely accommodate users of all ages and abilities—motorists, pedestrians, bicyclists, and transit users. This element:

- A. Achieves principles of connectivity—within towns and surrounding areas—by
  - Integrating multiple transportation options
  - Reducing separation between home, school, and work
- B. Fosters walkable, bikeable, and transit-friendly communities
- C. Reduces automobile dependency





### 2. Efficient Land Use

Efficient land use is about making development decisions to minimize driving time and distances between jobs, homes, and community services. Efficient land use:

- A. Provides a mix of complementary land uses
- B. Supports compact building design
- C. Strengthens and revitalizes downtown commercial areas and “Main Streets”



### 3. Healthy and Livable

Healthy and livable emphasizes the need to provide opportunities for healthy and safe communities that are suitable for all ages. Because every community should strive to foster a good quality of life, it is essential that each local government:

- A. Maximizes opportunities for physical activity, recreation, and healthy lifestyles
- B. Creates aging-friendly environments and better prospects to “age in community”
- C. Reinforces initiatives that support public safety





### 4. Inclusive and Active

Inclusive and active accentuates the need to design social gathering places for people, engage diverse groups of citizens and individuals in civic matters, and celebrate a community's unique culture, heritage, and sense of place. An inclusive and active community:

- A. Fosters sense of and pride in community by
  - Creating social networks
- B. Strengthens citizen participation by
  - Promoting community involvement and social activities
- C. Cultivates a distinct community character by
  - Preserving community heritage
  - Respecting local culture



### 5. Sustainable and Resilient

Sustainability focuses on restoring or revitalizing existing infrastructure and assets, growing a vibrant and diverse economy, preserving the environment; promoting energy-efficient practices, and conserving and protecting natural, cultural, and historic resources. This element:

- A. Fosters use of existing infrastructure and redevelopment
- B. Promotes job growth business diversity—existing and new
- C. Cultivates responsible environmental management

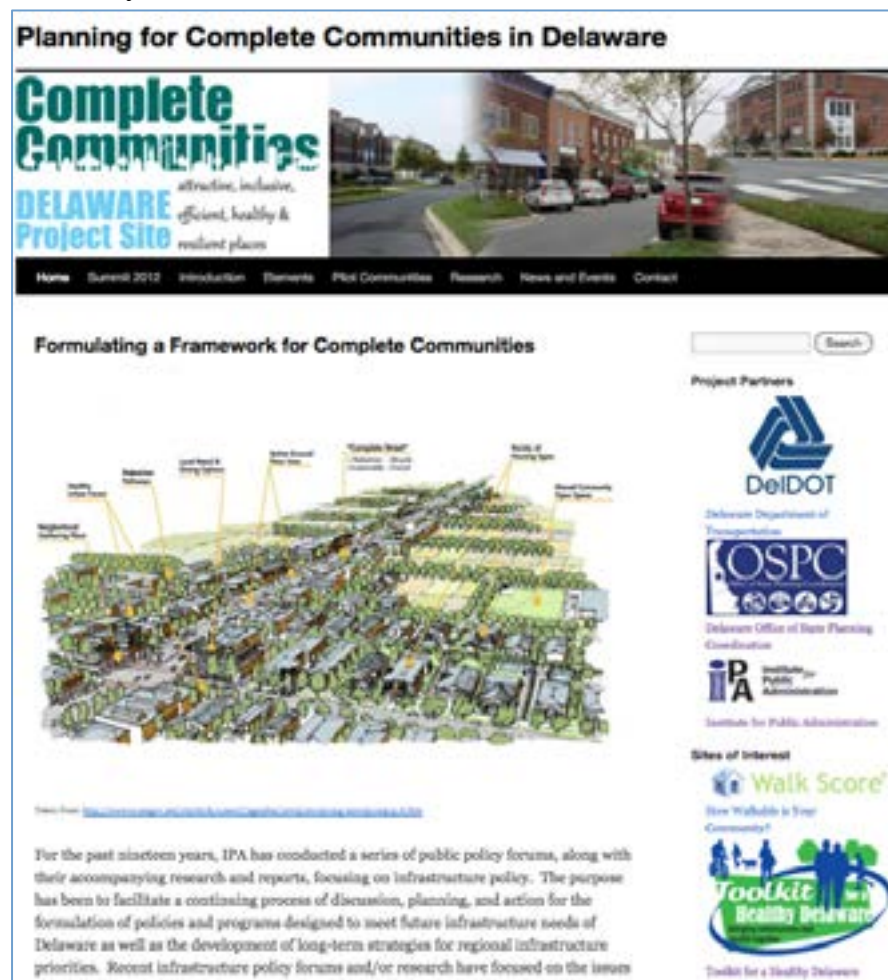


### Comprehensive Outreach Strategy

A comprehensive outreach strategy was planned, prepared, and implemented to engage a broad set of stakeholders and constituencies. Specifically, the strategy included development of a “Planning for Complete Communities” website, selection of two “pilot” communities, identification of stakeholders for each pilot community, conducting/facilitating a series of workshops in each community, and hosting a Complete Communities Summit in November 2012. Additionally, the outreach strategy outlined the staffing breakdown for the project, key stakeholders and target audience of pilot communities, target dates and agenda items for pilot community workshops, and the target audience and possible agenda for a final public policy forum on complete communities.

### Development of Complete Communities Website

A “Planning for Complete Communities in Delaware” website was developed using WordPress ([completecommunitiesde.org](http://completecommunitiesde.org)). It served as the primary mechanism for outreach to key stakeholders, community members, and other constituencies.



While designed to “grow” future website content as the project progresses in future phases, the following initial tabs were created:

- **Home**—introduces IPA and its role conducting research on complete communities. It explains the purpose and scope of the project. Links to project partners and other sites of interest are provided.
- **Summit 2012**—provides information related to the Complete Communities Delaware 2012 Summit event, held November 13, 2012.
- **Introduction**—provides the problem statement for this project and explains why complete communities are needed in Delaware. This webpage also solicits input from viewers who may wish to comment.
- **Elements**—provides the five major elements of a complete community and the associated sub-characteristics. Visual collages are also displayed.
- **Pilot Communities**—describes components of the outreach strategy for this project, including the series of workshops planned for and conducted in each pilot community.
- **Research**—provides outcomes of IPA’s review of documents generated by the state of Delaware since 2001, IPA publications, and best practices. Links are provided to matrices summarizing each of the three literature scans.
- **News and Events**—describes upcoming events and recent news articles about topics related to complete communities.
- **Contact Us**—lists and provides contact information for IPA project team members.

Plans for future expansion include an online Complete Communities Toolbox that will provide tools, resources, and strategies for citizen planners.

### Website sidebars and widgets

- The homepage features the following sidebars with linkages to:
  - Project Partners—including DelDOT, OSPC, and IPA
  - Sites of Interest—including *Toolkit for a Healthy Delaware* and *Walkscore*
- Social Media—a link is provided to the Complete Communities Facebook page and Twitter account

### Identification of Pilot Communities

In consultation with DelDOT and OSPC officials, criteria were developed for the selection of two pilot communities to work on with this project. First, pilot communities were sought with an “upstate” and “downstate” geographic location. Second, the project team targeted a community that is essentially “built-out” and one that is still growing. The Town of Elsmere (New Castle County) and the City of Milford (Kent/Sussex Counties) were identified as ideal candidates for the Planning for Complete Communities in Delaware project. The managers of



the Town of Elsmere and the City of Milford were contacted and tentatively accepted the offer to participate as a pilot community, contingent on town/city council approval.

### Public-Engagement Strategies

In addition to the launch of the Planning for Complete Communities in Delaware website, the following public-engagement strategies were used:

- **MailChimp**—enabled IPA to design and prepare e-mail messages or “campaigns” that were targeted specifically to each municipal stakeholder group. The online messaging platform allowed IPA to update e-mail contacts, provide links to Complete Communities website content, combine social networking to increase message impact, and track who received and/or responded to messages.
- **Press Releases**—allowed IPA to distribute information to citizens on the project, workshop events, and requests for survey participation via print and electronic media.
- **Municipal Websites of Pilot Communities**—provided information on the project, notices about workshops, and links to the Complete Communities website.
- **Social Media**—included Facebook and Twitter. Stakeholders and interested citizens could “find us on Facebook” ([www.facebook.com/pages/Planning-for-Complete-Communities-in-Delaware](http://www.facebook.com/pages/Planning-for-Complete-Communities-in-Delaware)) or “follow us on Twitter” (@CompCommunityDE) to learn more about the project and workshops, engage in interactive discussion, and/or participate in a survey.
- **Postcards/Flyers**—inserted in electric bills and placed in public buildings (e.g., libraries/senior centers), solicited area residents to take an online survey

### IPA Complete Community Teams

IPA assembled two teams of professional staff members and public administration fellows to plan and lead the three facilitated workshops in each pilot community. The table shows the IPA staffing breakdown for each pilot community and overall staff support for the project.

Outreach Strategy – IPA Staffing Breakdown		
City of Milford Team	Town of Elsmere Team	Role
Marcia Scott	Ted Patterson	Team Leader
Bernie Dworsky	Edward O'Donnell	Meeting Facilitator and Staff Support
Julia O'Hanlon	Martin Wollaston	Staff Support
Natasha Nau	Chris Anderson	Graduate Fellows Support
<b>Additional IPA Staffing Support:</b> Mark Deshon (outreach, publications, web support), Nicole Minni (GIS and mapping)		
<b>Undergraduate Fellows Support:</b> Nicole Frost, George Weiler, Alexa Scoglietti		

### Plan for Facilitated Workshops and Summit

A series of three workshops was planned in each pilot community. The workshops were tentatively scheduled for March, May, and July/August 2012 and designed to facilitate discussion on themes associated with livable, resilient, and sustainable communities in Delaware. The goal of the workshops was to gain input to help develop consensus on elements/characteristics of a complete community, 2) community design preferences, and 3) town/city-specific initiatives that can build upon or enhance existing plans and strategies that have been undertaken or are underway in each community. A Complete Communities 2012 Summit was planned for November 2012, in collaboration with colleagues at DelDOT and OPSC. The purpose of the Summit was to bring together people from a variety of businesses, professional disciplines, and local jurisdictions to reflect on the pilot community experience and how Delaware can plan for and design Complete Communities that provide transportation and housing choices, enhance economic competitiveness, and promote healthy and vibrant living environments.

### Municipal Support of Project

Municipal support was critical to the success of this project. Milford City Manager Richard Carmean, Elsmere Town Manager John Giles, and/or their administrative staff members were actively involved, supportive of the initiative, and assisted IPA with:

- Developing a list of prospective stakeholders
- Scheduling workshops dates and advertising (as per Freedom of Information Act)
- Meeting logistics
- Setting up an informational meeting with elected officials
- Arranging for information technology (IT) and municipal website support

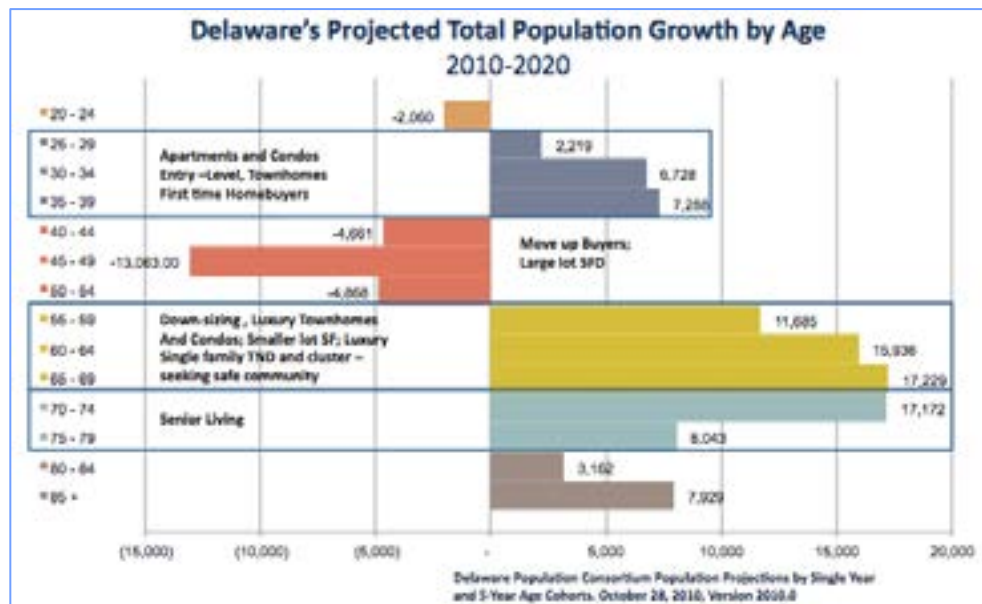
### Presentation to Elected Officials

IPA staff made presentations at City of Milford (February 13, 2012) and Town of Elsmere (February 9, 2012) council meetings to introduce the respective Complete Communities project team members, explain the purpose of the project, and discuss reasons to plan for complete communities. Benefits of complete communities include better community health and livability, improved transportation options and equity, enhanced economic development opportunities, greater protection of environmental/historic/cultural resources, lower infrastructure costs, and better community design.

At each council meeting, IPA explained that new research indicates that demographic changes and consumer preferences will dramatically shift the demand for the style and type of housing for the next 20 years. In the past 50 years, the housing industry was supported by aligned

## Formulating a Framework to Plan for Complete Communities in Delaware

trends, such as an increasing population, declining household size, rising homeownership, easier credit, larger homes, and desire for suburban living that encouraged automobile-dependent development patterns. However, because people are waiting longer to marry, divorcing more, and having fewer children—household size is now decreasing. Research indicates that demographic changes and preferences of the baby boomers and Millennials will drive new housing-market trends in favor of multi-generational housing, and toward redeveloped or revived walkable, suburban town centers that are transit-oriented.



Delaware Population Consortium projections data on population growth by age for 2010–2020 illustrate housing preferences for the Millennials (entry-level apartments, condos, and townhomes), aging boomers (downsized luxury homes on clustered or smaller lots), and need for senior-oriented homes for the dynamic growth in the 70+ population group.

## Stakeholder Involvement

An initial list of stakeholders was identified and submitted to each municipal manager for review. Based on this review and consultation with municipal managers and critical staff, the initial lists were consolidated to target individuals representing administrative staff, elected officials, planning commission members, citizens at-large, nonprofit organizations, the business community, special-interest groups, and State agencies (DelDOT and OSPC). Letters were sent to prospective stakeholders via both “snail” mail and e-mail that explained the purpose of the Planning for Complete Communities in Delaware project, selection of pilot communities, and invitation to attend a series of Complete Communities workshops.



### Work with Pilot Communities

#### Analysis of Municipal Planning Documents

To prepare for Complete Communities workshops and to gain a better understanding of what planning initiatives each pilot community had already undertaken to become a complete community, IPA analyzed major planning documents for each jurisdiction. For the Town of Elsmere, IPA analyzed the *2010 Update to the 2004 Town of Elsmere Comprehensive Plan*. For the City of Milford, IPA analyzes all four books of its 2008 Comprehensive Plan, its 2011 Southeast Master Plan, Economic Development Strategy, Bicycle and Pedestrian Master Plan, and the three surveys completed in 2012 by the Economic Development Advisory Panel (EDAP). Municipal managers were provided a literature inventory of these documents. In addition, the analysis of planning documents for each pilot community is detailed in each *Planning for Complete Communities in Delaware Summary Report* that was prepared for the Town of Elsmere and City of Milford, respectively.

A synopsis of the three workshops held for each pilot community is provided below. Summaries for each workshop held at the Town of Elsmere may be found at [completecommunitiesde.org/pilots/elsmere/workshops](http://completecommunitiesde.org/pilots/elsmere/workshops). Workshop summaries for the City of Milford may be found at [completecommunitiesde.org/pilots/milford/workshops](http://completecommunitiesde.org/pilots/milford/workshops).

#### Workshop #1

The Town of Elsmere's Workshop #1 was held on March 8, 2012 at the Elsmere Town Hall council chambers. Of the 21 stakeholders invited, 9 attended the workshop. In addition, the City of Milford held Workshop #1 in its council chambers on March 20, 2012. Of the 28 stakeholders invited, 22 attended the workshop.

Each workshop began with introductions of the IPA team and stakeholders. A PowerPoint presentation was made to provide an overview of the purpose of the project, the role of pilot communities, and a planned facilitated exercise. The IPA teams explained that the facilitated exercise would involve a series of PowerPoint slides where participants would provide input via an accompanying worksheet (described in further detail below). Stakeholders were informed that the results would be analyzed by the IPA project team, discussed with the stakeholders at Workshop #2, and a summary would be prepared and distributed electronically via e-mail and the website.

### Facilitated Exercise: What Constitutes a Complete Community?

IPA staff presented major elements of complete communities to participants, seeking their input on which elements were most important to their town. Stakeholders were instructed to consider each of the five elements and sub-characteristics of a complete community (as detailed in Preliminary Research section)—*complete streets*, *efficient land use*, *healthy and livable*, *inclusive and active*, and *sustainable*. For each element, participants considered the listed characteristics and selected the letter (A, B, or C) that represented their first and second priority, or wrote in their own priority or priorities as D. IPA staff also asked participants what was missing; if other elements were more pertinent to their town's circumstances, participants were asked to identify them. The bottom of the worksheet provided space to write in other element suggestions and comments. Following a brief discussion of each element, the IPA project team collected worksheets and analyzed workshop outcomes.

### Elsmere Workshop #1 Outcomes

The facilitated exercise summary for Elsmere Workshop #1 may be found at <http://completecommunitiesde.org/files/2012/09/Elsmere-Workshop-1Exercise-Data.pdf>. The facilitated exercise revealed the Elsmere-specific characteristics that were the top priority for each element of a complete community.

#### *Complete Streets* – Integrates multiple transportation options

- Connectivity of Elsmere's sidewalk system
  - Recognize concerns with pedestrian safety
    - Ensure that residents never have to walk in the streets
  - ADA compliance
    - Ensure that the existing system as well as any future improvements are accessible
- Connectivity to local businesses off the Main Street corridor
  - Address disconnection of established businesses that are not directly on the Kirkwood Highway corridor with the normal flow of traffic
    - B&O Lane
    - Baltimore Avenue
    - Colonial Avenue
- Connectivity among people
  - Acknowledge that while pedestrian facilities are important a sense of security is paramount
  - Recognize the need for sociability of people in pedestrian settings

#### *Efficient Land Use* – Provides a mix of complementary land uses

- Balance old housing stock with new
  - Introduce “higher-end” housing stock and commercial ventures into Elsmere
  - Attract fine dining and luxury businesses

- Lure more consumers with disposable income to Elsmere
- Revitalize the Kirkwood Highway corridor
  - Bury above-ground utilities
  - Parking (on-street vs. off-street)
  - Streetscaping
  - Decorative lighting
  - New signage (reflectivity being addressed)
  - Planters
- Know you're in Elsmere
  - Need clear demarcation between in-and-out-of-town
  - Need to be identified not as a bedroom community, but a destination
- Address concerns with speed limits on Kirkwood Highway corridor
- Consider zoning changes
  - How can zoning better allow for efficient land use?

*Healthy and Livable* – Maximizes opportunities for physical activity, recreation, and healthy lifestyles

- Address perceptions of public safety
  - How can actual and perceived public safety be improved in Elsmere?
  - In order for new trails or pathways to be properly utilized, residents must feel a sense of safety
  - Without consideration of public safety, investments of new facilities or infrastructure may not be viable
- Encourage convenient access to food and grocery shopping

*Inclusive and Active* – Strengthens citizen participation

- Return to the “Delaware Way” to gain community support
  - Door-to-door solicitation
- Focus on community partnerships
- Utilize social networking
  - Veterans Administration (VA) Hospital community
  - Fire company community

*Sustainable* – Promotes job growth and business diversity—old and new

- Is current infrastructure adequate?
- Use of existing infrastructure is key to redevelopment efforts
  - A focus on priority A (above) will drive future efforts on the other two characteristics in this category
    - Promotes job growth and business diversity
    - Cultivates responsible environmental management
    - Drainage/CSO

### Milford Workshop #1 Outcomes

For a summary of the City of Milford's Workshop #1, see <http://completecommunitiesde.org/files/2012/04/MilfordWorkshop1ExerciseSheetsData.pdf>. The facilitated exercise revealed the characteristics that were the top priority for each element of a complete community, as well as other Milford-specific characteristics of a complete community.

*Complete Streets* – Integrates multiple transportation options

- Contemplate desire for a localized public transit (i.e., a shuttle bus)
- Improve signage – creating/correcting gateways to the city
- Recognize ownership/maintenance of streets is responsibility of DelDOT
- Consider alternative fuels

*Efficient Land Use* – Provides a mix of complementary land uses

- Acknowledge mutual recognition and respect of private-property rights when examining growth opportunities; re-use
- Increase industrial and economic development

*Healthy and Livable* – Maximizes opportunities for physical activity, recreation, and healthy lifestyles

- Foster plan for linear parks – connecting parks to community
- Support more cultural and arts activities
- Address desire to age in place (ADA compliance)
- Provide access to good healthcare and critical services

*Inclusive and Active* – Strengthens citizen participation

- Recognize importance of safety (i.e., police presence)
- Promote interaction and collaboration among all entities (i.e., state/local institutions, communities, citizens, etc.)

*Sustainable* – Promotes job growth and business diversity—old and new

- Invest in educational institutions (higher education)
- Maintain and replace existing infrastructure (historic-preservation ordinance)
- Show civic and political accountability (leverage grant opportunities)

### Workshop #2

The Elsmere Complete Communities Workshop #2 was held on May 10, 2012, at the Elsmere Town Hall. Of the 26 stakeholders invited, 15 attended the workshop. The Milford Complete Communities Workshop #2 was held at the City of Milford council chambers on May 15, 2012. Of the 32 stakeholders invited, 18 invitees and three additional citizens attended the workshop (for a total of 21 attendees).

### Development and Design of a Visual Preference Survey

To determine each pilot community's preferences for community design, IPA spent considerable time developing and designing a Visual Preference Survey (VPS). A VPS is a tool that allows citizens to:

- Rate visual concepts of existing and non-existing types of building designs, landscape characteristics, architectural styles, signs, growth patterns, etc.
- Assist communities in determining which components of a policy, plan, or project contribute positively to a community's overall image, sense of place, historic character, and surrounding environment.
- View and rate a wide variety of images depicting streetscapes, land use, site design, building type, aesthetics and amenities. Photos contained in the survey illustrated potential options for future development efforts, not specific proposals.

The design and content of the VPS was based upon a similar 2007 survey undertaken by the City of Peachtree City, Ga. Questions were designed based upon IPA's research into complete communities, conversations with community stakeholders, comments from public workshops, and objectives stated in official planning documents from our pilot communities. The VPS primarily utilized images from our pilot communities and from other Delaware municipalities. These photos composed a collection of existing spaces, including buildings, streets, housing, options for recreation, and design scenarios. Three photographic sessions were conducted during October and November of 2011. In addition to Elsmere and Milford, IPA staff visited Newark, Del., Wilmington, Del., Lewes, Del., and Georgetown, Del., to compile photos for the survey.

The City of Peachtree City, Ga. had developed and administered a city-specific VPS. IPA developed, however, developed a generic VPS that could be used or tailored for use in the future by any Delaware jurisdiction. Therefore, the same non-municipality specific survey was administered to both pilot communities. Two versions of the Complete Communities VPS were developed. The first was administered in person during Workshop #2. A second variant was administered online using a customized web survey. Each contained 34 base questions, featuring four or six images depicting current infrastructure, places, and buildings as well as options for future development.

### Methodology

Two versions of the VPS were developed. In addition to the in-person VPS that was facilitated during Workshop #2, an online version of the VPS was available on the website from May 11, 2012, until July 10, 2012. In order to solicit participation from area residents, the VPS was available online at the Planning for Complete Communities in Delaware website and on each pilot community's "Workshops" tab. A number of methods were used to promote resident participation in the online survey. Both pilot communities provided links via municipal

websites to the online VPS for each community. Social networking played a prominent role in the outreach strategy. In addition to Facebook ([www.facebook.com/pages/Planning-for-Complete-Communities-in-Delaware/112137562233625](http://www.facebook.com/pages/Planning-for-Complete-Communities-in-Delaware/112137562233625)) and Twitter (@CompCommunityDE), additional advertising was purchased on Facebook to target social media users located within Milford- and Elsmere-area zip codes.

More traditional forms of advertising were also utilized. Flyers were drafted and distributed to stakeholders and posted in public venues including the local library in each community. In the case of Milford, 7,000 flyers were distributed with the city’s monthly utility invoice notices, press releases were issued to area news print/web media, and local civic organizations were asked to publish notices about the VPS on their respective websites.

Facilitated Exercise: What Does a Complete Community Look Like?

Workshop participants were asked to rate the appeal of each image presented within the 34 base questions of the survey. To accurately measure the appeal of each photo, a scale was developed. Images were rated from a possible high of (+3) to a possible low of (-3). Positive numbers indicate the degree to which each respondent feels that a photo is appealing. Conversely, negative numbers indicate the degree to which each respondent feels that a photo is unappealing. A selection of (0) by participants denotes indifference or neutrality to an image. Photo rankings are shown using an average of participants’ responses. The mode is the numerical ranking (-3, -2, -1, 0, 1, 2, or 3) selected the most number of times. The mean, or average, divides the sum by the total number of responses, giving an accurate reading of overall preference on the scale -3 to 3. Some results show clear negative or positive responses (as demonstrated by a mean closer to -3 or 3), while others show either a neutral or polarized response (as demonstrated by a mean closer to zero).

<b>-1</b>	<b>-2</b>	<b>-1</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>3</b>
Strongly Unappealing	Unappealing	Somewhat Unappealing	Neutral	Somewhat Appealing	Appealing	Strongly Appealing

Figure 1: VPS Response Scale

Outcomes

The next several pages of this summary provide a sampling of the results gathered from the VPS. These data include:

- *Demographic Information*—The online survey included four demographic questions to gain a better profile of survey participants.

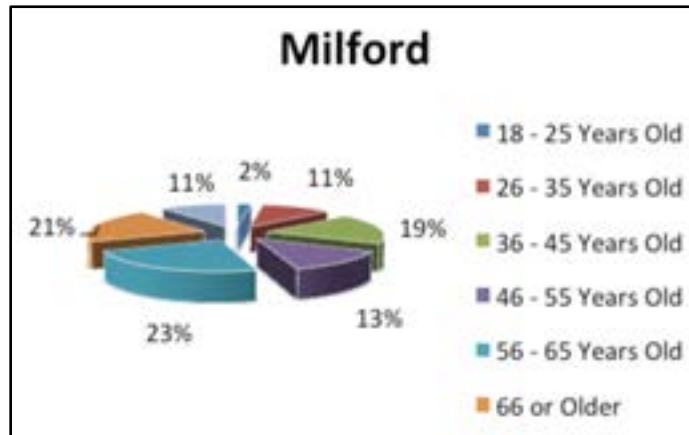
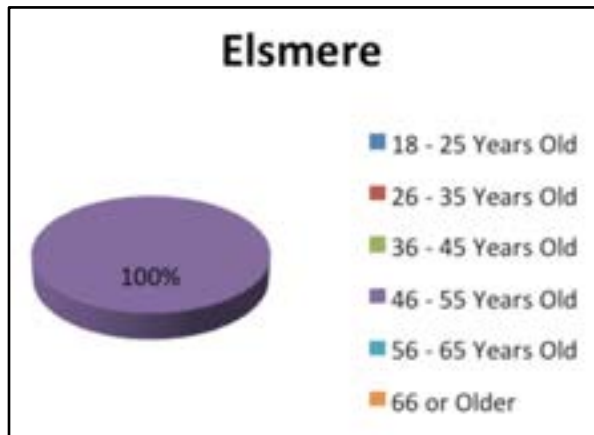
## Formulating a Framework to Plan for Complete Communities in Delaware

- *Overview of Significant Preferences*—This section features a selection of VPS questions for each pilot community; the questions were rated with the highest and lowest visual preferences.

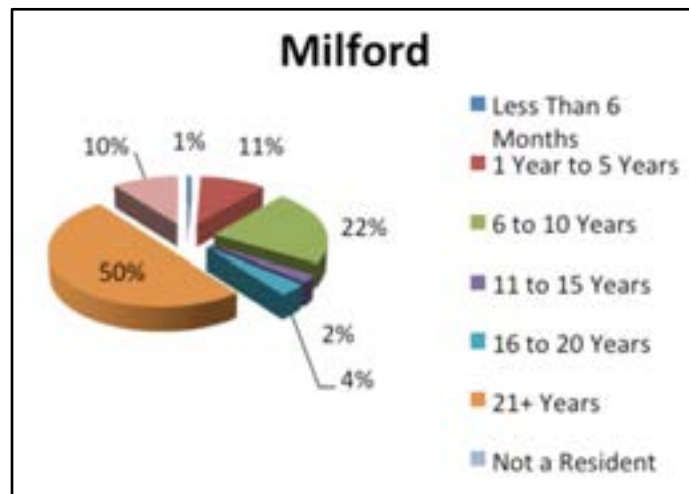
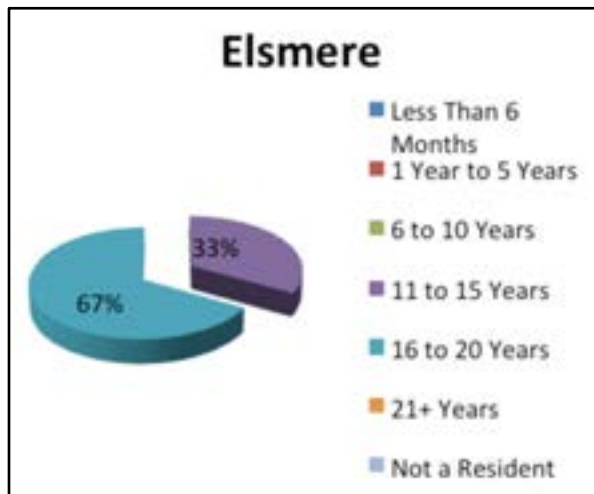
A selection of VPS questions, which were rated with the highest and lowest visual preferences, and stakeholder comments regarding the VPS may be found in the Appendix (Appendix C for the Town of Elsmere and Appendix D for the City of Milford).

### Demographic Information

*What is your age?*

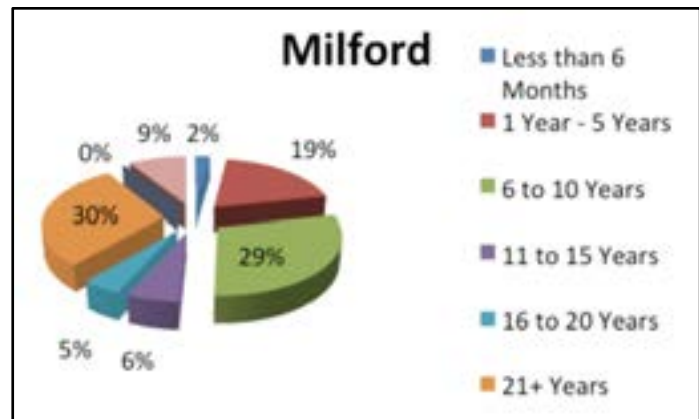
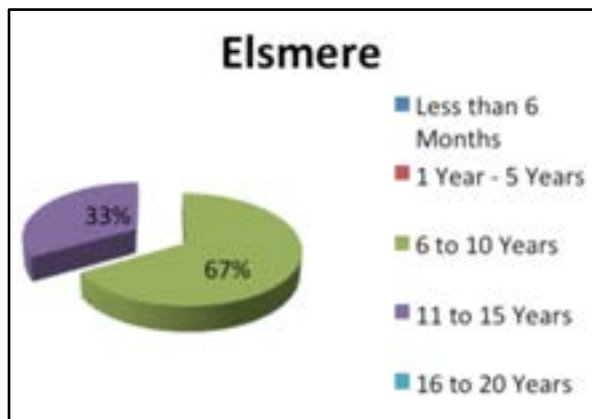


*How long have you been a resident of Delaware?*

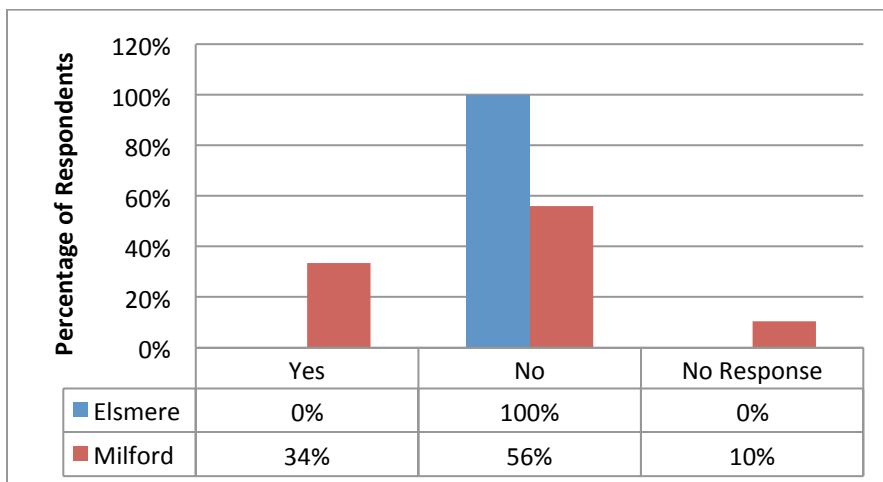




*How long have you been a resident of your community?*



*Do you work within the town limits?*



### Elsmere Significant Visual Preferences

At the Elsmere Complete Communities workshop on May 10, 2012, 13 stakeholders took a “live” version of the VPS. While the VPS was available online for a two-month period, only three Elsmere-area residents took the online version. Full results of the Elsmere VPS may be found at <http://completecommunitiesde.org/files/2012/08/VPS-Results-Elsmere2.pdf>. The number of responses gathered from the Elsmere VPS is insufficient to provide statistically significant data. However, it does provide a starting point to encourage discussion on a future vision of Elsmere. The analysis of the Town of Elsmere VPS responses revealed...

#### A strong visual appeal for:

- Walkable, pedestrian-friendly built environment
- Active recreation facilities and venues
- Public spaces to gather and recreate

- Complete-street treatments that include marked bike lanes, covered bike-storage areas, sheltered bus stops, multimodal transportation options, sidewalks with a buffered area between them and the street
- Downtown destinations, infill development, and redevelopment/repurposing of historic properties
- Streetscaping amenities that include landscaped walkways, street furniture, pedestrian lighting, and tree-lined streets
- Landscaped gateways
- Mixed-use options that provide moderate building heights (1–4 stories), with commercial use on lower level and residential units above
- Angled and parallel on-street parking

### **Unappealing visual images included:**

- Sprawling, strip malls, and “big box” commercial development
- High-rise apartment buildings
- Large, on-road signage
- Developments lacking façade variations
- Monotonous stretches of townhomes or rowhomes

### **Milford Significant Visual Preferences**

At Milford Workshop #2, 17 stakeholders participated in the VPS. The online VPS, available on the *Planning for Complete Communities in Delaware* website for a two-month period, garnered 134 responses. Full results of the Milford VPS may be found at <http://completecommunitiesde.org/files/2012/08/VPS-Results-Milford.pdf>. An analysis of the City of Milford VPS responses revealed...

### **A strong visual appeal for:**

- Walkable, pedestrian-friendly environments
- Streetscapes that provide pedestrian amenities
- Varied opportunities for active recreation, parks, and usable open space areas
- Infill and downtown redevelopment opportunities
- Mixed uses and building/home types
- Attractive community gateways
- Varied public-transit options
- Public gathering destinations
- Complete street treatments that include marked bike lanes, pedestrian lighting, street trees, covered bike-storage areas, sheltered bus stops, sidewalks with landscaped buffers

### **Unappealing visual images included:**

- Large, “stock” shopping center signage
- Uninspired strip mall and “big box” store design
- Row or townhomes with no architectural variation or interest
- Monotonous, un-landscaped parking lots and treeless streets

### Workshop #3

Workshop #3 was designed to focus on community-specific issues for each pilot community. Based on the analysis of objectives, priorities, and recommendations found in planning documents for each jurisdiction, emerging themes from the first two workshops, and preliminary outcomes of the Visual Preference Survey, IPA identified community-specific topics that formed the basis of facilitated exercises in Workshop #3. Pre-workshop activity and workshop outcomes for each community are summarized below.

### Preparation for Elsmere Workshop #3

To better understand town-specific issues and to prepare for the August 9, 2012, workshop, the Elsmere project team conducted a walking tour of the town with Elsmere stakeholders to better understand town-specific issues. In addition, IPA conducted field research on Elsmere street lighting, sidewalks, and street trees.

### Elsmere Walking Tour

Using an aerial map, target areas were defined, based on IPA suggestions and participant feedback. The tour was conducted on August 7, 2012. All stakeholders met at Town Hall that evening, a brief introduction was given, and two teams then left in separate vans to examine specific components of the town. Each group selected two areas to focus on during their walking tour. The choices were Kirkwood Corridor, park areas, residential areas, and western business/industry areas. Participants selected the group they would join.

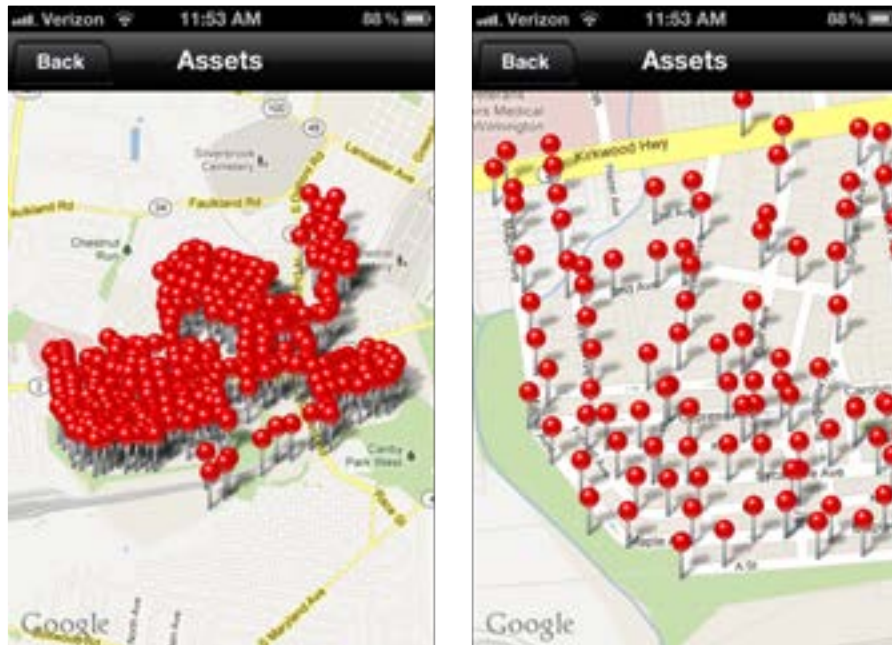
By walking and driving around town with stakeholders, the IPA project team gleaned first-hand information on issues of concern by asking key questions regarding strengths, weaknesses, and potential solutions.

The tours ended back at Elsmere Town Hall, where participants from both groups were given the opportunity to provide final feedback and hear feedback from the other group. Input acquired from the walking tours served as a foundation for Workshop #3 and are incorporated in the Path Forward recommendations within the *Summary Report to the Town of Elsmere*.

### Field Research, Mapping, and Visualization

Field research was conducted regarding street lighting, sidewalks, and street trees. For these three topic areas, inventories and maps were completed. For street lighting and sidewalk data, IPA staff used a cellular-phone application that allowed field researchers to pinpoint light locations and sidewalk deficiencies. Using the application, IPA researchers were also able to associate notes, images, or voice memos with each point recorded. The data collected using the cellular phone application were then imported into a GIS application to generate maps for the Town of Elsmere. The raw data mapped in its original form can be seen on the next page.

### Raw Data Mapped in Cellular Application



In addition to geo-locating streetlights throughout Elsmere, a nighttime-lighting inventory was conducted to identify lighting deficiencies in Elsmere. Inoperable light fixtures were identified so that information could be passed on to Delmarva Power, the entity responsible for providing street lighting in Elsmere. A street-tree inventory was also completed using aerial photography from Elsmere to identify tree cover.

In addition, visual renderings were created to simulate changes in the Town of Elsmere's height restrictions using Google SketchUp and Google Earth. Before-and-after renderings were developed to show fly-over views of the Kirkwood Highway corridor in downtown Elsmere. Final mapping products were used as the basis of the facilitated exercises during Workshop #3 and are included in the *Planning for Complete Communities in Delaware: Summary Report to the Town of Elsmere* ([www.ipa.udel.edu/publications/ElsmereSummaryReport.pdf](http://www.ipa.udel.edu/publications/ElsmereSummaryReport.pdf)).



**Before-and-After Visualization of Kirkwood Highway Corridor**



**Before-and-After Fly-Over View of the Kirkwood Highway Corridor**



### Elsmere Facilitated Exercises and Outcomes

Workshop #3 was held August 9, 2012, at the Elsmere Fire Hall. Of the 22 stakeholders invited, 10 attended the workshop. During Workshop #3, stakeholders rotated at 20-minute intervals to three IPA-facilitated mapping stations. Discussion at each of the three stations focused on the town-specific issues of rebranding, land use, and transportation and is summarized below. A full Elsmere Workshop #3 summary is available at <http://completecommunitiesde.org/files/2012/11/Elsmere-W3-Summary.pdf>. Appendix E also provides GIS-mapping products for the Elsmere lighting inventory (E1), Elsmere sidewalk inventory (E2), and street-tree canopy (E3). Electronic copies of the GIS maps and data are available to the Town of Elsmere, at an additional charge, with the understanding that products from the Complete Communities project are the intellectual property of the University of Delaware.

### Rebranding

According to North Star, a company that specializes in community branding, a community brand reflects a spirit of a place. North Star states, “One of the most neglected responsibilities of community governments and leaders is the job of building a reputation that is fair, honest and powerful. Whether leading a small town or a world power, leaders owe it to their individual and institutional constituents to dig out the “competitive identity” of their region. This identity comes from the history, the culture, the geography and the society of the place – as such, it should be an accurate reflection of the genius and the will of the people.”

Discussion focused on the need to change outsiders’ perspective(s) that Elsmere is a “low-end town” or a “speed trap” that lacks a distinct identity from Wilmington. Stakeholders discussed strategies to change this image, such as “rebranding” Elsmere, improving gateways and streetscapes, attracting new businesses and restaurants, and marketing events.

### Land Use

The Google SketchUp visual renderings of a Main Street–type transformation of State Route 2 in Elsmere generated positive discussions around topics such as lifting prohibitive regulations like height restrictions and impediments to on-street dining. After considering various building heights, participants actually did come to agreement on building-height allowances that expanded Elsmere’s redevelopment potential while keeping intact the historic neighborhood flavor of the town.

Street trees were also discussed. Street trees are favorable if the species selected does not present a maintenance burden to residents, impede pedestrian lighting, or cause sidewalks to buckle. Rules need to be clearly defined for tree removal.

### Transportation

IPA staff–generated maps served as the basis of the facilitated discussion regarding transportation. Discussion focused on priorities for new sidewalks and sidewalk accessibility improvements. Maps with data on geo-located streetlights from the nighttime-lighting inventory were also used to discuss lighting deficiencies in Elsmere. While stakeholders discussed the value of interconnected roadway facilities, they also discussed the realities of DelDOT management and control of construction of new roadways.

Areas mentioned as high-priorities for lighting improvements were the Kirkwood Highway, industrial areas, apartment complexes, south side of Elsmere near walking trails, and DuPont Road. To provide a pedestrian orientation along the Kirkwood Highway, lighting fixture choices available from Delmarva Power were discussed. Establishing a Business Finance District, using solar panels on Delmarva light fixtures, and augmenting current cobra lighting fixtures with pedestrian-oriented lighting were mentioned as possible cost-saving measures.



### Preparation for Milford Workshop #3

Outcomes from Workshops #1 and #2, as well as the analysis of City of Milford planning documents, revealed several themes:

- Community gateways
- Signage
- Historic Preservation
- Multi-modal connectivity; shuttle bus
- Continued investment in Mispillion Greenway; Industrial/Business Park
- Streetscaping
- Revitalization of Main Street

To further explore these themes, an IPA GIS specialist prepared an aerial map of Milford and five 40-in. x 30-in. “baseline” GIS maps. Each GIS baseline map displayed spatial “layers” of geographic information, including physical features (e.g., major and minor roads, sidewalks, and water bodies) and political features (e.g., county boundaries, municipal boundaries, Milford’s central business district, the Southeast neighborhood growth area). Each GIS map also displayed more detailed spatial information that would allow stakeholders to geographically examine the following themes:

1. Milford’s walkability to local destinations and Milford’s “great places”
2. Milford’s bikeability
3. Possible destinations/routes for a Milford public transit shuttle
4. Milford’s gateways
5. Milford’s historic sites and district

### Milford Facilitated Exercises and Outcomes

Workshop #3 was held July 19, 2012, at the Milford Public Library. Of the 22 stakeholders invited, 10 attended the workshop. The IPA research team planned facilitated mapping exercises with a series of questions, or “prompts” for each GIS mapping station. A description of prompts can be found at [http://completecommunitiesde.org/files/2012/07/Milford-Workshop-3-Exercise-Prompts\\_final.pdf](http://completecommunitiesde.org/files/2012/07/Milford-Workshop-3-Exercise-Prompts_final.pdf). After a brief introduction to the facilitated mapping exercise, stakeholders were divided into five small groups and rotated at 10-minute intervals to IPA-facilitated mapping stations. Stakeholders were encouraged to actively provide input by placing “sticky dots” on maps to signify a location or a priority and/or writing down ideas, locations, and responses on flip charts at each station.

Outcomes for each of the five facilitated exercises in Workshop #3 are described below. The summary of Milford Workshop #3 is also available at:

<http://completecommunitiesde.org/files/2012/11/Milford-W3-Summary.pdf>. IPA also prepared several 30-in. x 40-in. GIS maps, which appear in Appendices E4–E9, using input from stakeholders. The five large maps were hand-delivered to City Manager Richard Carmean on November 2, 2012. Mapping products generated from the facilitated exercises during Workshop #3 are also included in the *Planning for Complete Communities in Delaware*:

### *Summary Report to the City of Milford*

([www.ipa.udel.edu/publications/MilfordSummaryReport.pdf](http://www.ipa.udel.edu/publications/MilfordSummaryReport.pdf)). Products from the Complete Communities project are the intellectual property of the University of Delaware; electronic copies of the GIS maps and data are available at an additional charge.

### **Milford Walkability/“Great Places” Mapping Exercise**

During this exercise using the baseline GIS Walkability/“Great Places” map, participants in each of the small groups were asked to identify areas where they would like to be able to walk to/from the city’s Central Business District. Most stakeholders thought that the CBD and other “anchor” areas within the city are well equipped with sidewalks and adequate lighting. However, several suggested that walkability could be improved throughout Milford among or between the city’s major anchor areas—including the CBD. Therefore, the following list represents participant responses regarding opportunities for improved walkability throughout Milford and is not limited to accessibility from the CBD to other areas.

- Riverwalk area to Silver Lake and Goat Island (last phase of project)—already underway
- Hospital area to area south of CBD
- Milford Athletic Complex to CBD
- If there is a lack of walking accessibility, transit should be provided to/from CBD to Boys and Girls Club facility
- Adjacent to SR 1 overpass being considered/built (or at least a safe bike lane) that could be expanded into trails/areas located outside of city boundaries

In terms of barriers to walkability within the town, participants identified the following:

- Accessibility between and among city’s anchor areas
- No sidewalks in some areas
- U.S. Rt. 113
- SR 1
- Economy/market—hurting potential growth areas
- Wheelchair accessibility throughout city (uneven sidewalks, for example)
- Walkability within anchor areas is good, but not between or among them.
- Uneven bricks along the Mispillion Riverwalk
- Tree roots around Jefferson and Lakeview, which has caused uneven sidewalks

The “Power of 10” is a concept to promote placemaking within a community. Participants provided examples of a great place in Milford where one can do ten activities (current/existing and potential). Participants also identified activities that may be enjoyed in each destination.

### **Milford Bikeability/Complete-Streets Mapping Exercise**

Group participants were asked to view the baseline GIS Bikeability Destination map, which displayed the bike routes through Milford, recreation areas, and other destinations. Members of each group were asked to place a sticky dot near the destination they would most like to bike to/from the center of town. Barriers to bikeability in Milford were also listed.

## Formulating a Framework to Plan for Complete Communities in Delaware

Group	Suggested Bikeability Locations	Barriers	Unsafe Roads/Paths	Potential Complete Streets
Group #1 (Green)	1. Meadows at Shawnee 2. Farmer's Market	<ul style="list-style-type: none"> <li>No shoulders</li> <li>No concrete barrier or separation</li> <li>Bike lanes aren't enough</li> </ul>	<ul style="list-style-type: none"> <li>Roads that aren't wide enough</li> <li>Dangerous intersections</li> <li>Changing traffic patterns during peak times (rush hour)</li> </ul>	<ul style="list-style-type: none"> <li>Shawnee Lane</li> <li>Horseshoe Drive</li> </ul>
Group #2 (Yellow)	1. Wissman Acres 2. SR 30	<ul style="list-style-type: none"> <li>U.S. Rt. 113 – Dangerous <ul style="list-style-type: none"> <li>Can't cross intersections</li> <li>Lack of overpasses</li> </ul> </li> <li>No shoulders on SR 14 can't get to NW area</li> </ul>	<ul style="list-style-type: none"> <li>Lack of shoulders to Slaughter Beach</li> <li>Lack of infrastructure connecting the outlying areas of Milford</li> </ul>	<ul style="list-style-type: none"> <li>Elks Lodge Rd. (Bike paths on both sides of the road)</li> <li>The "downtown" area (Sidewalks and 25 mph speed limits)</li> </ul>
Group #3 (Blue)	SR 36 to Slaughter Beach	<ul style="list-style-type: none"> <li>Greenwood side of SR 36</li> <li>No overpasses on SR 36 to Slaughter Beach</li> <li>Kings Hwy (sharp curve with no shoulders or sidewalks) – <b>Alt route has been created</b></li> </ul>	<ul style="list-style-type: none"> <li>Airport Road</li> </ul>	<ul style="list-style-type: none"> <li>A number of wide streets: <ul style="list-style-type: none"> <li>Walnut</li> <li>Marshall</li> <li>Seabury</li> <li>Rehoboth Blvd</li> <li>Front St.</li> <li>N&amp; S Washington</li> <li>NW Front</li> </ul> </li> </ul>
Group #4 (Red)	1. Abbott's Mill 2. Intersection of Elks Lodge Rd. & Marshall St. "Local/In town" (lack of biking facilities)	<ul style="list-style-type: none"> <li>Very few shoulders</li> <li>Signage and striping</li> <li>Driver education</li> <li>Lack of destination advertising</li> </ul>	<ul style="list-style-type: none"> <li>Eastbound SR 36 (no shoulders, blind turns, lack of restrooms and bike parking)</li> </ul>	<ul style="list-style-type: none"> <li>Riverwalk</li> <li>West SR 36</li> <li>SR 30</li> </ul>

### Destinations/Routes/Hubs for Public-Transit Shuttle Mapping Exercise

Stakeholders reviewed a baseline GIS Inter-City Public Transit map, which showed destinations and points of interest within city limits such as grocery stores, shopping centers, the Central Business District, parks and recreation areas, schools, and public buildings. The map also showed existing DART First State transit routes and stops located within the greater Milford area along or adjacent to the U.S. Rt. 113 corridor, Walnut Street, and SR1/1B.

Outcomes for Public Transit Shuttle Mapping Exercise		
<b>Destinations</b>	<ul style="list-style-type: none"> <li>Fourteen destinations were selected</li> <li>Commercial and residential locations dominated the list</li> <li>Some destinations cited (residential developments) were disputed as not appropriate destinations ("have and have-nots")</li> <li>Destinations were scattered throughout the city</li> </ul>	<ul style="list-style-type: none"> <li><b>Commercial:</b> Redner's Market, Wal-Mart, Milford Village, Big Lots store,</li> <li><b>Residential:</b> Knott's Landing, Shawnee Acres/Meadows, Maitlen Estates/Orchard Hill, Milford Crossing, Heartstone Manor</li> <li><b>Recreation:</b> Mispillion Riverwalk area, Boys &amp; Girls Club,</li> <li><b>Public Facilities:</b> Milford Hospital, Planned Medical Campus, Proposed Higher Education Campus</li> </ul>

## Formulating a Framework to Plan for Complete Communities in Delaware

<b>Routes</b>	<ul style="list-style-type: none"> <li>• Three versions of possible transit routes were cited with tangent variations possible</li> <li>• Consideration also given to future additional destinations/routes to accommodate future proposed developments</li> <li>• Some comments that an inter-city shuttle is not feasible due to inadequate population density and costs—doubts it would be successful</li> </ul>	<ol style="list-style-type: none"> <li>1) <b>North Route</b> (Orange)— Oriented toward linking Wal-Mart and Boys &amp; Girls Club, continuing south to Redner's Market, and looping through the CBD/Riverwalk area</li> <li>2) <b>South Route</b> (Green)— Linking residential developments in the south, continuing north to/through the CBD/Riverwalk areas, and looping to Redner's Market</li> <li>3) <b>Central Route</b> – Focused loop that essentially combines the other routes into one large city-wide loop</li> </ol>
<b>Hubs</b>	<ul style="list-style-type: none"> <li>• Three possible hubs locations cited</li> <li>• Each hub received some negative comments</li> <li>• Weighed possible locations focusing on Central Business District area</li> </ul>	<ol style="list-style-type: none"> <li>1) <b>North Hub</b> (Red) – Wal-Mart Supercenter Area /DART stop</li> <li>2) <b>South Hub</b> (Green) – Former plastics material property</li> <li>3) <b>Central Hub</b> (Blue) – Old Milford fertilizer property, along SR 14 near Bicentennial Park/L &amp; S Milford, Inc,</li> </ol>

Each group was assigned a color to identify destinations and routes for a possible public-transit shuttle/trolley service. Group members used corresponding-color sticky dots to identify destinations where they would like to travel within the greater Milford area *if* an additional local shuttle or trolley service was added. Once destinations were identified, each group used a corresponding-colored marker to show how destinations may be connected for an intercity transit loop. Finally, group members identified a logical intercity transit-hub location that could possibly connect existing DART “fixed route” buses with the proposed public-transit shuttle/trolley route(s). Stakeholders reviewed a baseline GIS Inter-City Public Transit map, which showed destinations and points of interest within the City of Milford such as grocery stores, shopping centers, the Central Business District, parks and recreation areas, schools, and public buildings. The map also showed existing DART First State transit routes and stops located within the greater Milford area along or adjacent to the U.S. Rt. 113 corridor, Walnut Street, and SR1/1B.

### Historic Preservation—Mapping Exercise

Stakeholders reviewed a baseline GIS Milford Historic-Preservation Map that shows Milford's National Register of Historic Places and its three National Register of Historic Districts—the Northern District, Milford Shipyard District, and Southern (Victorian) District.

Each group was informed that the list of Milford properties placed on the National Register of Historic Places was based on a 1979 survey of properties of historic value that were more than 50 years old at the time. Since that time, additional properties would be eligible to be placed on the National Register. The three nationally registered Historic Districts received designation in 1984. Participants also received a two-sided handout showing maps for a “Bayshore” connection between SR 9 and Lewes Byways, as well as a close up of the connection through Milford. SR 9 and the Lewes Byway have been designated Coastal Heritage Scenic Byways under DelDOT's State Scenic & Historic Highway Program. A proposed Bayshore connection will link the two byways and pass through Milford, which has significant implications for Delaware's and Milford's respective heritage-tourism industries.

## Formulating a Framework to Plan for Complete Communities in Delaware

Each group was assigned a color. Members of each group were asked to number and place corresponding-colored dots on additional locations of Milford historic places, cultural sites, feature, or landmarks that are of value to the community.

Identified Places of Historical Significance	
1. Union Civil War Grave Site	12. Marshall (Tea) House
2. Blocks around Milford Hospital with historic homes of former doctors	13. Avenue AME Church
3. Old Milford High School	14. Causey Mansion
4. Spoon Mill – Fisher and Marshall Street	15. Abbott’s Mill Pond/Delaware Nature Center
5. Shockley Farms/Old Christ Church (historic red oak)	16. Former Shrine Theater (Love Temple)
6. Shawnee Country Club	17. Mispillion Greenway – preserve greenway buffer
7. L.D. Caulk (Dental manufacturing)	18. Single room church (white) on S.E. Front St
8. Bethel AME Church	19. Calvary Methodist Church
9. Odd Fellows Cemetery	20. Underground railroad site (next to Berry/Short funeral home)
10. Sunny Brae Mansion (near Milford High)	21. Original site of mill (Mill St. at Mispillion River)
11. The Towers Bed and Breakfast	22. Civil War General Torbert’s home

### Historic Characteristics/Suggestions to Preserve Historic Places

Group participants were asked what characteristics make a place, cultural site, feature, or landmark historic *or* provide historic value to the community. Group participants were also asked ways that Milford can preserve places of historic value. Responses included:

- Improve demolition regulations and review process
- Develop and adopt design standards
- Involve community
- Enlist the Design Committee of Downtown Milford, Inc., to establish design guidelines to protect Milford’s historic character.
- Form a historic-preservation commission and enlist volunteers.
- Seek available funding to preserve historic resources.
- Adopt a City of Milford historic-preservation ordinance.
- Re-survey historic properties.
- Designate a greenway/conservation district/historic district along the Mispillion River.
- Promote eco-, heritage-, and maritime tourism; obtain details on proposed scenic byway; relate proposed development to tourism themes (e.g., aquarium).
- Encourage adaptive reuse of historic buildings (e.g., businesses, educational institutions, artisans). Tackle issue of large, historic single-family homes (not yet on National Register) being converted to multi-family rental units.

### Milford Gateways Mapping Exercise

Stakeholders reviewed a baseline Milford Gateways map, which showed locations and visual images of points of entry into the city's corporate limits. Members of each group were asked to use sticky dots to identify the top three gateways that need the most visual improvement. Participants could also use a sticky dot to identify a gateway, not shown on the map, to show another gateway location needing visual improvement. Finally, participants were shown a visual image of design-element options for various gateways and asked what types of elements could be incorporated into new or revitalized Milford gateways.

Group	Suggested Improvements	Suggested Additional Gateways	Elements of an Improved Gateway
Group #1 (Red)	<ul style="list-style-type: none"> <li>U.S. Rt. 113 &amp; SR 1 interchange southbound (Addresses two roles: that of welcome sign and community advertisement. However it is dated and cluttered fulfilling neither role.)</li> <li>SR northbound (Gateway destroyed by car accident and has yet to be replaced)</li> </ul>	<ul style="list-style-type: none"> <li>The proposed overpass on SR 1 northbound</li> </ul>	<ul style="list-style-type: none"> <li>Use of brick (synonymous with historic Delaware)</li> <li>Incorporate elements of the City of Milford seal.</li> <li>Incorporating landscaping to enhance the visual elements of the signage</li> <li>Ensure correct position of state and municipal road signage as to not detract from the gateway.</li> </ul>
Group #2 (Green)	<ul style="list-style-type: none"> <li>SR-B1 split entering town. <i>Tree City USA</i> (Requires maintenance and possibly a repurpose as a gateway to downtown)</li> <li>U.S. Rt. 113 &amp; SR 1 interchange southbound (old, cluttered and hard to read)</li> </ul>	<ul style="list-style-type: none"> <li>The proposed overpass on SR 1 northbound</li> <li>SR 14 eastbound</li> </ul>	<ul style="list-style-type: none"> <li>New landscaping (Garden City)</li> <li>Incorporate Milford's shipbuilding heritage (sailboat)</li> <li>Woodwork (old milling industry)</li> </ul>
Group #3 (Yellow)	<ul style="list-style-type: none"> <li>U.S. Rt. 113 northbound (gateway destroyed)</li> <li>Intersections of SR 1 and SR 14 (route of entry into downtown)</li> <li>SR 14 eastbound (No gateway only fleet of trucks)</li> </ul>	<ul style="list-style-type: none"> <li>The proposed overpass on SR 1 northbound</li> <li>Former car dealership at the intersection of Front St. and U.S. Rt. 113.</li> </ul>	<ul style="list-style-type: none"> <li>Utilizing landscaping to create traffic calming to draw more attention to gateways</li> <li>Utilizing murals by local artists</li> <li>Incorporating Milford's shipbuilding heritage</li> </ul>
Group #4 (Blue)	<ul style="list-style-type: none"> <li>U.S. Rt. 113 &amp; SR 1 interchange southbound</li> <li>SR 14 East and West</li> </ul>	<ul style="list-style-type: none"> <li>A gateway for the Mispillion Riverwalk</li> <li>SR 14 eastbound</li> </ul>	<ul style="list-style-type: none"> <li>Incorporating brick</li> <li>Design rooted in "simplicity" to provide a clear message</li> <li>"Art Town, Hometown, River Town"</li> </ul>
Group #5 (Salmon)	<ul style="list-style-type: none"> <li>U.S. Rt. 113 &amp; SR 1 interchange southbound</li> <li>U.S. Rt. 113 northbound (gateway destroyed)</li> </ul>	<ul style="list-style-type: none"> <li>SR 14 eastbound</li> </ul>	<ul style="list-style-type: none"> <li>Utilizing an appropriate combination of elements to create a unique design that does not favor or over shadow one in particular (landscaping, brick, wood etc.)</li> </ul>



### In-Depth Review of Pilot Community–Specific Topics

Based on predominant themes that emerged from IPA’s literature scan, Complete Communities workshop outcomes, input from stakeholders and city officials, and analysis of the major planning documents for each jurisdiction, IPA identified and conducted an in-depth review of several community-specific topics for each jurisdiction to consider on their quest become a complete community.

#### Review of Town of Elsmere–Specific Topics

IPA conducted an in-depth review of several Elsmere-specific topics that are detailed in the *Planning for Complete Communities in Delaware: Summary Report to the Town of Elsmere* ([www.ipa.udel.edu/publications/ElsmereSummaryReport.pdf](http://www.ipa.udel.edu/publications/ElsmereSummaryReport.pdf)). IPA researched and provided examples of “best practices” for the following types of local government ordinances, which could foster Elsmere’s pedestrian orientation, business climate for restaurants, and preservation of its historic heritage and resources.

#### Sidewalk Ordinances

During fieldwork conducted by IPA, 24 damaged, missing, or problematic sidewalk locations were identified, summarized in a table that is referenced to an Elsmere Sidewalk Inventory map (Appendix F). In addition, IPA researched the following sidewalk ordinances to evaluate potential code changes to improve the sidewalk network in Elsmere.

##### City of Rockville, Md.

- City of Rockville, Md. Sidewalk Prioritization Policy:  
[www.rockvillemd.gov/transportation/pdf/SidewalkPrioritizationPolicy.pdf](http://www.rockvillemd.gov/transportation/pdf/SidewalkPrioritizationPolicy.pdf)
  - Conserves money and resources while promoting pedestrian safety
    - “Missing Sidewalk”: any existing/potential pathway that if hard-surfaced would be routinely used by pedestrians
    - Prioritizes building of sidewalks based on a numerical score (sum of traffic conditions and a utility score) and determines what sidewalks should be built short term vs. long term
  - Factors:
    - Pathway’s proximity to public transportation, schools, public recreation
    - If filling in missing pathway would give pedestrians easier access to other paths
    - Missing pathway is in an area of high pedestrian activity
    - If the missing pathway is on a major or minor street

- Zoning Code Ordinance for Rockville, Md.:  
[www.rockvillemd.gov/zoning/Ordinance06-06-11/ZoningOrdinance06-06-11-Article17.pdf](http://www.rockvillemd.gov/zoning/Ordinance06-06-11/ZoningOrdinance06-06-11-Article17.pdf)
  - Purpose: encourage safe environment for pedestrians, create a visually attractive landscape, connect to surrounding areas, and promote commerce.
  - Sidewalk Guidelines: *minimum of 15 feet*:
    - Buffer tree lawn: 7 feet
    - Actual Path: 6 feet
    - Safety Area: 2 feet
  - Installation: Decisions of where to build sidewalks are based on the sidewalk prioritization–policy evaluation (above) and also the plans of Rockville’s Planning Commission.

### **City of Dover, Del., Sidewalk Zoning Ordinances for Dover, Del.**

- Most streets should have a width of five feet unless the distance from curb to building line is less than five feet. In this case, they shall extend from building line to the curb.
  - On State Street, from Loockerman Street to the Dover Green, from the building line to the curb and on all other parts of the street, not less than six feet wide
  - Much wider in places of recreation (Code 1968, § 28-20; Code 1981, § 19-56)
- Location:
  - Sidewalks must be located on streets in the city that:
    - Have a distance from the building line to the curb line of at least ten feet.
    - Have a distance from the building line to the curb line of at least seven feet but not more than ten feet. The outside edge of the sidewalk shall be located two feet from the curb line.
    - Have a distance from the building line to the curb line of less than seven feet with the inner edge of the sidewalk at the building line extending outward toward the curb.

### **City of Westerly, R.I., Zoning Ordinances Pertaining to Installation of Sidewalks**

City of Westerly, Code A261-30(B)(15)(a). [www.ecode360.com/7755625#7755640](http://www.ecode360.com/7755625#7755640)

- Sidewalks required to be installed:
  - On at least on one side of any newly planned development.
  - If development is located a mile or less away from private or public school.
  - If development has reasonable proximity to public recreational areas.
  - If the development is in a place of heavy traffic congestion with risk of pedestrian endangerment.

### On-Street Dining Ordinances

On-street dining on Kirkwood Highway will not be possible, given the speed of traffic and other safety concerns. However, on-street dining along side streets leading away from Kirkwood Highway presents an opportunity to enhance Elsmere's downtown atmosphere and encourage consumers to visit Elsmere and stay for extended periods of time. By giving consumers more reasons to stay and spend money in Elsmere, economic conditions in town can greatly improve to the benefit of all residents in Elsmere.

Incorporating build-to-line elements into the Elsmere Zoning Code could make conditions right for on-street dining to take shape. Redesigning the streetscape to include wide curb bump-outs on side streets would help improve safety for on-street dining; however, DelDOT would consider such projects on a case-by-case basis. See below information about outdoor-dining ordinances passed by other jurisdictions:

#### **City of Norwalk, Conn., Outdoor Dining/Sidewalk Cafes Zoning Code**

[www.generalcode.com/codification/sample-legislation/sidewalk-cafes#Norwalk](http://www.generalcode.com/codification/sample-legislation/sidewalk-cafes#Norwalk)

- Only allowed (after receiving a permit) to have outdoor dining in zones specifically designated by Planning Commission. For Elsmere, outdoor dining could be implemented into Community Commercial Districts.
- Some sample ordinances from Norwalk, Conn.:
  - Outdoor dining may be located on public sidewalks adjacent to or abutting the indoor restaurant that operates the outdoor dining. Outdoor dining shall extend no further than the actual street frontage of the operating restaurant.
  - Outdoor dining operation shall provide not less than five contiguous feet of sidewalk clear of obstructions to allow unimpeded pedestrian traffic.
  - Seasonal operation of outdoor dining

#### **City of Seaford, Del., Outdoor Dining ordinances**

[www.seafordde.com/pdfs/Code\\_Zoning\\_Ordinance\\_wjp\\_9-25-092.pdf](http://www.seafordde.com/pdfs/Code_Zoning_Ordinance_wjp_9-25-092.pdf)

Chapter 15, Article 3, Section 15-29 A5. (General Commercial District, Uses by Right)

- Outdoor-eating areas must meet these requirements:
  - Submission of detailed site plan
  - Clearly defined and attractive visual boundaries that separate eating area from surrounding areas
  - Outdoor areas that are not connected to restaurant must have clear paths for safe pedestrian access and must be easily accessible to disabled.
  - No outside beverage bars
  - Capacity of outdoor area should not exceed 25 percent of indoor area capacity or 50 seats (whichever is lowest).

### Historic Preservation Ordinances

Stakeholders in Elsmere expressed interest in creating a Historic Overlay District downtown. This new overlay was also recommended in the Elsmere Comprehensive Plan adopted in 2010. See below examples of Historic Overlay District ordinances enacted:

#### **Town of Odessa, Del., Ordinance 2011-01**

- Any new structure's appearance must be in keeping with the architectural style, scale, appearance and aesthetic of homes. Any new structure should complement and follow the architectural language of the street on which it is located.

#### **City of Dover, Del., Creation of Historic Zones**

- Planning Commission created a historic-district commission to make recommendations for the creation of historic zones and to make guidelines/recommendations for the preservation of approved historic zones. (Part II, Appendix B, Article X, Section 3.11)
  - Appointed by City Council, Dover residents
  - Two of the commissioners must be professionally trained in archaeology, history, architecture, historic preservation, etc.
- Prevents degradation of historic districts by requiring architectural-review certificates to approve any modification or construction of a new or existing structure in designated historic districts.

#### **City of New Castle, Del., Ordinance to Create Historic Area Commission**

[www.ecode360.com/NE1562](http://www.ecode360.com/NE1562)

- Code (Part II, Chapter 230, Article VII, Section 230-50A): Created a Historic Area Commission and the City Council appoints these members:
  - An architect holding membership in the American Institute of Architects and having interest and knowledge in the protection, preservation, and restoration of the colonial aspects of the city, appointed by City Council
  - A City resident having municipal voting privileges and appointed by City Council
  - A City resident who is a member of the New Castle Historical Society selected by the Society, appointed by City Council
  - A City resident having municipal voting privileges, appointed by the Mayor
  - A Planning Commission member, appointed by City Council
- Historic Commission approves historic-area certificates out to modifications in the historic area that it deems compatible with the feel and conditions of the historic area. (Part II, Chapter 230, Article VII, Section 230-52)

The Delaware State Historic Preservation Office (SHPO) can provide municipalities in Delaware with technical assistance related to historic-preservation ordinances and policies. The Town of Elsmere, when considering this issue, should contact and cooperate with SHPO.

### Review of City of Milford–Specific Topics

IPA conducted an in-depth review of several Milford-specific topics that are detailed in the *Planning for Complete Communities in Delaware: Summary Report to the City of Milford* ([www.ipa.udel.edu/publications/MilfordSummaryReport.pdf](http://www.ipa.udel.edu/publications/MilfordSummaryReport.pdf)). Milford-specific topics included **historic preservation**, including contracting with the University of Delaware’s Center for Historic Architecture and Design (CHAD) to conduct a National Register survey update and develop a historic district–management plan, establishing a historic-preservation commission and adopting a draft of the historic-preservation ordinance, attaining certified local government status, taking an active role in the Delaware Byways Program, and utilizing GIS and interactive mapping to promote Milford’s heritage; **economic development**, including the utilizing or expanding use of the Milford Historic Landmark Google Earth map to promote heritage- and eco-tourism, contracting with IPA’s Water Resources Agency (WRA) to conduct an economic analysis of the Mispillion River watershed; **community character, image, and sense of place**, including improving gateways, and amending the signage regulations to improve aesthetics and reduce visual clutter. A brief overview of each topic is described below.

#### Historic Preservation

Preserving the historic character of Milford was a recurring theme in each workshop. In Workshop #3, stakeholders identified areas of historic and cultural significance to Milford, which were located on a GIS map. UD’s Center for Historic Architecture and Design (CHAD) Director David Ames and public administration fellow Allison Rice also conducted a windshield tour of Milford’s historic districts. Finally, Milford’s role in Delaware’s Coastal Heritage Byways was assessed with respect the proposed Milford and Bayshore Byways connections. Based on this work, the following suggestions were made by CHAD to continue Milford’s work on historic preservation:

- Adopt a City of Milford historic-preservation ordinance, as proposed in the *City of Milford’s 2008 Comprehensive Plan*
- Appoint a City of Milford Historic-Preservation Commission (HPC). The recommended composition of the HPC is described on pages 20–21 of *City of Milford’s 2008 Comprehensive Plan—Book Four*.
- Attain Certified Local Government (CLG) status, which is granted by the National Park Service and the State Historic Preservation Office. This status would give Milford the authority to nominate properties to the National Register of Historic Places and would recognize Milford’s historic-preservation program.
- Identify buildings and historic and cultural resources that exist; classify their condition and possible use.

- Conduct a National Register (NR) Survey Update to determine properties eligible for consideration for NR. More than 30 years have passed since the NR survey and nominations were made, and several contributing structures could have been altered since then.
- Develop a Historic-District Management Plan, outlining goals and initiatives as well as visual standards.
- Engage the community in developing the Management Plan in accordance with its needs. Give current residents opportunity to get involved in the planning process with workshops and local events, supporting local residents in developing their own initiatives.
- Work with Milford Planning Department, Chamber of Commerce, DelDOT, Economic Development Department, parks and recreation, and others to update the city's comprehensive plan with a preservation element.
- Identify visual and physical intrusions and develop ways to mitigate their affects.
- Put up consistent signage, advertising the historic districts. Consider using the same materials and design for sidewalks and streetlights throughout the districts. Bury the power lines.
- Develop initiatives to encourage lower-income homeowners to rehab their properties and to bring in young professionals, artists, and young families.

### Economic Development

CHAD cataloged a large number of historic resources in Sussex County (2007) and identified seven broad themes around which a heritage-tourism program might be designed—the natural environment, the maritime tradition, beach resort communities, historic buildings and architecture, agriculture and agri-tourism, small towns, and religion. With this historic-resources framework in mind, the City of Milford has the potential to leverage heritage and eco-tourism as an economic development strategy.

### Heritage and Eco-Tourism

One tool that will substantially aid in promoting heritage tourism in Milford, and which may be expanded in the future to map other agri-, eco-tourism, and “great places,” is the use of a Google Earth map. IPA Graduate Public Administration Fellow Natasha Nau created a Milford Historic Landmarks map in Google Earth. The Milford Historic Landmark Google Earth map, and table with related data, provides vital information on locations, descriptions, and photos of historic properties, cultural or historic resources, and architectural heritage for residents, visitors, and heritage tourism buffs. The map and inventory table may be used to move forward on historic-preservation or heritage-tourism initiatives in Milford.



In addition, IPA geographic information systems (GIS) specialist Nicole Minni created an online Milford Historic Preservation District Map using ArcGIS Online. This interactive map provides several base-map views, including aerial, street, and photo imaging, and 11 layers of historic preservation–content layers. The City of Milford, or community partners, can use the ArcGIS Online map to create a web application, then send it to Twitter, Facebook, or embed within a website. This map can be used to inform the work of city staff, the proposed Milford Historic-Preservation Commission, Milford Planning Commission, or citizen planners. The ArcGIS Online map may be found at <http://bit.ly/QZG6zb>.



### Economic Value of Mispillion River Watershed

The City of Milford is strategically situated at the head of tide along the Mispillion River, a historic waterway that provides significant economic benefits to the community. Downtown Milford's Mispillion Riverwalk, preserves the historic waterfront area that was once home to seven shipyards that produced more than 600 wooden sailing ships between 1680 and 1927. Scaling by proportion of population, land area, and labor statistics, it is likely that the City of Milford's fortuitous location on the Mispillion River watershed is the driver for hundreds of millions of dollars in economic benefits and hundreds, if not thousands, of watershed-related jobs.

One issue of concern is the general health and siltation of the Mispillion River. A September 2009 *Mispillion River State of the Watershed Report* by the Delaware Nature Society, provides an analysis of chemical data collected between 2004–2008 in the Mispillion River Watershed. IPA's Water Resources Agency (WRA) suggests that the City of Milford may benefit from an analysis that more precisely estimates the economic value of the city's standing in the

Misphillion River watershed. A preliminary scope of work has been prepared by WRA project director Gerald Kauffman and is outlined on pages 54–55 in the *Summary Report to the City of Milford*.

### Community Character, Image, and Sense of Place

Community character can be described as the qualities and assets that make a community unique and establish a sense of place for its residents and visitors. The visual appeal and scenic beauty of the natural environment, community design, and built-environment features can contribute to the character of a community. Community character may be also be shaped by an area's natural ecosystems, historic landscapes, cultural heritage, social activities, recreational and artistic offerings, and social dynamics of area residents.

#### Gateways

Milford Complete Communities stakeholders acknowledged the importance of gateways in each of the three workshops. A candid comment in Workshop #1 was “Correct the conditions of the gateways to the city—one does not get a second chance to make a first impression.” The topic of gateways also resurfaced in Workshop #2's Visual Preference Survey and the gateways facilitated mapping exercise in Workshop #3.

In considering how to improve its current gateways, Milford should ask what impression it is trying to make on potential residents/business owners, visitors, and tourists. IPA Graduate Public Administration Fellow Natasha Nau produced a series of three “before-and-after” photographs of critical Milford gateways that were identified by the stakeholders at the workshops. Adobe Photoshop was used to produce schematic renderings of possible improvements to gateway entering the City of Milford on pages 57–59 of the *Summary Report*.

**Before-and-After Visualization of Gateway Improvement**



### Signage

Milford stakeholders have expressed concerns regarding non-permanent or portable signs, waiving banner signage, off-premises temporary signage, illuminated or animated signage, commercial signage in public rights-of-way, signage attached to or painted on vehicles parked and visible from the public right-of-way. Local residents have also raised concerns regarding code enforcement of non-conforming signage, maintenance of signs, and the visual clutter of signage within gateways to the city.

Signage should not obstruct scenic vistas, visually encroach on neighboring properties, distract drivers, or be detrimental to the character of the community. To address concerns regarding signage aesthetics and the regulation of signage, the City of Milford may wish to form an *ad hoc* committee of stakeholders that include members of the business community. Working with the local business community will ensure that any changes to a sign ordinance meets objectives to reduce sign clutter, improve aesthetics, and promote a positive image while also promoting the economic development goals of the city.

An update to the City of Milford signage ordinance could help remediate some of these issues. IPA reviewed the City of Milford's current sign ordinance, conducted a scan of model sign regulations, and compiled a summary of findings for consideration by municipal officials. Provisions of model ordinances should be reviewed, considered, and adopted to ensure that provisions are tailored to the City of Milford. Of particular relevance to Milford is the regulation of special signage zones, which could be crafted to fit the needs-specific areas of the community (e.g., Milford's historic districts). Another tool useful in code enforcement is a visual guide to signage regulations. Both Seminole, Fla., and San José, Calif., have adopted visual guidelines to help business owners and residents gain a better understanding of attractive sign design and standards.

### Path Forward to Become a Complete Community

One important principle that was reinforced during the course of this project is that there is not a one-size-fits-all prescription for a complete community. While stakeholders in each pilot community developed a consensus on the five elements of a complete community, additional characteristics were identified that were specific to each pilot community and incorporated the perspectives of diverse stakeholders. Outcomes from the first two workshops drove the need to move from a generic “Planning for Complete Communities in Delaware” approach to a more community-driven process that reflected each pilot community’s vision and issues of concern and would build on plans or initiatives already underway. As a result, themes emerged for each pilot community that formed a basis for a stakeholder-driven “path forward” to become a complete community. The following path-forward considerations for the Town of Elsmere and City of Milford were identified during the course of the project and are categorized by the five elements of a complete community.

#### Town of Elsmere’s Path Forward to Become a Complete Community

The following are considerations for implementation in the Town of Elsmere. By implementing the below considerations, the Town of Elsmere can become more attractive and vibrant in the future. The considerations are categorized based on the five previously defined elements of a complete community.

##### Complete Streets

- Repair B&O Lane road conditions, bridge, and flooding issues. The Town of Elsmere should continue roadway coordination with the federal government, New Castle County, DelDOT, CSX, and the local business owners to resolve existing road-quality and bridge-deterioration issues.
- Coordinate with DelDOT on sidewalk-repair issues identified by IPA staff during field inventories.
- Consider potential code changes to improve the sidewalk network in Elsmere.
- Consider identified lighting-fixture preferences when deciding on new lighting infrastructure. Stakeholders in Workshop #3 ranked Delmarva lighting-fixture styles by order of preference: Traditionaire, Arlington, Granville with Ribs, and Granville.
- Report light-fixture outages to Delmarva Power. A nighttime-lighting inventory found outages of inventory numbers 68, 66, 65, 62, and 113. In addition to outages, Second Street, N Street, J Street, and Carolyn Street were observed as poorly lit streets. Dover, Birch, and Linden Streets have streetlights that are obstructed by trees.
- Install sidewalks at entrance to Vilone Park.
- Work with DelDOT to provide safe, equitable, and accessible transportation to all users and modes. Review IPA’s publication, *Complete Streets in Delaware: A Guide for Local*

*Governments* ([www.ipa.udel.edu/publications/CompleteStreetsGuide-web.pdf](http://www.ipa.udel.edu/publications/CompleteStreetsGuide-web.pdf)), particularly Chapter 7. The IPA Complete Streets Implementation Checklist can provide a foundation to achieve complete streets by evaluating the extent to which Elsmere's vision, plans, policies, design standards, and facility-maintenance practices are consistent with complete-streets principles.

- Address barriers to walkability. Identify where sidewalk gaps are present and develop a plan to install new sidewalks to correct gaps, as funding permits.
- Ensure that the city has a current and up-to-date ADA-transition plan.
- Ensure that property owners are aware of Elsmere Code, Chapter 192, which mandates the maintenance, repair, or replacement sidewalks and keeping sidewalks in good repair, safe condition, and free of vegetation and hazards. Review recommendations in Chapter 12 of IPA's *Winter Maintenance of Pedestrian Facilities in Delaware: A Guide for Local Governments* ([www.ipa.udel.edu/publications/SnowRemoval.pdf](http://www.ipa.udel.edu/publications/SnowRemoval.pdf)).

### Efficient Land Use

- Allow for higher-density development. To attract new investment in Elsmere, density restrictions on several zoning districts may need to be revisited. By allowing for higher densities, the business case for investors interested in redeveloping older, deteriorated properties in Elsmere improves greatly.
- Make zoning-district regulations more flexible and conducive for complementary land uses. Currently, Elsmere has no mixed-use zoning districts; as a result, land uses are segregated between residences and businesses. The Town of Elsmere Code does include Planned Unit Development (PUD) language, which allows for some mixed-use development; however, commercial development within a PUD is limited. In downtown Elsmere, allowing for a four-story building with residential units on the 2nd, 3rd, and 4th floors with retail on the ground floor might be a useful building type for creating a destination/attraction-based downtown setting. Rather than adding new language to the Town of Elsmere Code, a loosening of allowable uses in existing zoning districts could be optimal.
- Explore potential to develop parts of Fairgrounds Park. Open, buildable land in Elsmere is scarce, and, given Elsmere's strong park network, it may be optimal at some point for the town to privatize land to allow for additional development in town.

### Healthy and Livable

- Consider the feasibility of investing in lighting for the new Elsmere dog park and Vilone Park. The new Elsmere dog park is popular with residents who desire both daytime and nighttime access to the park. Vilone Park is also a popular town park, featuring two baseball fields used by the local Little League.
- *Explore opportunities to improve the Joseph R. Walling Park.* A general idea suggested by stakeholders was to build a skate park in Elsmere.



- Consider converting Bryan Martin Park to a soccer field rather than black-top. Stakeholders noted that the children in the neighborhood often use the park to play soccer, not for black-top uses.

### Inclusive and Active

- Allow for on-street dining along side streets in Elsmere in close proximity to Kirkwood Highway and consider reducing minimum-setback requirements. On-street dining on Kirkwood Highway will not be possible, given speed of traffic and other safety concerns. However, on-street dining along side streets leading away from Kirkwood Highway presents an opportunity to enhance Elsmere's downtown atmosphere and encourage consumers to visit Elsmere and stay for extended periods of time. By giving consumers more reasons to stay and spend money in Elsmere, economic conditions in town can greatly improve to the benefit of all residents in Elsmere. Incorporating build-to-line elements into the Elsmere Zoning Code could make conditions right for on-street dining to take shape. Redesigning the streetscape to include wide curb bump-outs on side streets would help improve safety for on-street dining; however, DelDOT would consider such projects on a case-by-case basis.
- Evaluate the perception of Elsmere as a "speed trap." Excessive ticketing was identified as an issue that may be negatively impacting Elsmere's image. Residents and business owners should open dialogue with the Elsmere Police Department to find solutions that keep Elsmere roads safe without hurting Elsmere's image as a destination or inhibiting the operation of local businesses.

### Sustainable and Resilient

- Increase or lift the existing building height restriction of 35 feet. After reviewing various height scenarios during Workshop #3, stakeholders indicated that raising the height to approximately 50 feet—the equivalent of four stories—would be optimal. It is recommended that the Town of Elsmere consider lifting the height restriction beyond 50 feet to allow for future development and redevelopment that will attract larger employers, new residents, and new destinations. All zoning districts in Elsmere should be considered for the increase in height restriction. However, of highest priority should be Community Commercial–zoned properties along State Route 2 (Kirkwood Highway).
- Convene an Elsmere business stakeholder group to consider signage-law changes and zoning-code enforcement in Elsmere. During the public-engagement process, many Elsmere business owners identified Elsmere's signage regulations as cumbersome and unpredictable. They noted difficulty working with zoning-code officials. Business owners were frustrated with slow permitting and what they felt were excessive restrictions on signage. To better understand business concerns and consider changes to the signage laws that would support local business growth, town officials should meet with business owners to foster mutual understanding and determine a path forward.



- Create a Historic Overlay District. Stakeholders in Elsmere expressed interest in creating a Historic Overlay District downtown. This new overlay was also recommended in the Elsmere Comprehensive Plan adopted in 2010. The Delaware State Historic Preservation Office (SHPO) can provide municipalities in Delaware with technical assistance related to historic-preservation ordinances and policies.

## City of Milford's Path Forward to Become a Complete Community

### Complete Streets

- Adopt a resolution to support the state's Complete Streets Policy.
- Incorporate complete-streets objectives within the impending update to Comprehensive Plan.
- Review IPA's publication, *Complete Streets in Delaware: A Guide for Local Governments* ([www.ipa.udel.edu/publications/CompleteStreetsGuide-web.pdf](http://www.ipa.udel.edu/publications/CompleteStreetsGuide-web.pdf)), particularly Chapter 7, and work with DelDOT to provide safe, equitable, and accessible transportation to all users and modes. The IPA Complete Streets Implementation Checklist can provide a foundation to achieve complete streets by evaluating the extent to which Milford's vision, plans, policies, design standards, and facility maintenance practices are consistent with complete-streets principles.
- Continue to foster pleasant walking and biking facilities by creating a network of pedestrian and bicycle corridors throughout the city for transportation and recreation in order to ensure all areas of the city are accessible by foot or bike.
  - Consider expansion of trails/bike lane adjacent to SR 1 overpass.
- Consider bringing a public-transit shuttle (or DART trolley) to provide three internal routes within city limits. All of these routes would stop at commercial, residential, recreation, and public-facilities destinations.
  - North Route – to link commercial destinations one to another and loop through the CBD and Riverwalk area.
  - South Route – to link the residential developments to the north and loop through to the CBD/Riverwalk.
  - Central Route – to provide a focused loop that connects the North and South Routes.
- Work with DelDOT to:
  - Consider priority complete-streets improvements for Shawnee Lane, Horseshoe Drive, Elks Lodge Road, Riverwalk, West SR 36, SR 30, and downtown Milford, including Walnut, Marshall, Seabury, Rehoboth Blvd., Front St., NW Front St., N & S Washington.
  - Plan for bicycle facilities for access to Meadows at Shawnee, farmer's market, Wissman Acres, SR 30, SR 36 to Slaughter Beach, Abbott's Mill, and the intersection of Elks Lodge Rd. & Marshall St.

- Address unsafe roads (e.g., Airport Road) and paths by installing traffic-calming measures, widening shoulders, creating bike lanes and trails, improving signage and striping, and improving the safety of intersections and blind corners.
- Integrate multiple transportation options to/from the Central Business District (CBD), including a localized shuttle bus, biking, and walking.
- Increase connectivity and accessibility to essential community destinations to increase active transportation.
- Improve walkability among and between the city's major anchor areas, including the CBD and:
  - Riverwalk to Silver Lake and Goat Island
  - Hospital area to area south of CBD
  - Milford Athletic Complex to CBD
- Address barriers to walkability.
  - Identify where sidewalk gaps are present and develop a plan to install new sidewalks to correct gaps, as funding permits.
  - Ensure that the city has a current and up-to-date ADA-transition plan.
  - Ensure that property owners are aware of Milford Code, Chapter 174, §197-4, which mandates the maintenance, repair, or replacement of sidewalks and keeping sidewalks in good repair, safe condition, and free of vegetation and hazards; review recommendations in Chapter 12 of IPA's *Winter Maintenance of Pedestrian Facilities in Delaware: A Guide for Local Governments* ([www.ipa.udel.edu/publications/SnowRemoval.pdf](http://www.ipa.udel.edu/publications/SnowRemoval.pdf)).
  - Correct uneven surfaces on Mispillion Riverwalk and root intrusion on sidewalks (Jefferson and Lakeview).

### Efficient Land Use

- Review IPA's Healthy Communities Comprehensive Plan Assessment Tool ([www.ipa.udel.edu/healthyDEtoolkit/docs/CompPlanAssessmentTool.pdf](http://www.ipa.udel.edu/healthyDEtoolkit/docs/CompPlanAssessmentTool.pdf))—a document and checklist that is intended to guide cities and towns in Delaware to write more health-focused comprehensive plans or plan updates.
- Continue to work to develop standards and regulations that promote mixed-use development and affordable, alternative housing options—particularly for retirees, aging baby boomers, and young professionals who wish to live and work in the Milford area.
- Continue to work to develop regulations that preserve and protect natural resources, greenways, open space, critical preservation areas, the Mispillion River watershed, and agriculture.
- Continue to work to secure easements to secure land for future extensions of the Mispillion Riverwalk.

- Consider developing and adopting downtown design standards to maintain the architectural integrity of existing historic structures and ensure compatibility of proposed new infill development.
- Seek assistance from the Delaware Safe Routes to School (SRTS) Program for support of Milford bicycle- and pedestrian-safety programs, as well as for signage, crosswalk upgrades, and traffic-calming measures in the vicinity of schools.
- Ensure that there is a mix of complementary land uses and mutual recognition and respect of private property rights when examining growth opportunities and re-use.

### Healthy and Livable

- Maximize opportunities for physical activity, recreation, and healthy lifestyles through linear parks, cultural opportunities, recreation and athletic programs, and art venues.
- Continue to garner city and sponsorship support for new recreation events, such as the inaugural Paddle Pedal Festival.
- Support access to good health care and critical services.
- Encourage improvements to gateways (U.S. Rt. 113 & SR 1 interchange southbound, SR-B1 split, U.S. Rt. 113 northbound, SR 1 & SR 14) to promote the “branding” of Milford.
- Work with the local business community to amend the sign ordinance in order to reduce sign clutter, improve aesthetics, and promote a positive image while also promoting the economic development goals of the city.
- Consider creation of a public-private partnership to cooperatively work to improve community gateways, code enforcement, commercial property maintenance, and scenic landscape buffers; also work cooperatively to develop a business/organization-sponsored traffic island–beautification program.
- Consider the need for Milford to become an “aging-friendly community,” or one that considers needs of seniors who wish to:
  - Remain in their own homes/communities
  - Safely walk to activities of daily living
  - Live affordably in smaller, single-family or group homes with universal-design features
  - Have access to public transportation and roadway infrastructure that supports ADA features and multimodal transportation options

### Inclusive and Active

- Foster positive perceptions of community safety (i.e., police presence).
- Promote interaction and collaboration among all entities (i.e., state/local institutions, civic organizations, homeowners’ associations, business community, citizens, etc.).

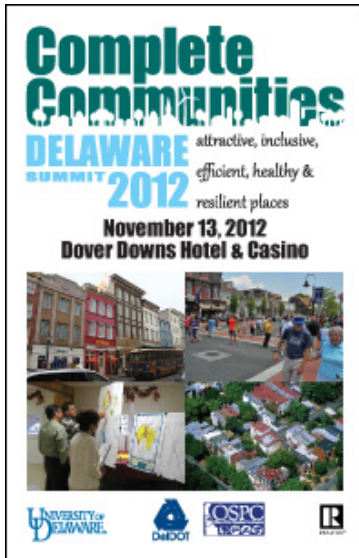
- Continue to value the characteristics in Milford that make a place, cultural site, feature, or landmark “historic,” such as age, architectural style, appearance, and association with a historic person or event.
- Consider improving demolition regulations and review process.
- Consider contracting with UD’s Center for Historic Architecture and Design to conduct a survey of historic properties, identify their significance, and prepare a historic-preservation plan.
- Adopt a City of Milford historic-preservation ordinance, as proposed in the *City of Milford’s 2008 Comprehensive Plan*.
- Appoint a City of Milford Historic Preservation Commission (HPC).
- Attain certified local government status via the State Historic Preservation Office (for support of historic preservation initiatives).
- Improve demolition regulations and the review process.
- Consider developing and adopting downtown design standards to maintain the architectural integrity of existing historic structures and ensure compatibility of proposed new infill development. Develop and adopt design standards.
- Take an active role in the Delaware Byways Program to promote heritage-, eco-, and maritime-based tourism.
- Utilize interactive mapping to promote Milford’s heritage.
- Foster infill development and adaptive re-use of historic buildings.

### Sustainable and Resilient

- Contract with IPA’s Water Resources Agency to conduct an analysis that estimates the economic value of the city’s portion of the Mispillion River watershed, which may serve as justification to undertake comprehensive dredging of the Mispillion River (not just the inlet area).
- Promote use of the IPA-developed Milford Historic Landmark map to promote heritage- and eco-tourism based economic development; encourage links to the map from other economic-development websites, such as [visitsoutherndelaware.com](http://visitsoutherndelaware.com), [visitdelaware.com](http://visitdelaware.com), [downtownmilford.org](http://downtownmilford.org), [milfordchamber.com](http://milfordchamber.com), and [milforddemuseum.org](http://milforddemuseum.org).
- Determine responsibility for the continued maintenance and update of the Milford Historic Landmark Google Earth map.
- Apply for a Delaware Nonpoint Source Program competitive grant via Section 319 of the Clean Water Act to support the health of the Mispillion River watershed.
- Implement the Greater Mispillion Watershed pollution-control strategy.
- Work to form and enlist members of a volunteer watershed association.

- Support coordinated efforts among the city's EDAP, Downtown Milford, Inc., and Milford Chamber of Commerce to promote job growth and business diversity.
- Encourage opportunities for higher education in Milford.
- Maintain and replace existing infrastructure; foster preservation of historic resources.
- Leverage grant opportunities.
- Review the existing zoning regulations to ensure that any new development keeps the pedestrian scale of Milford, particularly within the CBD.
- Develop strategies to promote economic-development opportunities, such as an amphitheater, downtown ice cream shop, more downtown retail boutiques and shops, kid-friendly places, an aquarium near Mispillion River's Goat Island, and a small satellite college or administrative facility that would house one or more of our already existing higher education institutions.
- Designate a greenway/conservation district/historic district along the Mispillion River.
- Continue to work to develop regulations that preserve and protect natural resources, greenways, open space, critical preservation areas, the Mispillion River watershed, and agriculture.
- Continue to work to secure easements to secure land for future extensions of the Mispillion Riverwalk.

## Complete Communities 2012 Summit



A Complete Communities Delaware 2012 Summit was held November 13, 2012 at the Dover Downs Hotel and Conference Center. The University of Delaware IPA organized the event in cooperation with DelDOT and the Office of State Planning Coordination. The Delaware Association of REALTORS® co-sponsored the event via a grant from the National Association of REALTORS®.

This event brought together local, regional, and national private- and public-sector leaders, as well as community stakeholders, to discuss opportunities and issues related to complete communities in Delaware. A total of 125 individuals attended the event. While the following provides a synopsis of the event, a full summary of the Summit proceedings may be found at

[completecommunitiesde.org/files/2012/12/SummitSummary.pdf](http://completecommunitiesde.org/files/2012/12/SummitSummary.pdf).

**Ed McMahon**, Charles Fraser Chair for Sustainable Development at the Urban Land Institute, gave the keynote presentation. McMahon focused his remarks on the adaptability of American communities to changes and challenges. He defined “community sustainability” as the capacity to meet current needs while leaving a legacy that will serve the needs of future generations. He explored coming trends and challenges, including the rapid transmission of ideas, global competition, and the clustering of educated populations. There is growing recognition that placemaking, the positive, visual actualization of a community’s image and brand, can address some of these challenges and help foster economic vitality and quality of life in American communities. McMahon noted that another key approach to embracing the future is the promotion of smart growth. Communities can achieve smart growth through strategies that promote walkability, mixed-use and infill development, and high-quality, compact design that includes residential, retail and office space, green space, and compensating amenities. McMahon encouraged collaboration among private and public sectors, local leaders, and engaged citizens to develop action plans to address these challenges in order to create complete communities.

**Greg Moore**, Principal, Becker Morgan Group, Inc., and Acting President, Downtown Dover Partnership; **Preston Schell**, Co-Founder and President of The Ocean Atlantic Companies; and **Jeff Lang**, President/Owner, Lang Development Group gave a panel presentation titled, “Opportunities and Challenges: Lessons Learned from the Development Community.” Each panel member provided examples of their development projects and their perspectives on both opportunities and barriers to creating complete communities in Delaware. **Moore**



emphasized that cooperation among public and private sectors has been key to revitalizing and implementing the vision of downtown Dover as a vibrant, populated central business district with a unique character. **Schell** emphasized that he seeks to develop projects in Sussex County that exemplify where he would personally like to live. He noted that barriers include existing zoning, parking, and fire-code regulations. In addition, the state of the economy and absence of regulatory or design guidelines has made viable, mixed-use development much more difficult to achieve. **Lang** noted that investor and financing timelines prohibit developers' pursuit of local government variances or ordinance revisions. Lang suggested that municipalities be proactive in reducing regulatory barriers to assist developers and encourage the types of elements involved in complete communities—design variety, quality, compactness, street connectivity, and the expression of community character. He felt that planning/zoning officials and the banking community need to work together with developers in order to strike a balance among political, financial, logistical, and planning issues. The panel agreed that continued dialogue is needed to address barriers to complete communities.

**James Tischler**, Director of Community Development at the Michigan State Housing Development Authority explored the impact of placemaking on economic development. There is growing recognition that a community's aesthetic appeal, connectivity, and cohesion are factors in its successful economic development. Common placemaking approaches include building up not out; increasing density; focusing on the appearance of sidewalks, parking, and buildings; and shaping spaces at the point where form is most visible—namely, at the boundary between the private and public spheres. Other common components include complete-streets projects, transit improvements, transfer of development rights (TOD) to pursue infill, form-based regulation to encourage placemaking-development proposals, and charrette processes to build consensus and accelerate approvals. Tischler highlighted the MIplace initiative, which has shifted the economic development paradigm in Michigan to one of place-based livability. MIplace seeks to educate stakeholders and is compiling existing knowledge and practices across disciplines to create a basis for training, policy and program development, best practices, and outcome-based measurement rubrics.

IPA staff members **Marcia Scott**, **Ted Patterson**, **Edward O'Donnell** and Milford City Manager **Richard Carmean** provided an overview of the Planning for Complete Communities in Delaware project. Goals of the project were discussed and outcomes of the series of three workshops were presented. It was emphasized that because the needs of each community are different, public involvement and consensus-building is essential. Next, presentations featured two unique community engagement tools that are being used in the context of land use and community planning. **David Edgell**, an OSPC Kent County Circuit-Rider Planner, stated that the major benefit of a charrette process in planning is that involves a vastly compressed timeframe and tight feedback loops. He explained that charrettes can be initiated by government, an agency, a private developer, or as a collaborative effort, can address both details and the whole, and can achieve general consensus among decision-makers

on a feasible plan. Charrettes can contribute to any planning project, but Edgell feels that they are better suited to projects more limited in scope, rather than comprehensive-planning processes. UD Community Development Extension Agent **Bill McGowan** and UD Coastal Communities Development Specialist **Edward Lewandowski** showcased the use of the weTable model to engage the public in land-use planning. The weTable is a visually stimulating, user-friendly tool that allows participants to start making decisions about the benefits, costs, and consequences of real-life zoning. The equipment needed for a weTable consists of a laptop, a projector, Bluetooth technology, SmoothBoard software, and a Nintendo Wii-mote. An infrared-light pen serving as a mouse controls the laptop's functions as it projects images onto the table. Lewandowski demonstrated the technology and explained the practical application of the weTable in Delaware land-use planning, such as development of the Bridgeville-Greenwood master plan.

The final presentation was made by **Linda Pruitt**, Co-Founder and President of The Cottage Company. Founded in 1996, The Cottage Company has been nationally recognized as a leader in providing new models for sustainable living and smart-housing choices. Energy-efficient, single-family homes are developed as in-fill within existing single-family neighborhoods that are close to jobs and transportation. The Cottage Community concept is aimed at the “missing middle” in the housing market. It provides alternatives to the single-family detached home through several medium-density housing types (cottages, row homes, courtyard housing) that are suitable for both infill and new housing and are very appropriate for retirees, empty-nesters, and young single professionals. Unfortunately, many local governments have zoning codes that prohibit the development of cottage communities. As a result, demonstration codes or form-based codes are required in order to allow for this type of construction. Pruitt showed examples of such codes in a number of cities across the country, and credited *formbasedcodes.org* for its helpfulness when working with local governments. In Washington state, several jurisdictions in the Puget Sound area have adopted cottage-housing ordinances to allow an alternative use of land with an existing underlying zoning. Ordinances must be tailored to the needs of each individual jurisdiction. Ordinance consideration may address needs to redefine density; allow infill development; and provide clustering of units, height limits, reductions of floor area, and common open space.

At the conclusion of the Summit, attendees were asked to complete an evaluation form and an “input” form to obtain feedback on priority topics for a proposed Delaware Complete Communities Planning Toolbox. The input form was designed to guide work-plan priorities for future phases of the Planning for Complete Communities in Delaware project. Of the 125 Summit attendees, 25 individuals completed the input form (a response rate of 20 percent). While IPA had hoped for a higher response rate, the results seem to provide a consensus on follow-up topics to develop priorities for developing the priority content for the proposed Delaware Complete Communities Planning Toolbox, IPA planning-education programs, and topics of future workshops and/or another Complete Communities Delaware Summit.

Full Complete Communities 2012 Summit Input Form results are presented in Appendix F; responses are summarized below:

- 1. Do you feel that additional tools and resources are needed to plan for Complete Communities in Delaware?** No – 4, Yes – 21
- 2. If you answered “Yes,” please provide input on priorities for the content of planning tools** (priority ranking 1 – 10, with 1 being the highest priority):
  - Master planning, mixed-use development, and economic development (each received average ranking of 3)
  - Community design tools, context-sensitive solutions, innovative regulatory tools, and placemaking (each received average ranking of 4)
- 3. If you answered “Yes” [to question 1], please select the preferred format** (denoted by checking preferred format options):
  - Web content and planning-education training courses were the preferred formats.
  - Web content topics, in order of preference, include community design tools, placemaking, planning for aging baby boomers, innovative regulatory tools, planning for active transportation, land-use management methods, mixed-use development, and historic-preservation tools.
  - Planning-education training courses, in order of preference include land-use law and regulation, community design tools, and mixed-use development.
- 4. Suggestions for other topics?**

Safety, round-table discussion at the end of Summit to talk about solutions, demographics, more bicycling/walking options, universal design were suggested.
- 5. What do you feel are barriers to Complete Communities in Delaware?**

The theme of many comments centered on barriers—including zoning, current building/fire codes, parking, DelDOT street regulations, lending, and people working in “silos;” lack of education, knowledge, and communication; NIMBYism and public opinions; uncontrolled growth and sprawl; and money.
- 6. What else needs to be done to help Delaware move toward Complete Communities?**

Responses echoed the need for public education, outreach, communication, and workshops—including “providing tools or examples to use” [planning strategies].

### Reality Check – Lessons Learned

#### Process Assessment – What Worked, What Didn't

During the Phase I *Planning for Complete Communities in Delaware* project, from January–December 2012, significant IPA staff time was devoted to implementing the comprehensive engagement strategy and preparing workshops with facilitated exercises to actively involve and engage and solicit input from stakeholders within the pilot communities of Elsmere and Milford. Because this was regarded as “pilot project,” it was anticipated that there would be successes and missteps that could serve as “lessons learned” for future Complete Communities initiatives with Delaware local governments. An assessment for what work and what didn't for the comprehensive engagement strategy and planning process is detailed below.

#### Comprehensive Engagement Strategy

##### Selection of Pilot Communities

IPA was tasked with selecting two local governments to participate as “pilot communities” for this project. In consultation with colleagues at DelDOT and OPSC, IPA used the following criteria to select two pilot communities:

- Geographic location – one located geographically “upstate” and one “downstate”
- Growth status – one that is essentially built out and one that is still growing

Other criteria that may be used to select jurisdictions for future participation in Complete Community planning initiatives may include those that have a/an:

- Updated and current comprehensive plans and other municipal-planning documents
- Supportive administrative staff and stable political climate
- Engaged community members
- Active and diverse business community
- Interest in fostering complete streets and multimodal transportation options
- Strong sense of community pride and spirit
- Interest in maintaining a good quality of life through an array of cultural, historic, recreation, civic, school, faith-based, and community-development programs
- Commitment to recruiting a diverse stakeholder group or *ad hoc* committee to work on a Complete Community planning initiative

##### Committed and Supportive Local Government Officials

From the onset of the project, IPA sought support of the project from the town/city managers, municipal staff members, and elected officials. IPA briefed and obtained input from key administrative officials, then made presentations to each town/city council. Municipal staff cooperation in scheduling/advertising meetings and workshops consistent with the Freedom of

Information Act (FOIA) was paramount. Posting workshop and related complete-communities information on municipal websites by IT staff was also essential. Moreover, consistent participation by the town or city administration and elected officials in the workshops was equally important. Having a committed presence throughout the process showed the stakeholders that this is an initiative that is important, their input matters, and will be taken seriously. It was noted that stakeholder attendance was higher for one pilot community where the municipal manager and administrative officials attended each workshop.

### **Dedicated and Diverse Group of Stakeholders**

The formation of the diverse and representative group of stakeholders was critically important to the success of the project. Selecting stakeholder groups that represented all major interests and perspectives of each pilot community was critical. IPA sought assistance from pilot communities to identify the ideal mix of stakeholders that would include key municipal staff and elected officials, state legislators, planning commission members, citizens, nonprofits, private sector, school district, media, state agencies, special-interest groups, civic organizations, realtors/developers, and the faith-based groups. One municipal manager was extremely helpful in suggesting and providing initial contact information for prospective stakeholders who were active and well respected in the community; interested in local government affairs; represented diverse interests of the community; and/or previously served on a local government board, commission, or committee.

In hindsight, identifying, contacting, and securing commitments from prospective stakeholders was a time-consuming and often frustrating process. Considerable staff time was committed to consulting with municipal managers/staff members, securing accurate contact information, drafting and sending by “snail mail” written letters of invitation, and following up with phone calls and e-mails just to secure initial commitments from stakeholders. With the exception of written letters, the same process was repeated before each workshop event. In the future, jurisdictions that sign on to undertake a Complete Communities planning initiative should be required to dedicate a staff contact person to secure stakeholder commitments, prepare a list of stakeholders with contact information, and conduct reminder calls/e-mails prior to workshops. Attendance at meetings might have been boosted by direct one-on-one municipal staff contact with stakeholders.

The greatest area for improvement pertaining to this community-planning process was public involvement. It was very difficult to increase stakeholder turnout to workshop meetings. While many attempts were made to notify and encourage attendance from selected stakeholders, additional notifications by each jurisdiction may have further improved attendance. In the future, more general public involvement in workshop discussions is favored over targeting a specific group of stakeholders. Rather than engaging a small number of workshop participants, the overall vision for a complete-communities planning initiative should be

formulated through a broad-based, public-input process. The vision can then be adopted into comprehensive plan updates, local land-use plans, and create momentum for policy changes.

### Primary Outreach Methods

**Website** – The *Planning for Complete Communities in Delaware* website served as the primary outreach method for both pilot community stakeholders and the community at large. A “pilot communities” tab was established on the website, which could be accessed to obtain information on workshop events, handouts, presentations, photos, and workshop summary notes for each pilot community. Subsequent mass e-mail communication (via MailChimp) to stakeholders or press releases to local media provided links and/or hyperlinks that enabled recipients to access documents or materials posted on the website.

IPA utilized Google Analytics to determine the effectiveness of the *Planning for Complete Communities in Delaware* website. This program allows the organization to analyze how many people have visited your site, if they are a new or returning visitor, where they are from (utilizing an IP address), and how long they remained on the site. During the 10-month period between February 12 through December 12, 2012, *completecommunitiesde.org* received 3,246 visits.



**E-mail** – IPA used the e-mail marketing and e-mail list service MailChimp to manage, tailor messages, and conduct workshop registration for Complete Communities stakeholders in each



pilot community. MailChimp allowed IPA to track results of the number of opened or unopened e-mail messages. In addition, IPA created a customized “Complete Communities” MailChimp template that created a visual and identifiable brand. Within each MailChimp message or “campaign,” recipients were invited to visit the website, friend the project on Facebook, or follow it on Twitter (@CompCommunityDE).

**Social Media** – While IPA established a presence on Facebook (*Planning for Complete Communities in Delaware*) and Twitter (@CompCommunityDE), it generated little interest. To generate a buzz about an initiative like Complete Communities, people must actively be engaged in social media and respond to posts and blogs. As of mid-December 2012, Complete Communities Facebook received only 26 “likes” and only nine followers were on Twitter. It is believed that lack of diversity with regard to age of the stakeholders led to disinterest in the use of social media. In addition, IPA’s purchase of additional advertising on Facebook to target social media users within Elsmere and Milford zip codes, to market the online VPS, proved to be ineffective in boosting response rates over traditional outreach methods.

### Planning Process

#### Analysis of Planning Documents as a Foundation for Process

While not originally planned in IPA’s scope of work, conducting a thorough analysis of each pilot communities’ planning documents provided a solid foundation for the planning process. These documents were critical to understanding key issues of each community and identifying recurrent, planning-related “themes.” The most critical document to review and analyze is the local government comprehensive plan, which provides a blueprint for future land use and development. If available, other specific plans to review and analyze include, but are not limited to, master plans, bicycle and pedestrian plans, downtown revitalization plans, circulation plans, ADA-transition plans, economic-development strategies, and historic-preservation documents. Trying to gain an understanding and identify themes related to a community’s critical issues, identify common issues, a community vision, and future goals and objectives proved to be a labor-intensive, but essential, task.

### Planning Tools

**Visual Preference Survey (VPS) Methodology** – IPA conducted extensive research on “best practice” examples of VPS instruments that were used in other communities and used the City of Peachtree, Ga., VPS as a model. Considerable time was invested in photographing Delaware communities rather than using “stock” photos. The project team debated several approaches to developing the VPS framework. First, should community-specific photos of “good” and “bad” visual images from each pilot community be used, or should more generic photos of Delaware be used? With input from colleagues at OSPC and DelDOT, IPA decided to use the more generic photo approach. Second, should photos be strictly or loosely categorized

within the five elements of a complete community? It was decided that 34 slides of visual-preference options, loosely categorized by themes, was optimal. During Workshop #2, stakeholders in both communities voiced the following comments about the survey:

- VPS was too generic and not specific to each community.
- VPS failed to consider the unique setting/context of each community.
- Photo options for certain, important visual community aspects were missing.

IPA also asked stakeholders to suggest types of photos to rate within a future VPS. Suggestions included:

- Historic-preservation options
- Non-developed green space
- School design/layout – public, private, higher education
- Outdoor venues – Riverfront, tourist attractions
- Institutional facilities (YMCA, girls' club/boys' club, community service)
- Government buildings
- Preferences – where to gather (downtown space – attractive to younger population; agri-oriented – community gardens; farmers' market; incorporating green spaces with development)
- Infrastructure and utilities
- Different use of existing structures
- Industrial-use options
- Visual preferences for corridors as you come into the city
- Show gateway transformations/improvements
- Range of overnight accommodations (bed and breakfast, hotels, motels)
- Places of worship (storefront venues, traditional buildings)
- Good and poorly maintained neighborhoods (specifically single-family houses that have been converted to multiple units)

**Field Research** – In addition to researching best practices, field research proved to be a valuable planning approach. To prepare for Elsmere Workshop #3, field research and inventories were conducted on street lighting, sidewalks, and street trees. For in-depth analysis of historic preservation as a Milford-specific topic, UD's CHAD conducted a "windshield" and photographic survey of historic properties.

**Cellular-Phone Application** – The use of a cellular-phone application enhanced GIS mapping of field research data. To gather data on street lighting and sidewalk deficiencies, IPA staff used a cellular-phone application that allowed IPA field researchers to pinpoint locations and supplement data with notes and voice memos. Recorded data were then mapped using GIS.

**Google SketchUp** – IPA utilized Google SketchUp, a 3D-modeling utility owned by Google, to develop before-and-after visualizations for both pilot communities. For Elsmere, Google SketchUp was used to produce conceptual renderings of density scenarios along the Kirkwood Highway Corridor.

**Google Maps** – IPA used Google Earth to generate map of Elsmere, which was used to plan a pre-workshop walking tour with stakeholders. The Google Earth map denoted areas in color to organize a walking tour by residential areas (blue), eastern business zones (red), and Kirkwood Highway corridor (yellow). For Milford, a Historic Landmarks map was created using Google Earth. The map was based off GIS map of Milford’s historic districts and provides locations, descriptions, and photos of historic properties, cultural or historic resources, and architectural heritage. When the interactive map is embedded within a website and combined with a matrix of Milford Historic Landmarks information, it can serve as the basis for heritage- and eco-tourism initiatives.

**ArcGIS Online** – An interactive ArcGIS Online was produced for Milford, which provides several base-map views, including aerial, street, and photo imaging, and 11 layers of historic preservation–content layers. The City of Milford, or community partners, can use the ArcGIS Online map to create a web application, then send it to Twitter, Facebook, or embed within a website.

**Adobe Photoshop** – While not a new or an advanced technology, Adobe Photoshop proved to be effective in developing before-and-after gateway scenarios for Milford. Original photographs for specific gateway locations in Milford were enhanced using Photoshop with actual photographs of the main gateway into Bethany Beach—Garfield Parkway.

**GIS Maps** – Much of the success of Workshop #3 was attributed to engaging stakeholder interaction through the use of GIS maps. GIS maps combines database information with geo-spatial features such as municipal boundaries, roadways, bodies of water, and community facilities. Baseline GIS maps were prepared by IPA; printed as large, paper-based static maps, mounted for display, then used as a basis for dialogue by workshop participants. Participants were invited to discuss, mark up, and/or use “sticky dots” to provide reference points (e.g., places of historic value or significance) to provide input on a series of prompts or questions to solicit input on community-specific topics of interest.

### Engagement Strategies

**Workshop Location** – The old adage “location matters” rings true with respect to community engagement of Complete Communities workshop participants. Workshops #1 and #2 were both held in the council chambers at the respective city/town hall. Looking back, the set up of these rooms was more ideal to facilitate a presentation rather than to actively engage workshop participants. For each community, Workshop #3 was moved to an alternate, nearby

location. The Elsmere workshop was held in a meeting room at the fire hall, and the Milford workshop was moved to the public library's large meeting room. In each case, space was more conducive to allow stakeholders to intermingle, divide up into smaller breakout groups, and rotate among stations that were designed to facilitate interaction and discussion.

**Facilitated Group Discussion/Exercises** – For each of the three workshops, substantial preparation was needed to prepare for facilitated group discussion and workshop exercises. For Workshops #1 and #2, each IPA team used similar scripts, prompts, PowerPoint presentations, and generic VPS to address the questions 1) What constitutes a complete community? and 2) What community-design features or attributes are visually appealing or unappealing? In each case, stakeholder engagement seemed to be stymied—perhaps because the facilitated exercises were too generic, or workshop locations/settings were less than ideal.

Workshop #3 garnered the most effective facilitated discussions. Success of Workshop #3 may be attributed to the ideal mix of community-specific exercises, workshop location and setting, and small break-out groups that were designed to illicit discussion, engagement, and interaction among stakeholders. Participants at each station were provided with maps, graphics, and data to inform discussion.

While at each station, participants in Workshop #3 had the opportunity to engage in in-depth, candid conversations with peers on the specifics of the issues presented at the station. Participants appreciated this approach, since it gave them the ability to discuss detailed aspects of their community that may or may not have been discussed before.

A general takeaway from the workshop process was the importance of building consensus. For example, visual renderings of a Main Street-type transformation of State Route 2 in Elsmere generated positive discussions around topics such as lifting prohibitive regulations like height restrictions and hurdles to allowing on-street dining. In Milford, large GIS baseline maps that were mounted on boards enabled workshop participants to envision mark up maps to provide input on suggested improvements for walkability, bikeability, historic preservation, gateways, and public transit.

**Visual Preference Survey Exercise** – IPA contemplated whether an in-person or online format would be best to conduct the VPS. IPA decided to conduct the VPS for stakeholders attending Workshop #2, but also conducted extensive outreach efforts for area residents to take an online VPS over a one-month period. In both cases, the in-person VPS was less than ideal. Stakeholders had difficulty seeing the visual image options that we presented in a PowerPoint format and select preferred images in the dark setting of council chambers. Between the two communities, the online version had drastically different response rates. Milford had a total of 134 responses online, a respectable response rate, while Elsmere had only three responses, which is not statistically significant. In Milford, the higher response rate

may be directly attributed to outreach via news releases to local print and online news media, the distribution of flyers within computer rooms of the public library and senior center, mailing of flyers via the municipal electric bill, and promotion via the websites of the municipality, civic organizations, and special-interest groups.

**Walking Tour** – The Elsmere project team conducted a successful walking tour of the town with Elsmere stakeholders to better understand town-specific issues. The tour was conducted several days prior to Workshop #3. By walking and driving around town with stakeholders, the IPA project team was better able to pinpoint problem areas in town about which people were concerned. All stakeholders met at Town Hall that evening, a brief introduction was given, and two teams then left in separate vans to examine specific components of the town. Using an aerial map, target areas were defined, based on IPA suggestions and participant feedback. In the future, a “windshield” or walking tour, to observe a community-related issue or need within a specific geographic area of a jurisdiction, may serve as an important first step to engaging stakeholders and building consensus on a complete-communities planning initiative.

### **Funding to Plan for Complete Communities**

Delaware local governments need funding assistance to undertake complete-communities planning initiatives. In the past, the State of Delaware awarded planning grants—a matching grant (50%) of up to \$10,000—to local governments to assist with the development of comprehensive plans, annexation plans, zoning and land-use ordinances, and mapping and GIS data updates. Unfortunately, while Delaware local governments still need financial assistance for planning-related activities, funding is no longer available.

## Framework to Plan for Complete Communities in Delaware

### What is a Complete Community?

Transportation systems, development patterns, community design, and planning decisions all can have profound effects on health of residents, economic vitality of businesses, and sociability of people. So, the way communities are designed and built impacts community character, quality of life, transportation choices, active-recreation opportunities, sense of place, and meaningful engagement of community members. While the preparation of a comprehensive plan is important, there are several reasons why communities need to plan for more than future land use. With regard to the complete-communities concept, research indicates:

- **There is a link between the built environment and the physical, social, and economic health of a community.** For the past half-century, America has been building vehicle-dependent environments that lead to obesity, poor health, social isolation, high infrastructure costs, and neglect of downtown cores.
- **Auto-centric development is costly!** Sprawling land-use patterns have altered travel behavior, led to physical inactivity, and contributed to soaring costs for health care and auto-oriented transportation systems.
- **Walkable communities provide health, transportation, and environmental benefits.**
- **Well-conceived comprehensive plans provide the foundation for healthy and complete communities.**
- **Transportation, housing, and community preferences are changing.** Demographic changes are driving lifestyle choices. Aging baby boomers want to downsize from large, single-family homes, while young Millennials and Generation Y'ers want affordable housing options near jobs, transit, and walkable centers of activity. In addition, the majority of older (65+) Americans want to age in their current homes.
- **Sense of place matters!** Placemaking recognizes that cities/towns should be people-oriented with walkable destinations, great public spaces, and opportunities for social and economic activity. Even if a building or place is beautifully designed, it will not be successful unless it has four key attributes—sociability, access and linkages, uses and activities, safe/attractive image and comfort (Project for Public Spaces).
- **A community's appeal can drive economic prosperity.** Studies acknowledge the economic importance of place. Businesses are drawn to convenient locations that attract people, provide a compelling experience, and are destination-oriented.

*A complete community is one that considers more transportation options and connectivity, mixed and efficient uses of land, healthy environments, job growth and business diversity, and an involved citizenry that helps define a community's unique*



*character and sense of place. In short, a complete community is a place that you love to live.*

## Complete Communities Planning Framework

### Comprehensive Plan as the Foundation

The *Delaware Code* requires Delaware municipalities to prepare comprehensive plans that “[encourage] the most appropriate uses of physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties and the State.” Counties in Delaware are also required to prepare and adopt comprehensive plans.

The comprehensive plan communicates a community’s goals and objectives, provides a blueprint for future land use, and serves as the basis for zoning, subdivision, and land-use codes. The comprehensive plan and land-use codes (zoning and subdivision) are important because they will continue to be the principle mechanisms through which many of the elements that make up a complete community are legislated, permitted, encouraged, and managed. The comprehensive plan is the foundation. Zoning and subdivision are the principal means for implementing the plan. Comprehensive plans can establish a foundation for complete communities by:

- Weaving complete-communities principles into a community’s goals and implementation strategies.
- Identifying specific actions or initiating further study of how complete-communities principles can be integrated into a jurisdiction’s land-use codes.
- Identifying, tailoring, and setting priorities on the specific complete-communities elements best suited for a jurisdiction, with input from citizens and stakeholders.

Well-thought-out comprehensive plans can provide a sound foundation for future growth and development. Yet, moving toward a complete community requires more than just land-use planning. Like the rest of the nation, Delaware continues to be challenged by changing demographics, an unpredictable global economy, and the resulting shifts in the housing and job markets. To address these challenges, government, business, and nonprofit leaders will need to collectively discuss and take action on many of the critical issues that will arise in coming years. Delaware needs a common vision for complete communities that includes planning for growth; designing attractive, sustainable communities where citizens of all ages and physical abilities can live comfortably; and supporting and encouraging financial reinvestment, not only in downtown cores, but throughout all neighborhoods. Key considerations include retaining and attracting a talented workforce, showcasing and responsibly leveraging Delaware’s beautiful environmental assets, effectively engaging citizens in articulating the shaping of their future, and ultimately providing the most beneficial mix of

housing alternatives, all without forfeiting the character and attributes that makes each community in the First State a unique place to live, work, and play.

### Guiding Principles

Whereas a collective vision is needed, because Delaware local governments are responsible for land-use planning, they play a major role in implementing plans and policies to achieve complete communities. To guide strategies to achieve complete communities, a general framework is being set forth to plan for complete communities in Delaware. This framework builds on “learning lessons” from the Planning for Complete Communities in Delaware Phase I project, efforts already underway in communities throughout Delaware, and initiatives being supported and fostered by state and local government officials, business leaders, representatives of nonprofit and civic organizations, and citizens. In addition, the framework recognizes that guiding principles are needed to respond to emerging/changing trends, demographics, market forces, and community values, which include:

- **Building on established planning practices** – The framework builds on comprehensive plans, which represent guidelines for growth and development in Delaware. It also complements a “‘master plan,’ defined as a land-use plan focused on one or more sites within an area, which identifies access, general improvements, and needed infrastructure and is intended to guide growth and development over a number of years or in phases” (OSPC 2012).
- **Working collaboratively to manage growth** – The framework affirms the view that, “one size does not fit all.” Planning strategies need to be tailored to each community’s unique conditions, needs, and goals. However, the framework also recognizes that Delawareans have a shared responsibility to work collectively to manage growth, protect resources, expand housing choices, provide sustainable transportation options, and ensure efficient land-use patterns.
- **Enhancing transportation options** – The framework supports a vision for complete streets, that provides a range of transportation choices and roadways that are designed, built, and maintained to safely accommodate travelers of all ages and abilities.
- **Recognizing the link between land use and transportation** – The framework recognizes that local land-use decisions have implications for state transportation investments. Transportation and land use need to be considered together to achieve complete-communities objectives. Local governments can lead the way by ensuring that ordinances promote compact, mixed-use development.
- **Supporting efficient land-use patterns** – The framework advances planning for a variety or mix of land uses, compact-development patterns, optimal land-use densities that minimize sprawl, a range of jobs and housing within a community, improved proximity to destinations, and access to alternative modes of transportation (e.g.,

walking, biking, transit).

- **Acknowledging that demographic changes are driving housing, community, and transportation choices** – The framework accepts that communities will be challenged by the lifestyle preferences of different generations. Local communities can develop plans that support strategies—(e.g., infill/redevelopment, transit-ready/oriented development, pedestrian-friendly environments)—to respond to the growing demand for smart growth communities and a desire by aging baby boomers to “age in place.”
- **Recognizing the economic importance of place** – The framework recognizes that in this globalized economy, maintaining a sense of place and local character matters. People are attracted to live, work, and play in places that have a strong social fabric, public and civic gathering spaces, recreational opportunities, a reasonable community, and are destination-oriented.
- **Using new public-engagement strategies and methods** – The framework seeks to build a community-driven, community-focused, and collaborative environment that actively involves stakeholders representing diverse community interests in all aspects of a planning, visioning, and/or decision-making process.
- **Designing complete communities** – The framework advances the precept that good community design can encourage physical activity; accessible and barrier-free environments; a pedestrian-scale orientation; and preserve the charm, historic character, and unique sense of place.

### Conceptual Framework

To plan for Complete Communities in Delaware, a framework is being set forth that builds on established planning practices, including comprehensive and master planning. The framework reflects the need to respond to long-range planning issues related to ensuring sustainable growth and development. The planning framework provide descriptions and examples of planning tools designed to protect and enhance natural resources, foster better community design, and engage stakeholders in the quest to pursue options for managing growth while preserving natural systems, promoting a strong economy, and planning livable communities. The following graphic illustrates the framework to plan for complete communities in Delaware.



### Complete Communities Path Forward

#### *Delaware Complete Communities Planning Toolbox*

The Phase II project will focus on crafting and launching an electronic box of tools—a Delaware Complete Communities Toolbox—that can be used by citizens and planning professionals to help create complete communities that are desirable places to live for people of all ages and abilities. Toolbox content will be developed to provide planning concepts that serve as complete-communities building blocks; explain the five elements of a complete community; and offer tools, strategies, and resources for Delaware local governments. The strategies in the toolkit will include promising and evidence-based practices that advance complete-communities concepts and build upon the work in the Phase I project.

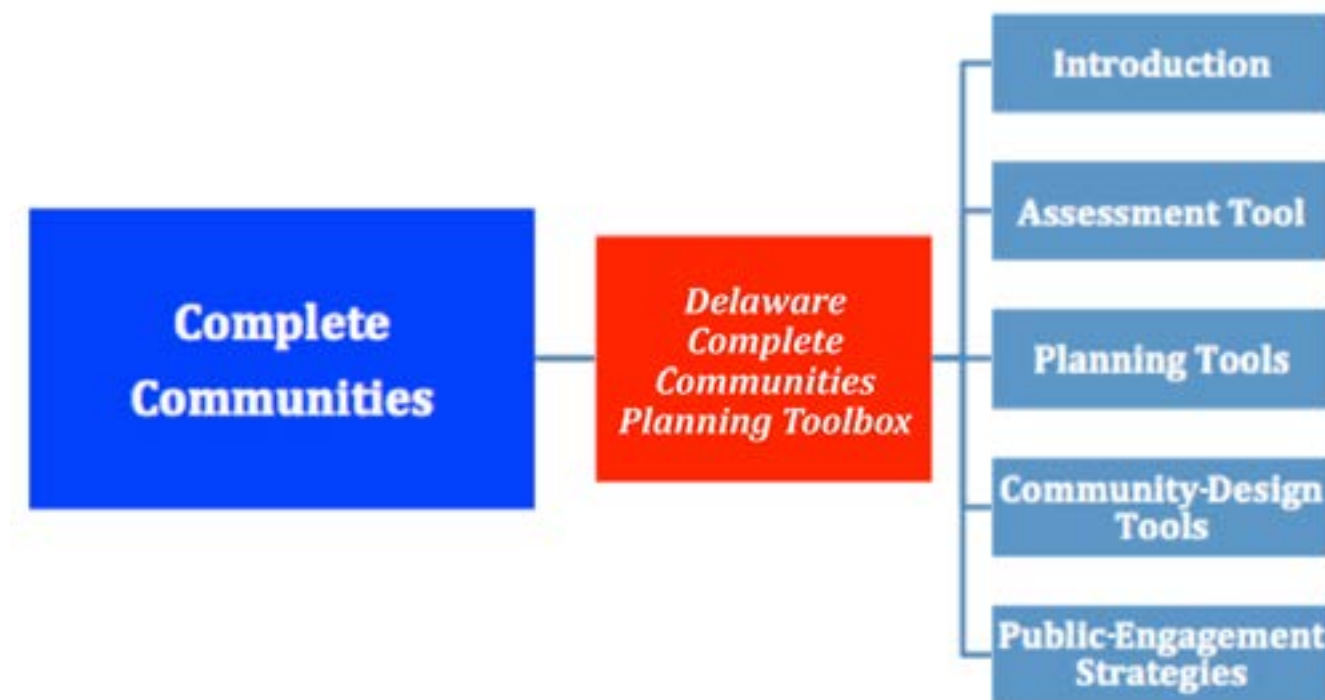
An online Delaware Complete Communities Planning Toolbox will provide resources on complete-communities planning approaches, design tools, and public-engagement strategies. The toolbox will advance a framework to help Delaware communities plan for and manage growth, consider benefits of better community design, spur reinvestment in older communities, protect natural and environmental resources, understand the connection between land use and transportation planning, promote economic development and placemaking strategies, combat sprawl, and make more efficient use of limited funds for growth-related needs.

The online toolbox will be integrated within the existing *Planning for Complete Communities in Delaware* website ([completecommunitiesde.org](http://completecommunitiesde.org)). The rendering below illustrates how the toolbox may be placed within the existing website.



### Organization of the *Delaware Complete Communities Planning Toolbox*

The toolbox will be designed to grow as new content is developed. Initial content will be developed to reflect responses to the Complete Communities Summit 2012 Input Form. Proposed sections within the toolbox are described below and include an introduction, future assessment tool, planning tools, community-design tools, and public-engagement strategies.



#### **Introduction**

The introductory content will explain that the purpose of the online toolbox is to build local government capacity to develop complete-communities planning approaches, community-design tools, and public-engagement strategies. It describes the benefits of complete communities and provides a brief definition of the concept. The below schematic provides a visual rendering of content within the introductory webpage. Format of content within the toolbox may include narrative descriptions, online planning briefs, video clips, and links to other resources and websites such as IPA's *Toolkit for a Healthy Delaware*.





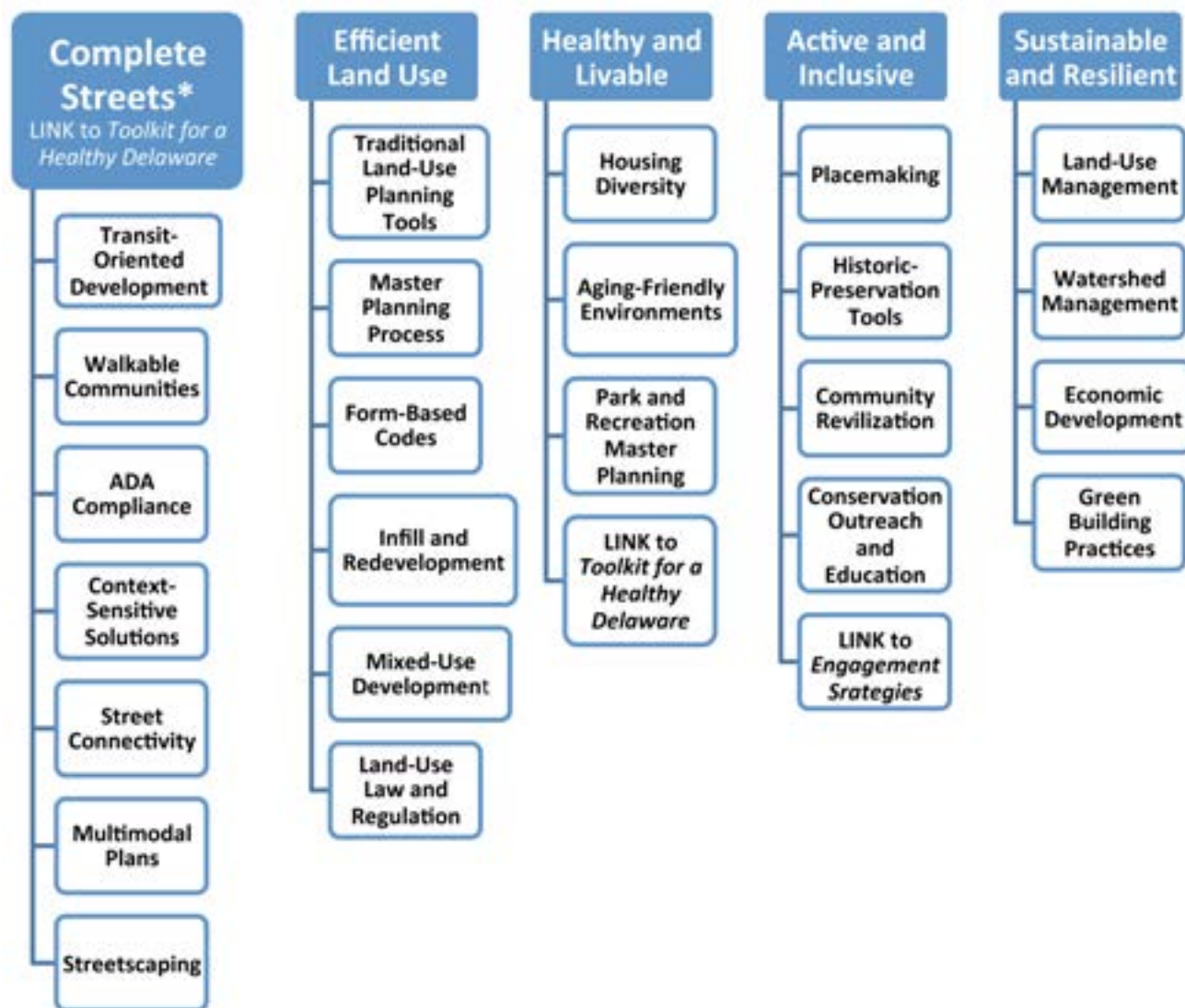
### Assessment Tool

A future phase of the Complete Communities project, and resulting webpage within the toolbox, may focus on the design of an assessment tool. Municipal-scale assessment tools, or “scorecards,” have been used to help communities determine how the current regulatory environment influences the pattern of growth and development. This regulatory environment usually comes from a community’s comprehensive plan and/or its zoning ordinance. The assessment tool will enable Delaware local governments to assess the extent that their community has integrated complete-communities concepts within local government planning, community design, and public-engagement strategies.

### Planning Tools

The Planning Tools section will describe a variety of land-use planning tools and techniques available to help local governments with planning to become a complete community. This section will be organized based on the five elements of a complete community—Complete Streets, Efficient Land Use, Healthy and Livable, Active and Inclusive, and Sustainable and Resilient. The following graphic illustrates organization of content within this section.

*Graphic of Organization of Proposed Planning Tools Section*



### Community-Design Tools

For the last half century, communities have been designed in an unsustainable way, one that utilizes tremendous resources and costly infrastructure needs. Auto-centric and sprawling land-use patterns have altered travel behavior, led to physical inactivity, and contributed to soaring costs in health care and investments in transportation systems.

Good community design can help bridge the gap between sprawling streetscapes and the growing market for pedestrian-friendly environments. The way a community is designed can impact transportation options, community livability, the business climate, and sense of place. The Community-Design Tools section of the website will provide community design strategies that move toward “an architecture of place.” This approach considers the value of designing places that are dynamic and reflect community changes, oriented toward people not cars, reflective of a town’s architectural and cultural heritage, visually attractive and enjoyable,

accessible and inclusive, and economically vibrant. Community-design tools will incorporate video clips, photographs, and other content that visually support corresponding content on community design attributes.

### **Public-Engagement Strategies**

Public engagement offers opportunities to develop authentic working relationships and settings where citizens, decision-makers, and other stakeholders can articulate values, a vision, and meaningful dialogue on planning issues. Traditionally, public-engagement strategies have focused on face-to-face “high-touch” methods (e.g., public workshops, focus groups, citizen taskforces) that are often time consuming and time intensive. While traditional engagement methods are still important, “high-tech” methods (e.g., web-based engagement strategies including social media) need to be disseminated to connect and collaborate with a broader audience, capture and manage community input easily, and enable additional channels for constituents to provide input to planning initiatives. A balanced approach to both methods and/or a combination of strategies (e.g., high-touch/high-tech charrettes) that utilizes social media and web-based participation can also build a foundation for heightened public involvement.

The Public-Engagement Strategies section of the toolbox will focus on how to achieve public involvement, educate citizens, and engage community members, and gain input from stakeholders to plan for complete communities. A variety of high-touch and high-tech strategies will be highlighted with examples of practical implementation by local governments. As noted in the Reality Check –Lessons Learned section of this document, public involvement must be meaningful, rewarding, foster and maintain participation, engage all community viewpoints, and create a sound framework for community visioning and planning.

### **Additional Outreach Strategies**

#### **Integrate Toolbox Concepts with IPA’s Planning Education Training Program**

As the above-described toolbox continues to evolve and new content is added, complete-communities concepts will be integrated within existing IPA Planning Education Training Program courses. This series of educational courses is designed to meet the responsibilities of municipalities as partners in the state’s strategies for policies and spending initiative. For example, two existing courses—“Planning Your Community’s Future” (Planning 101) and “Designing for Complete Communities” (Planning 104) have already incorporated complete-communities concepts within course content. New course offerings will be developed in consultation with DelDOT and OSPC to reflect themes/topics as content is developed for the Delaware Complete Communities Planning Toolbox. For example, a new course is being offered in 2013—“Master Planning in Delaware” (Planning 205).

### **Workshops**

At the Complete Communities Delaware 2012 Summit, a panel presentation on “Opportunities and Challenges: Lessons Learned from the Development Community,” highlighted the need to address development mandates that may create roadblocks to good and/or innovative design that meets market demands. As a follow-up to this Summit session, IPA will plan and facilitate three workshops in 2013 on “State and Local Government Regulatory Barriers to Complete Communities in Delaware.” The first workshop will solicit input from the development community, which will be followed up by a second workshop involving regulators and a third workshop with elected officials and decision-makers. Outcomes of the three workshops will be presented in a panel session at the Complete Communities Delaware Summit 2013. As additional follow-up topics are identified, workshops will be included in the scope of work for future project agreements with DelDOT.

### **Delaware Complete Communities Summit**

The Delaware Complete Communities Summit 2012 was held on November 13, 2012, and a second Summit is planned for fall 2013. The goal of these events is to achieve a common understanding of the concept of complete communities and encourage dialogue among representatives from local and state governments, metropolitan planning organizations, nonprofit organizations, the housing industry (e.g., realtors, developers, and lenders), and the private sector. Future summits may be planned to focus on a complete-communities theme, input from attendees of previous summit(s), specific topics of interest, and ideas for advancing complete communities in Delaware.

## Appendices

### **Appendix A. List of Stakeholders**

### **Appendix B. Literature Inventory Matrix**

### **Appendix C. VPS Results – Town of Elsmere**

### **Appendix D. VPS Results – City of Milford**

### **Appendix E. GIS Maps**

E1. Town of Elsmere Lighting Inventory Map

E2. Town of Elsmere Sidewalk Inventory Map

E3. Town of Elsmere Street Tree Map

E4. City of Milford Bikeability Destination Map

E5. Delaware’s Coastal Heritage Byways Maps – Milford and Bayshore Connections

E6. City of Milford Gateways Map

E7. City of Milford Historic Preservation District Map

E8. City of Milford Inter-City Public Transit Map

E9. City of Milford Walkability/“Great Places” Map

### **Appendix F. Complete Communities Delaware Summit 2012 Input**

### **Appendix G. References**



## Appendix A. List of Stakeholders

City of Milford		Town of Elsmere	
Name	Affiliation	Name	Affiliation
Richard Carmean	City of Milford	Elaine Negley	Greenbrier Village Board
Gary Norris	City of Milford	Diane Thompson	All Saints Catholic School
Gary Emory	City of Milford	Klay D'Iorio	Greenbrier Village Board
Stephen Masten	City of Milford	Stanley Terry	Elsmere Business Association (EBA)
Edward Huey	City of Milford	Laura Giles	Town of Elsmere
Joseph "Ronnie" Rogers	City of Milford	Marco Boyce	DelDOT
Charles M. Rini	City of Milford	Robert Goerlitz	Elsmere Business Association
Arthur (Archie) Campbell	City of Milford	Herb Inden	OSPC
David Markowitz	Citizen	Ron Russo	Dogwood Hollow Civic Association
Sher Valenzuela	First State Mfg.	Mike Groome	Private Business Owner
Patty Atkinson	Citizen	Robert Kacperski	Town of Elsmere
Daniel Marabello	Citizen	John Giles	Town of Elsmere
Craig Crouch	Sussex Industries	Larry Mitchell	State Representative
Bobbie Geier	DelDOT	Diana Poole	Town of Elsmere
Jo Schmeiser	Milford Chamber of Commerce	Charles Lindell	Elsmere Planning Commission
Sara Kate Hammer	Downtown Milford, Inc.	Joann Personti	Town of Elsmere
David Kenton	Milford Museum/Hist. Society		
Robert Connelly	Misphillion Art League		
Jeanel Starling	St. Paul's Church		
Joe Tauber	Milford Senior Center, Inc.		
Karen Lloyd	Milford Senior Center, Inc.		
Sharon Kanter	Milford School District		
Jim Purcell	Communities In Schools of Delaware		
Gary F. Simpson	City of Milford		
Bryan Shupe	Milford Live		
Randy Marvel	Marvel Insurance		
Harvey Kenton	State Legislature		
Lee Nelson	Downtown Milford, Inc.		
George Carroll	Dolce Bakery		
Garrett L. Grier III	City of Milford		



### Appendix B. Literature Inventories

#### Literature Inventory of State of Delaware Policies and Initiatives, 2001 – 2011

The state of Delaware continues to build upon a strong intergovernmental approach to guiding land-use decisions that support *Delaware Strategies for State Policies and Spending*, promote responsive government, and enhance the state's quality of life. The literature inventory below provides a list of planning reports, gubernatorial executive orders, legislation, state-issued reports, press releases, and articles that document the state's progress toward Complete Communities.

##### State Planning Reports

###### **McMahon, E., Phillips, B. and Mastran, S.S. (2004). Better models for development in Delaware: ideas for creating more livable and prosperous communities.**

The Better Models for Development in Delaware publication was designed to provide guidance and inspiration to local government officials, citizen leaders, and developers as they consider development proposals throughout Delaware. It was created for Delaware by The Conservation Fund, in partnership with state agencies. The publication provides eleven core values of community design to improve land development in the state.

1. Land Features before Land Design
2. Land Design before Yield
3. Cluster before Sprawl
4. Scale before Statement
5. Neighborhood before Individual Ownership
6. Community Inclusion before Site Exclusion
7. Pedestrian before Vehicle
8. Sensibility before Fad
9. Context before Application
10. Land Planning and Architectural Design before Engineering
11. Community Character before Ordinance

###### **Delaware Office of State Planning Coordination (Jul. 2004). Delaware strategies for state policies and spending.**

The purpose of the Strategies for State Policies and Spending is to coordinate land use decision-making with the provision of infrastructure and services. The document provides that this coordination take place in a manner that makes the best use of Delaware's natural and fiscal resources. The importance of this synchronization lies in the fact that land use decisions are made at the local level while the bulk of decisions regarding infrastructure and services are made at the state level.

The Cabinet Committee defined two fundamental policies to guide these strategies and achieve the goals outlined by Gov. Minner's Livable Delaware Initiative.

1. State spending should promote quality, efficiency and compact growth.
2. State policies should foster order and resource protection, not degradation.

In part, the State Strategies are meant to act as a guide for adequate infrastructure provision throughout Delaware while minimizing the burden on taxpayers. The three general strategies governing this process are:

1. Towns, counties and the state are collectively involved in the infrastructure planning process.
2. Existing infrastructure should be utilized before new infrastructure is constructed.
3. When it is necessary to expand new infrastructure, it should be expanded in a logical manner that aims to serve first those areas closest to existing services.

### **Delaware Office of State Planning Coordination (Apr. 2005). *Livable Delaware: livable neighborhoods*. Department of Environmental Resources and Environmental Control.**

This publication builds on Gov. Minner's "Livable Delaware" agenda. *Livable Neighborhoods*, is a guide for managing growth in a way that protects our unique quality of life. The publication presents six principles for better development.

1. Conserve farmland, open space and state resources
2. Maintain a clear edge between town and countryside
3. Build Livable Communities
4. Preserve Historic Resources
5. Respect local character in new construction
6. Reduce the impact of the car

### **Delaware Cabinet Committee on State Planning Issues (Jan. 2008). *Report to the Governor and the 144th General Assembly*.**

As required by 29 Del. C., c. 91, the Cabinet Committee on State Planning Issues is to provide a report to the Governor and General Assembly on its recent activities as well as to propose legislative and/or administrative changes to improve the general pattern of land use within Delaware. This report highlights the outcomes of implementing Governor Ruth Ann Minner's Livable Delaware initiative. Additionally, it includes five recommendations to continue supporting and institutionalizing these policies among state and local governments and other stakeholders.

1. Adopt legislation that continues to guide growth to areas prepared to accept it.
2. Further connect land use activity into the budget process.
3. Examine and reevaluate state policies that impact development.
4. Train state employees to incorporate Livable Delaware principles into funding decisions.
5. Enhance intergovernmental coordination efforts.

### **Delaware Department of Transportation (Dec. 2009). *Request for policy implement: complete streets policy*.**

Policy implemented by DelDOT in compliance with EO: 6 of the Markell administration requiring a complete streets design policy. Includes the following objectives:

1. To define and implement changes to the project development process that will value all transportation modes during the project scoping phase and enhance currently used design practices through updates to DelDOT subdivision and design manuals, design memoranda, and policies.
2. To define roles and responsibilities through all phases of a project and implement strategies that will improve safety and convenience for all transit riders, pedestrians, bicyclists and motorists using the Delaware transportation system.
3. To define an Exemption Process.
4. To define a Waiver Process.

### **Delaware Cabinet Committee on State Planning Issues (Oct. 2010). *Report to the Governor and the 146th General Assembly*.**

As required by 29 Del. C., c. 91, the Cabinet Committee on State Planning Issues is to provide a report to the Governor and General Assembly on its recent activities as well as to propose legislative and/or administrative changes to improve the general pattern of land use within Delaware. The changes that have taken place in state planning under Governor Jack Markell's administration have served to identify and capitalize on opportunities for economic growth while preserving Delaware's quality of life. Some of these initiatives include:

- Creation of an Economic Development Ombudsperson to foster collaboration between and among agencies to ensure efficient site selection and permitting for economic development projects;
- Strengthening and streamlining of the Preliminary Land Use Service (PLUS) to provide clear, concise comments detailing regulatory requirements and site specific recommendations

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- Implementing the Complete Streets Policy through DelDOT to ensure that all modes of transportation are integrated into new transportation infrastructure projects;
- Revised timeframes for permitting responses in DNREC and DelDOT Provide predictable, accurate, and timely information to applicants, which aids in private---sector planning for investment;
- Updating the Delaware Strategies for State Policies and Spending to reflect all currently certified local government comprehensive plans and updating state agency data to more accurately direct state investments in infrastructure and services

### **Delaware Office of State Planning Coordination (2010). State strategies for policies and spending.**

The purpose of this document, as with the 1999 and 2004 Strategies for State Policies and Spending documents, is to coordinate land-use decision-making with the provision of infrastructure and services in a manner that makes the best use of our natural and fiscal resources. The Cabinet Committee defined two fundamental policies to guide these strategies:

1. State spending should promote sustainable quality, efficiency, and compact growth
2. State policies should foster order and resource protection, not degradation.

This document also highlights a shift in the Delaware's planning policy towards complete communities. *"Research provides strong evidence that a mixed-use and compact- development pattern is well suited to maintaining Delaware's fiscal health and preserving the many characteristics that make Delaware a desirable place to live and work."*

As advocated in this document, complete communities typically include an integrated pedestrian and bike network, newer streets interconnected with existing streets, intermingling of residential and commercial uses, and the inclusion of parks or open-space networks within developments. If properly designed, the positive impacts of this type of development from the public sector perspective would include a more diverse range of transportation and housing options and a more economical extension of public services and utilities. Additionally, since this type of development would use less land there would be less pressure on using the state's agriculture and open space lands for development.

### **Delaware Office of State Planning Coordination (2012). Guide for master planning in Delaware.**

Master Planning is one of the cornerstones of good government land use activities. Master Planning brings all stakeholders-state agencies, local governments, civic groups, and business leaders- together to actually implement certified comprehensive plans by spelling out the details of, and the responsibilities for, the provision of infrastructure services in an efficient, timely, and cost-effective manner. The guide is designed to help local governments and state agencies organize and implement Master Planning projects. It explains characteristics of a master plan, how it differs from a comprehensive plan, when master planning should be undertaken, and provides a nine-step implementation guide.

## Gubernatorial Executive Orders

### **Minner, R.A. (Mar. 2001). Executive Order No. 14 regarding Gov. Minner's "Livable Delaware" agenda.**

Executive order fourteen formalizes the Governor's "Livable Delaware" agenda announced during her State of the State Address on 1/25/01. This document provides directive for state action, development goals and investment strategies.

1. As part of Livable Delaware, the Office of State Planning Coordination shall immediately make available to all State departments and agencies a copy of the "Shaping Delaware's Future" report and the adopted

state development goals, along with instructions for preparing the implementation response called for herein;

2. All State departments and agencies shall, no later than August 31, 2001, complete and submit an implementation plan for these development goals and strategies which:
  - (a) Identifies all Department programs, policies and actions which are impacted by or can be used to support the state development goals and strategies;
  - (b) Identifies administrative, organizational, regulatory, or statutory actions to be taken, including those already taken or underway, to ensure compliance and consistency with the state development goals and strategies;
  - (c) Identifies existing laws, programs, policies and actions that impede implementation of the development goals and strategies;
  - (d) Identifies how capital and budget planning will be used to implement the State investment strategies;
  - (e) Identifies essential legislative actions needed to ensure that state agency authorities and programs are consistent with and support the development goals and strategies;
  - (f) Sets forth an action plan, schedule for undertaking such actions, and proposes measures to gauge progress toward achieving the State development goals and investment strategies.
3. No later than October 31, 2001, the Cabinet Committee on State Planning Issues shall review and provide comments to the agencies and Office of State Planning Coordination on the implementation responses required in this Executive Order.

**Minner, R.A. (Jul. 2003). Executive Order No. 50: creating the governor's commission on community-based alternatives for individuals with disabilities.**

Executive order fifty creates the Governor's Commission On Community-Based Alternatives For Individuals With Disabilities. The Commission shall have the following responsibilities:

1. Ensuring maximum cooperation between government agencies that serve the disabilities community, and between public and private sector entities that serve the disabilities community;
2. Providing recommendations to the Governor and Secretary of the Department of Health and Social Services to refine the state's plans and other reports/surveys dealing with community alternatives to provide services to qualified individuals with disabilities in the most integrated settings;
3. Supplementing such plans and reports to comprehensively assess existing need and resources;
4. Providing recommendations to the Governor and General Assembly with respect to funding prioritization among projects designed to provide services to individuals with disabilities; and
5. Monitoring the state's progress toward implementing existing plans to provide services to individuals with disabilities

**Minner, R.A. (Jul. 2003). Executive Order No. 50: creating the governor's commission on community-based alternatives for individuals with disabilities.**

Implements the Strategies for State Policies and Spending and issues guidelines regarding the document's publication and use.

1. The Office of State Planning Coordination shall publish, both in printed form and on-line, the updated *Strategies for State Policies and Spending* document and maps, including geospatial data (with full metadata) representing the various investment level areas recommended in the *Strategies* document; and
2. As explained more fully in the published *Strategies* document, the Green Infrastructure recommendations approved on December 8, 2003 by the Governor's Advisory Council on Planning Coordination are to be considered as a part of the *Strategies*; and
3. All state departments and agencies shall, no later than December 31, 2004, submit to the Office of State Planning Coordination an update of the Livable Delaware Implementation Plans developed pursuant to Executive Order 14; and
4. All state departments and agencies shall use the *Strategies* document and maps as a guide to making all decisions on policy, infrastructure and other investments, and resource management; and
5. The State Budget Office shall use the *Strategies* document and maps as a guide in developing and reviewing state department and agency spending plans; and

6. The *Strategies* document and maps shall be made available to all county and municipal government agencies for use in all planning-related endeavors, including, but not limited to, comprehensive plan development and strategic planning; and
7. The *Strategies* document and maps shall be used in the Preliminary Land Use Service (PLUS) process as a tool for helping developers, land-owners, and local governments create efficient, rational and smart-growth development options in those areas most ready to receive and serve new development; and
8. The Office of State Planning Coordination shall, in conjunction with the Cabinet Committee on State Planning Issues and the Governor's Advisory Council on Planning Coordination, plan and carry out an update of the *Strategies* document and maps within five years of the effective date of this order.

**Minner, R.A. (Mar. 2006). Executive Order No. 83: establishment of an advisory council on walkability and pedestrian awareness.**

As part of the implementation of the Livable Delaware Initiative, Governor Ruth Ann Minner signed into effect Executive Order No. 83 on March of 2006. The purpose of this order is to develop, adopt, and implement a Statewide Pedestrian Plan. This plan will address and propose solutions to identified key issues in an effort to make walking a safe, convenient, efficient and comfortable means of transportation.

**Markell, J. (Apr. 2009). Executive Order No. 6 - creating a complete streets policy.**

Executive order six provides for the creation and implementation of a complete streets policy by DelDOT.

1. The Delaware Department of Transportation ("DelDOT") shall enhance its multi-modal initiative by creating a Complete Streets Policy that will promote safe access for all users, including pedestrians, bicyclists, motorists and bus riders of all ages to be able to safely move along and across the streets of Delaware;
2. The Delaware Bicycle Council, the Advisory Council on Pedestrian Awareness and Walkability, and the Elderly & Disabled Transit Advisory Council shall assist DelDOT with this endeavor;
3. A Complete Streets Policy should:
  - (1) Solidify DelDOT's objective of creating a comprehensive, integrated, connected transportation network that allows users to choose between different modes of transportation;
  - (2) Establish that any time DelDOT builds or maintains a roadway or bridge, the agency must whenever possible accommodate other methods of transportation.
  - (3) Focus not just on individual roads, but changing the decision-making and design process so that all users are considered in planning, designing, building, operating and maintaining all roadways;
  - (4) Recognize that all streets are different and user needs should be balanced in order to ensure that the solution will enhance the community;
  - (5) Apply to both new and retrofit projects, including planning, design, maintenance, and operations for the entire right-of-way;
  - (6) Ensure that any exemption to the Complete Streets Policy is specific and documented with supporting data that indicates the basis for the decision;
  - (7) Direct the use of the latest and best design standards as they apply to bicycle, pedestrian, transit and highway facilities;
4. DelDOT, with the assistance of the advisory councils, shall create the Policy and deliver it the Governor for consideration no later than September 30, 2009.

**Markell, J. (Aug. 2009). Executive Order No. 9 - the creation of an economic development ombudsperson and rapid response teams to promote prosperity and sustainable growth.**

Executive order nine creates the position of Economic Development Ombudsperson. The position will serve as a liaison to businesses, communities, local economic development organizations, regulatory agencies, local governments and State agencies. When determined that a particular economic development opportunity warrants a rapid response and extraordinary collaboration between and among State agencies and local governments, the Director of the Delaware Economic Development Office will direct the Ombudsperson to facilitate an efficient and expedient conduct of the permitting process by coordinating with State agencies and local governments in a manner that deploys resources effectively and hastens those processes within the parameters of existing State laws

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and local ordinances and controlling local land-use authority Furthermore, executive order nine directs state agencies to create rapid response teams charged with aiding the ombudsperson in moving forward with economic development opportunities requiring immediate action.

### **Markell, J. (Feb. 2010). Executive Order No. 18 - leading by example toward a clean energy economy and a sustainable natural environment.**

Executive order nine reinforces the belief that state government must lead by example as it works towards transforming Delaware into a national model clean energy economy. The steps identified in this order have the potential to reduce greenhouse gas emissions from State government operations and demonstrate that the adoption of responsible policies to minimize our impact on the environment can simultaneously reduce operating expenses and create a more efficient government. These steps include:

1. Energy Conservation and Efficiency
2. Use of Clean Renewable Energy
3. Environmentally Responsible and Energy Conscious Construction
4. Recycling
5. Clean Transportation
6. Environmentally Sensitive Procurement

### **Markell, J. (May 2010). Executive Order No. 19 - Promoting healthy lifestyles and creating the council on health promotion and disease prevention.**

Executive order nineteen establishes a Council on Health Promotion and Disease Prevention. The council's members are charged to advise the Governor and executive branch state agencies on the development and coordination of strategies, policies, programs and other actions state-wide to promote healthy lifestyles and prevent chronic and lifestyle-related disease. The order further stipulates that the members of the Council shall represent a diverse state-wide population.

### **Markell, J. (Apr. 2011). Executive Order No. 26 - Delaware strategies for state policies and spending.**

Executive order twenty-six revised the guidelines for the creation and publication of the Strategies for State Policies and Spending. Specifically, the order removes requirements relating to Livable Delaware implementation plans as well as the participation of the Governor's Advisory Council on Planning Coordination. This act also rescinds Executive Order No. Fifty-Nine, issued by Governor Ruth Ann Minner.

## State Legislation

### **House of Representatives (2001). HB 192: An act to amend Title 30 of the Delaware code relating to the realty transfer tax.**

HB 192 changed the formula for open space acquisition via realty transfer tax revenues. This change made an additional \$9 million a year available for open space acquisition and another \$1 million for stewardship of acquired lands, plus additional funds for greenways grants

### **House of Representatives (2001). HB 255: An act to amend Title 9, Title 22, Title 29 of the Delaware code relating to land-use, comprehensive plans, and annexations. 141<sup>st</sup> General Assembly.**

This legislation requires local governments to adopt comprehensive plans illustrating future growth areas before they can annex new land. They also must complete a plan of services detailing how and when services will be



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provided to the annexed parcel (i.e. sewer, utilities, police). HB 255 also requires local governments to rezone within 18 months of adopting those comprehensive plans.

### **Delaware State Senate (2001). SB 183: An act to amend Chapter 91 of Title 7 of the Delaware code. 141<sup>st</sup> General Assembly.**

SB 183 enabled the Delaware Economic Development Office's Strategic Fund to be used for matching grants for brownfields assessment and cleanup.

### **House of Representatives (Jul. 2002). HR 90: Creating a commission to assess and make recommendations on community-based alternatives for person with disabilities.**

House Resolution 90 created a commission to develop a multi-year plan to reduce unnecessary institutional placements of qualified individuals with disabilities. Additionally, this commission is charged with actively coordinating efforts to obtain supportive non-State funds to support efforts to keep individuals in community settings.

### **Delaware State Senate (Sept. 2002). SB 353: An act to amend Title 17 of the Delaware code relating to a safe routes to school program. 141<sup>st</sup> General Assembly.**

Senate Bill 353 authorized DelDOT to establish and administer a "Safe Routes to School" (SRTS) program to encourage children to walk and bike to school safely. The bill directs DelDOT to "use federal funds for bicycle and pedestrian safety and traffic calming measures." It also authorized DelDOT to provide grants on a competitive funding basis to Delaware schools and school districts that meet eligibility requirements. Applicants must demonstrate need, the potential to reduced child injuries and accidents, the potential to increase walking or biking to school, and community involvement.

### **Delaware State Senate (2003). SB 65: An act to amend Titles 9 and 29 of the Delaware code relating to land-use planning. 142<sup>nd</sup> General Assembly.**

Senate Bill 65 overhauled the Land Use Planning Act, replacing it with the Preliminary Land Use Service (PLUS). Under this legislation, the state's review process was expanded to include residential subdivisions.

### **Delaware State Senate (May 2011). SCR 13: requesting the Delaware Department of Transportation study the building and maintaining of non-motorized travel connections with and between cities and towns in Delaware and to link these connections to form uninterrupted networks for walking and bicycling. 146<sup>th</sup> General Assembly.**

Prior to the passage of SCR 13, DelDOT had attempted to "accommodate" pedestrians and bicycle users either through its Transportation Enhancements or Complete Streets programs. Unfortunately, neither of those programs was designed for strategic investments in networks. Now, however, for the first time DelDOT has legislative direction to invest directly in closing the most difficult, and often dangerous, gaps that discourage people from choosing walking or bicycling for their routine travel needs."

### **Delaware State Senate (Jul. 2011). SB 130: FY12 Bond and Capital Improvements Act of the State of Delaware. 146<sup>th</sup> General Assembly.**

SB 130 is the Bond and Capital Improvement appropriations for fiscal year 2012. Within the legislation are a number of expenditures relating to complete streets/communities issues.

- Bike Delaware: Fulfills the promise of the Walkable, Bikable Delaware Resolution by dedicating \$5M in FY12 CIP bond funding for state bicycle routes (Addendum A-4)
- Section 39. Appropriation of One-Time Funds. "A special fund of the State is created in the Office of Management and Budget...entitled "Building Delaware's Future Now Fund."

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- “Section 1 Addendum to this Act appropriates \$115M from the Building Delaware’s Future Now Fund to be expended to make strategic investments that promote economic growth and job creation in Delaware...”

### State-Issued Reports

#### **Delaware Department of Transportation (Oct. 2005). Delaware bicycle facility master plan.**

The overall purpose of this plan is to recognize bicycle facilities as an integral part of the transportation system and provide suitable accommodations for bicycles on the statewide roadway network. Implementation of the plan will achieve the following goals:

- Integrate existing bicycle routes and trails to a larger, statewide bicycle network.
- Establish bicycle routes between municipalities, activity centers, and recreational areas throughout the state.
- Improve local cycling conditions through consideration of bicycle facilities in all DelDOT roadway projects

#### **Delaware Department of Transportation (Jun. 2006). Delaware rail-to-trail and rail-with-trail facility master plan.**

This document details the development of a statewide Rail to-Trail & Rail-with-Trail Facility Master Plan by the Delaware Department of Transportation (DelDOT). This plan reviews eleven (11) selected railroad corridors to identify abandoned, inactive, and publicly owned active rail corridor segments that are potentially suitable for re-use as shared use off-road rail-to-trail and/or rail-with-trail facilities. Additionally, this Plan evaluates the interconnectivity of these potential rail-trail corridors with the existing and proposed statewide trail systems, greenways, and pedestrian/bicycle networks. Defined within the plan are three goals:

- Identify potential railroad corridors with suitable Transportation Enhancements Program characteristics such as new inter/intra-community transportation alternatives and regional recreational use for multiple user groups.
- Work in partnership with local jurisdictions, agencies, advocacy groups, citizens, adjacent residential and commercial property owners, and the community as a whole to develop this Plan.
- Provide a practical and prioritized strategy to pursue the successful development and implementation of suitable rail corridors into rail-to-trail and/or rail-with-trail facilities that are consistent with the 2004 Delaware Strategies for State Policies and Spending and the Livable Delaware Initiatives- Safe Routes to Schools program

#### **Delaware Department of Transportation (Jul. 2007). Delaware statewide pedestrian action plan.**

Executive Order Number 83 identified the establishment of an Advisory Council on Walkability and Pedestrian Awareness (Advisory Council) to provide input throughout the planning process. Additionally, DelDOT established a Technical Advisory Committee (TAC) to assist with policy analysis, technical guidance and development of the plan. The development of a Statewide Pedestrian Action Plan is part of an ongoing process with an emphasis on achieving the vision of making walking central to personal mobility and fitness. The Statewide Pedestrian Action Plan is being developed in two phases followed by systematic implementation.

- Phase I consists of policy analysis
- Phase II focuses on development of an action plan.
- Phase III Systematic Implementation will consist of development of a facility inventory and phased Transition Plan.

#### **Office of the State Treasurer (Jul. 2007). Delaware facing forward.**

This publication looks at Delaware’s future through the lens of shifting demographics over the next 25 years and their effect on our state’s financial future.

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- Delaware's population will grow by nearly one-third between 2000 and 2030, with a significant portion of that growth occurring among the state's senior citizen population. Absent changes to personal consumption patterns and increased efforts to improve sustainability, this growth in population will contribute to increasing congestion, air pollution, greenhouse gas emissions, solid waste, and consumption of resources from electricity to water.
- Delaware will have an increasingly larger share of retirees and a smaller proportion of workers. Fewer workers will need to support a greater number of non-working people.
- Delaware's population will steadily grow more racially and ethnically diverse, with a higher proportion of Hispanics and African Americans. This racial and cultural diversity is to be celebrated, and will require additional investments in education, workforce development and training, health care, and other public services.
- Delaware's population will shift to new locations within the state. More people, particularly retirees, will move into previously rural and agricultural areas, requiring additional investments in infrastructure, housing, and roads, while creating the potential for sprawl, more traffic, greater congestion, and a changing quality of life in much of Sussex and Kent Counties.

### **Commission on Community-Based Alternatives for Persons with Disabilities (Jul. 2007). A path forward: building a community-based plan for Delaware.**

In June 1999, the United States Supreme Court rendered a decision in *Olmstead v. L.C.*, 527 U.S. 581. In its ruling the Supreme Court encouraged states to develop plans to ensure that programs and services provided by the states promote community integration for individuals with disabilities rather than favoring institutional services. In September 2003, Governor Ruth Ann Minner signed Executive Order 50, creating the Governor's Commission on Community-Based Alternatives for Individuals with Disabilities. The Commission's overall purpose, throughout the ongoing planning process, is to ensure that all citizens, including those with disabilities, have the ability to live:

- Close to family and friends,
- As independently as possible,
- Engaged lives that include productive employment,
- In settings where they can participate in community life.

### **Delaware Department of Transportation (Dec. 2009). Request for policy implement: complete streets policy.**

This request for policy is in response to Gov. Markell's Executive Order #6 establishing a complete streets policy in the State of Delaware. This complete streets policy establishes a system for all users that is comprehensive, integrated, connected, safe, and efficient allowing users to choose among different transportation modes, both motorized and non-motorized. DelDOT's request contains four objectives:

1. To define and implement changes to the project development process that will value all transportation modes during the project scoping phase and enhance currently used design practices through updates to DelDOT subdivision and design manuals, design memoranda, and policies.
2. To define roles and responsibilities through all phases of a project and implement strategies that will improve safety and convenience for all transit riders, pedestrians, bicyclists and motorists using the Delaware transportation system.
3. To define an Exemption Process.
4. To define a Waiver Process.

### **Delaware Department of Health and Social Services (2010). Physical activity, nutrition, and obesity prevention comprehensive plan.**

This comprehensive plan furthers the goals of DE Heal to reverse the tide of obesity and related chronic diseases among Delawareans by facilitating opportunities for physical activity and healthy eating. The coalition provides

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statewide leadership and coordination of physical activity and healthy nutrition programs, and serves as a catalyst for developing obesity prevention efforts.

### **Delaware Department of Transportation (2010). Delaware long-range transportation plan.**

The Statewide Long-Range Transportation plan provides a 20-year view of the principles, policies, actions and performance measures that will shape future transportation investments in the state. The plan provides methods for improving services to travelers as well as means of measuring the quality of the service DelDOT provides. The plan addresses the following needs/challenges:

1. Increasing statewide participation
2. Increasing percentage of older drivers
3. Increase in roadway traffic
4. Increases in transit ridership
5. Rising transportation costs
6. Need to increase the number of individuals walking to work
7. Need to increase the number of individuals biking to work

### **Delaware Department of Health and Social Services (Apr. 2010). Final report of the long term care housing taskforce.**

In June of 2008 the Delaware General Assembly passed SB 300, which created the Long-term Housing Taskforce. The taskforce was charged the creation of a rational long-term care option for Delaware's aging and disabled population. During the course of their work, the committee completed a review of several major studies related to long-term care. Five common themes were identified among the studies that were considered important to the work of the taskforce.

1. The need for long-term care services
2. Housing
3. Transportation
4. Paying for long-term care
5. Other aspects of aging (e.g., diminished mental & physical ability)

### **Delaware Department of Transportation (Apr. 2011). Delaware state rail plan.**

Delaware's State Rail Plan provides a basis for federal and state rail investment within Delaware. The SRP sets forth Delaware's freight and passenger rail transportation policy, including commuter rail. The SRP is developed to reflect the interests of rail stakeholders and strives to meet the following requirements:

- Broaden the understanding of rail issues for all stakeholders
- Define the role of railroads in a multimodal environment
- Identify infrastructure and other improvements required to improve rail service
- Provide a framework to implement rail improvement initiatives in Delaware
- Support the Delaware Department of Transportation (DelDOT) and other agencies in obtaining federal/other funding

## State Press Releases

### **Office of the Governor (Mar. 2001). Ruth Ann Minner and Lt. Gov. John Carney unveil "Livable Delaware" agenda to control growth.**

This press release details Governor Ruth Ann Minner and Lt. Governor John Carney unveiling their plan titled "Livable Delaware" – a comprehensive strategy to direct growth to areas where the state, county and local governments are most prepared for new development in terms of infrastructure, services and thoughtful planning. The Livable Delaware strategy includes proposals for graduated impact fees to direct development into designated

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growth zones, beefing up of local comprehensive plans, annexation standards, improvements in the planning process, and a commitment of state agencies in a number of ways to more intelligent growth goals.

### **Delaware Office of State Planning Coordination (Aug. 2005). Livable Delaware progress since 2001.**

This press release provides a detailed progress report of the implementation of the “Livable Delaware” agenda. Report highlights successes in terms of legislation, policy as well as current and ongoing projects. Examples of legislative successes include: HB 255 & 192 and SB 105 & 65.

### **Delaware Office of State Planning Coordination (Apr. 2005). Saving open lands, funding infrastructure: transfer of development rights, community development districts. Department of Natural Resources and Environmental Control.**

This press release provides an overview of proposed legislation regarding Transfer of Development Rights and Community Development Districts. The transfer of development rights approach is used to preserve farmland and promote more taxpayer-friendly growth. Rural landowners are paid market rates for their development rights by developers or a TDR bank. The landowner can keep farming or sell the land for agricultural purposes, but he or she cannot develop his acreage. Those development rights are then transferred to a designated growth area. With this legislation, the growth area could be designated a Community Development District in which growth must be planned for and funded in advance of construction.

## News Articles

### **Barrish, C. (April 6, 2006). Livable Delaware or miserable Delaware? *The News Journal*.**

This article discusses the ambitious nature of Gov. Minner’s “Livable Delaware” initiative and the administration’s limited success in implementation and cooperation. The following quote summarizes the theme of the article. *"State policies do not have regulatory authority to 'just say no' when infrastructure does not exist to support new development," she said. "Nor do they have any real plan to pay for needed infrastructure. The result is more Miserable Delaware than Livable Delaware."*

### **Kepner, A. (Jan. 20, 2006). Can old and new main streets get along? *The News Journal*.**

This article raises questions surrounding the continued development of walkable communities and their linkages with existing main street business areas. Specifically the article addresses the new communities of Westwood and Bayberry in Middletown. The design of these communities provides for residents to obtain all necessary goods and services by simply walking to them as opposed to driving into the main town. This raises the question of the viability of existing local businesses and town centers.

*"The question is, though: How do they mesh with coinciding efforts to revive downtowns such as Middletown's Main Street? Could residents be left with a Main Street that no one supports surrounded by clusters of expensive housing built around miniature town centers?"*

### **Facciolo, C. (May 11, 2011). The silver tsunami. *Delaware Today*.**

The article discusses the increasing aging population in Delaware dubbed the “Silver Tsunami”. Additionally, the publication examines the rising strain on the state’s social services as they struggle to meet the new demand. Challenges to adopting aging in place policies are also considered. These challenges include increases in life expectancy as well as the rising cost of health care and long-term institutionalized care.

### Literature Inventory of University of Delaware Institute for Public Administration Publications (2002 – 2012)

The Institute for Public Administration (IPA), a unit within the School of Public Policy and Administration at the University of Delaware, has been publishing reports/white papers on topics related to Complete Communities since 2002. The literature inventory summarizes research publications between 2002 and 2011.

#### **O'Donnell, E. & Moreland, L. (Dec. 2002). Traffic mitigation agreements: policy forum report.**

During the forum, three exhibits were discussed: traffic mitigation agreements, land-use considerations, and DelDOT and NCC Guidelines regarding development, compliance, and enforcement. The main goal in mind is to ensure that development occurs only where there are adequate transportation facilities in place, or programmed for construction. Traffic mitigation provisions must be satisfied if a proposed development exceeds level of service (LOS) standards. LOS is a measure of traffic on a roadway segment or intersection being used during peak hours. Land-use considerations include locations of roadway segments and intersections with unacceptable LOS's, number and types of current and future constructed projects, types of mitigation measures and transportation improvements proposed, potential for transportation improvements resulting in attainment of acceptable LOS's, and the extent to which the proposed development represents logical infill, opportunity for affordable housing, and promotes economic development. DelDOT/NCC guidelines state applicant to carry out trip reduction/transportation demand management (TDM) measures in connection with their proposed developments.

#### **Hunter, A. (Jul. 2003). The future of school siting, design, and construction in Delaware.**

A lack of land-use planning in the school-siting process contributes to inefficient housing development patterns. Delaware needs to consider the changes in each school district's population and the infrastructure that will be needed. Governor Minner's Livable Delaware initiative helps the state adhere to smart growth through principles that include guiding growth to areas where state, counties, and towns are most prepared. Following a summit, there were six recommendations: 1) A more in depth research project should be undertaken to gather information from the summit 2) Research must be performed in order to create a standard design for the interior of school buildings 3) Study on how to design a new Certificate of Necessity process 4) Research on how the state can become more aware of planned growth areas 5) Participation from summit attendees and school personnel 6) Conducting research on government and/or not-for-profit agencies that are compatible with school building design and capacity 7) Examination of how charter school-siting is accomplished and how it should be addressed in the future 8) Financing options, including lease purchasing.

#### **Moreland, L. (Oct. 2003). The impact of federal transportation policy on the state of Delaware: TEA-21 reauthorization.**

This source is a summary report of a policy forum that provides an overview of the impact of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) in the state of Delaware. It explores the ramifications of the Safe, Accountable, Flexible, and Efficient Transportation Equity Act (SAFETEA) offered as a reauthorization to TEA-21. It also discusses the prospects of the passage of a TEA-21 reauthorization bill and provides an update on legislative action.

#### **Warren, R., Athey, L., & Fasano, W. (Feb. 2004). Overview of mobility friendly design standards: a framework for Delaware.**

New Castle County is comprised mainly of single-family detached housing developments, which limits opportunities for increased mobility. The challenge of this land-use pattern is therefore, how to design communities that have standards for mobility friendly travel. A mobility friendly design involves solutions for



maximizing the opportunities of all people (varied ability levels) to move within and between communities using modes other than the automobile (bus, commuter rail, walking, biking). A significant part of the problem is educating residents of its benefits. Mobility friendly design encompasses many concepts including Transit-Oriented Design (TOD), Traditional Neighborhood Design (TND), Neotraditional Design, New Urbanism, Sustainable Design, Smart Growth, SafeScaping (design of public spaces to promote perceptions of safety and reduce crime/fear of crime), and Universal Design (seven principles).

**Hunter, A. (May 2004). The certificate of necessity process evaluation: recommendations and findings.**

Delaware has experienced a continuous increase in its population. As a result, there has been an increase in the demand for public services including infrastructure, roadways, and new school construction. Among the many challenges to school districts is determining school transportation patterns. Transporting students to school is a large portion of a district's budget. This cost could be minimized through effective planning and selecting sites adjacent to growth areas so as to encourage shorter bus rides and walking. Due to a lack of land use planning and communication between state agencies when designating or purchasing land for schools and planning construction projects, districts have contributed to sprawl in the state. Governor Minner's Livable Delaware initiative helps the state to adhere to smart growth principles.

**DeCoursey, W. (2005) Mobility friendly design standards summit II.**

This source is comprised of two elements: the slides from the 2005 Summit and a summary of what each participant said during the panel discussion. This source is comprised of two elements: the slides from the 2005 Summit and a summary of what each participant said during the panel discussion.

**Moreland, L. (Jul. 2005). Interurban rail transportation: Moving People and Goods in the 21<sup>st</sup> Century.**

Finding more efficient and environmentally sustainable ways of transporting people and goods among cities is a key component of America's future mobility. Rail transportation is an important resource in accommodating mobility but is receiving less attention than it deserves. This policy forum focused primarily on East Coast routes and Delaware's strategic location within the Northeast Corridor. Amtrak is a very critical form of transportation because of its energy efficiency, growing ridership, and future possibilities. However, a big concern is that Amtrak has found it difficult from the beginning to earn revenue and operate efficiently.

**O'Donnell, E. (Mar. 2006). Interconnectivity: a review of the current status and steps necessary to increase the level of interconnectivity of future development in Delaware.**

This study is an attempt to gauge the benefits of designing for interconnectivity as it relates to future development in Delaware. Our reliance upon roads and the automobile results in longer trips and unnecessary congestion: an inefficient and inconvenient system. The central question is: can altering this recurring pattern of development reduce the dependence of residential vehicular on external roadways; lessen traffic congestion; and shorten travel times and overall travel distances? To address this question, the researchers reviewed the literature, did a series of interviews with policymakers, and an analysis of trip data from the Delaware Monitoring System (DTMS). This study used two basic approaches to address the issues of connectivity: interviewing with representatives of state and local transportation and land use agencies and an analysis of the connectivity indexes of 16 Delaware communities.

**Mitchell, I. (Aug. 2006). Building inter-metropolitan rail corridors.**

In recent years, relationships between transportation and regional development have been challenging. Regional development used to be a dominantly endogenous process where local forces were "unleashed" by investments in

productive capacities and infrastructures. Corridors have been acknowledged since the 1960s as structures shaping urbanization and regional development. Transport corridors connect locations that are most accessible and reinforce that accessibility. Current corridor development and the new role that rail plays can be simplified into four phases: development of feeders, interconnection, emergence of corridors, and emergence of global gateways.

**O’Hanlon J., Dworsky, B. (Jun. 2007). Assessing the needs of Delaware’s older drivers.**

In light of Delaware’s growing population age 60 and older, it is important to plan for the state’s projected increase in older drivers. Current road designs should be reviewed to determine whether modifications are necessary to better accommodate Delaware’s older drivers. Possible modifications include making intersections more driver- and pedestrian friendly and improving traffic signs and signal design. Additionally, comprehensive assessment, education, and outreach programs can assist individuals, families, and physicians facilitate discussions about driving and promote mobility and independence among older Delawareans. Many older adults wish to remain living in their homes or communities as they are, which is called “aging in place”. Aging in home gives seniors a sense of familiarity and comfort. The major disadvantage to aging in home is that many adults have chosen residences in mostly suburban or rural settings, in which they are dependent on a personal vehicle for transportation. (This study spoke more toward preventing auto crashes than selecting public transit as the alternative).

**Edwards, G. (Oct. 2009). Delaware’s Transportation Agenda in the Northeast Corridor.**

The 25-mile stretch of the Northeast Corridor in Delaware is fundamental to the state’s relations with transportation and economic networks at several scales. This report employs recent literature and stakeholder input to provide future researchers with an appreciation for the major issues that will hinder or enable Delaware’s regional, national, and international transportation relationships over the next five to ten years. Nearly all of these issues center on some aspect of building bridges, filling gaps, and forging alliances, which affect corridor cohesion. The transportation stakeholders hold widely diverging positions as to how major impediments to corridor movement, funding, and governance should be cleared. Many of the chief issues surrounding freight rail are related to the age of the infrastructure and its inability to keep pace either with bulkier rail cars or with the advantages afforded to the trucking industry by interstate highways. Passenger rail issues are related primarily to cost and access. For the interstate roadway portion of the Northeast Corridor, most stakeholders cite issues centered on the continued use of intelligent transportation management systems (ITMS) in alleviating congestion, rather than those related to increasing roadway capacity through the construction of new lanes or rededication of existing lanes (e.g., high-occupancy). The key issues for Delaware’s main port and airport are of the “wait and see” variety; each of these ports abides by long-term plans featuring facility upgrades in preparation for numerous economic- and transportation-related contingencies. Finally, the governance of the corridor and its component transportation modes are chiefly affected by a lack of coherence in the federal grants structure and the inability of regional stakeholders to articulate a comprehensive vision for what intermodal corridors could and should provide. Relying heavily on stakeholder interviews and recent literature, this report summarizes the major transportation issues that define Delaware’s position within the Northeast Corridor.

**Lehman, M. (Jul. 2007). Healthy and walkable communities.**

This document is intended to serve as a resource for Delaware municipalities wishing to improve the walkability of their towns and, in so doing, the activity levels and health of their residents. In addition to conducting research, IPA staff and students are working with a handful of Delaware towns to identify a study area. Each study area is jointly walked and assessed with regard to its strengths and deficiencies. This paper is a part of a larger project, the University of Delaware’s Healthy/Walkable Communities initiative, which is an ongoing collaboration between the University’s Department of Health, Nutrition and Exercise Sciences (DHNES) and the Institute for

Public Administration (IPA). A healthy and walkable community has health, safety, and quality of life benefits. The physical environments (sidewalks/crosswalks) and networks affect walkability. This study does very detailed case studies of Newark, DE, Milford, DE, Indiana, PA, Louisville, KY, Arlington, VA, and Somerville, MA to depict communities that are doing a good job being pedestrian friendly.

**Knab, D., and O'Donnell, E. (Sept. 2007). Sidewalks and shared-use paths: safety, security and maintenance.**

According to survey results, a large percent of households in Delaware indicated that walking, jogging, and/or biking was an activity in which they would participate in the next twelve months. As these facilities continue to be built and become increasingly utilized as a transportation mode, the issues of safety, security, and maintenance are emerging as major issues. The unfolding of Governor Minner's Livable Delaware Initiative has focused on mitigating the effects of sprawl and encouraging pedestrian-friendly design, which has also increased the demand for multi-modal facilities. Specific attention was directed toward accessibility issues and snow removal. This study encompassed a literature review, interviews with experts/professionals, and a policy forum. The issue of security is examined by analyzing common security incidents on trail or sidewalk facilities, problems with perceptions of security among users and the public, and vandalism-related facilities. The issue of safety is explored through the risk of injury to pedestrians or other users, compliance with ADA, and design conflicts. Maintained facilities are in good repair, accessible, and regularly inspected.

**DeCoursey, W. (Nov. 2007). Transit-oriented design: illustrations of TOD characteristics.**

Since the 1997 study, national research has continued on effectiveness measures and successful implementation of TODs. TODs create compact, walkable neighborhoods around transit stations that require only a short walk. Progress has been made in Delaware with the institution of the commuter rail with long-range plans of extending service west into Maryland and south to Middletown, Dover, and eventually Sussex County. TOD should be promoted because it improves quality of life in regard to health and fitness, personal and household economics, community economics, environmental quality, and the creation of better places to live and work. Some design characteristics of successful TODs include quality transit facilities and service, walkability, destinations, location, and parking. This study completed a literature review, looks at case studies, and researches new developments in making their recommendations.

**Scott, M. and Tuttle, D. (Dec. 2007). Framing the issues of paratransit services in Delaware.**

Public transit agencies nationwide have struggled to develop cost-effective paratransit services and service delivery methods that both provide access to transportation and meet the mobility needs of disabled persons, as required by ADA. Delaware has undertaken the task of providing a safe and efficient public transportation network that is affordable, supports mobility and access, and sustains a good quality of life for all Delawareans. Paratransit services have presented the greatest operational and financial challenge to the Delaware Transit Corporation (DTC). To help curb the increasing demand for and cost of paratransit service, public transit providers nationwide distinguish between ADA-mandated and non-ADA but Delaware is the only state that does not make this distinction and is therefore required to provide uniform service irrespective of location, trip purpose, or the cost. Delawareans in the policy-making arena believe that providing community-based support and services offer more cost-effective services, increased community options, and better quality of life to persons with disabilities. However, these practices have proven to be costly and ridership is expected to continue to increase. Confronted with the problem, DTC faces a "perfect storm" as it seeks to fund paratransit in the future.

**O'Donnell, E. (Jul. 2008). Sidewalks and shared-use paths: improving mobility and designing transit-ready communities.**

This report highlights the top ten reasons to fund pedestrian facilities, the latest ADA guidelines and compliance, developing maintenance plans for sidewalks and shared-use paths, and the Delaware statewide pedestrian action plan. The top ten benefits of funding pedestrian facilities: 10) Good for public health 9) Good for driers 8) Good for the environment 7) Good for business 6) Good for customers and employees 5) Bad for criminals 4) Good for the bottom line 3) Bad for lawsuits 2) Good for public safety and 1) Good for elected officials. Some special ADA design features of infrastructure include door-side clear zones, roundabouts and rotaries, crosswalks, slopes and cross slopes, landings and transition spaces, curb ramps and drop-offs, detectable warnings, transit, and independent operation. A successful maintenance plan should include the following: inventory of supplies, programs and procedures of inspections/enforcement/complaints, policies and standards, maintenance tasks, prioritization criteria, staffing/management/administrative issues, and coordination of activities/opportunities/agreements with other agencies. The Delaware statewide pedestrian action plan (along with Executive Order No. 83) deals with walkability, land-use settings, site designs, and street designs.

**Scott, M., Boyle, M., Eckley, J., Lehman, M., & Wolfert K. (Aug. 2008). Healthy communities: a resource guide for Delaware municipalities.**

The purpose of this guide is to show how improving the walkability of a community can lead to environmental, health, and economic benefits. To catalyze changes in policies and plans, community leaders need to communicate a compelling vision, identify and mobilize stakeholders, engage community members, nurture strategic partnerships, and build consensus. This guide offers strategic tools to develop these policies and plans, provides tips for writing a funding proposal, and lists technical assistance and funding resources. Lastly, this guide provides examples of recreation programming to promote awareness and use of pedestrian-friendly infrastructure, case studies of walkable towns in Delaware, and UD's Healthy/Walkable Communities Initiative. A best practice approach can be developed by taking a look at comprehensive plans and zoning ordinances (form-based codes, context-sensitive design, transit-oriented development).

**Jacobson, E., O'Hanlon, J., & Scott, J. (Jul. 2009). Leading tomorrow's senior center. Issue brief 2.**

By collectively working toward creating a greater quality of life for older adults through collaborative health promotion and disease-prevention efforts, older adults are more likely to lead healthier, more independent lives—a goal that many hope to achieve in their later years. NCOA encourages partnerships among academic institutions, healthcare and public-health entities, and community leaders to achieve long-term health outcomes for older adults through community-based services. In keeping with NCOA's recommendations, senior centers can take collaborative approaches in the delivery of health-promotion programs and services. Senior centers that offer high-quality physical fitness programs (through a fitness center and/or certified instructor-based classes), but weaker mental-health programs can partner with centers who offer regular health and wellness screenings and credible health-education programs but fewer physical fitness activities.

**Scott, M., DeCoursey, W., Franzen, T. (Jun. 2009). Feasibility of bus rapid transit within the Mid-Atlantic region.**

Bus Rapid Transit (BRT) is an option that Delaware has been considering and after some research, has been found to be viable and worthy especially with our current problems of congested and outdated roadways that strain to meet capacity needs. While there is no "one-size-fits-all" approach to BRT, it can provide an alternative to driving and provide more mobility options to commuters and travelers. The strength of BRT lies in its ability to develop incrementally, respond to regional mobility needs, adjust to budget constraints, and its potential to attract choice riders for a low capital cost. For these reasons, BRT systems have advantages over light rail. BRT has also been proven to serve as a mechanism for sustainable land-use and development patterns. BRT shows promise in addressing the gap between Perryville MD and New Castle County, DE. This report does an overview of BRT, description of major attributes, identification of successful systems, why it is important to the region in its potential to help mitigate traffic congestions, spur the economy, improve air quality, and promote energy-efficient

land-use patterns. The purpose of this project is to explore the feasibility of BRT in the Mid-Atlantic region immediately adjacent to Delaware's I-95 corridor.

**Jacobson, E., O'Hanlon, J., & Scott, J. (Jul. 2009). Senior centers and aging-related challenges. Issue brief 1.**

Programs that create awareness for physical and mental-health fitness among older adults may promote an increased desire to take personal responsibility for improving one's health and overall quality of life. These programs and services can be made accessible through community-based organizations such as senior centers. The projected increase in the number of older adults in the U.S. will place great demands on supportive services that are currently made available for the aging population. Health-promotion and preventive services are essential to increase the health of the aging population, decrease healthcare costs, and enhance the overall quality of life among older adults. The projected increase in diversity presents a challenge because health disparities are correlated with race/ethnicity and will change the demographics of Medicare beneficiaries and possibly stimulate change in the healthcare profiles of the program's recipients.

**O'Donnell, E. and Franzen, T. (Sept. 2009). Scoping out Delaware's role in facilitating business travel as it relates to the Wilmington Redevelopment Area, Wilmington Train Station, and New Castle County Airport, a working paper.**

This project is focusing on how to best facilitate travel access to the Wilmington Redevelopment Area by regional rail and air. Specifically, the project is studying how to maximize business travel to the Wilmington Redevelopment Area via the New Castle County Airport and Wilmington Train Station—via north/south Amtrak trains and the Southeastern Pennsylvania Transportation Authority (SEPTA) R2 train route from Newark to Philadelphia. The researchers performed a needs assessment by interviewing nine targeted businesses and agencies: AAA, Barclays, Buccini/Pollin Group, Chase Card Services, ING Direct, Pettinaro Company, the Wilmington Riverfront Development Corporation, the Wilmington Renaissance Corporation, and the Wilmington Train Station. The interviews were conducted to discuss the business travel project and receive background information in order to understand how best to facilitate travel within the Wilmington Redevelopment Area and to/from the area via the New Castle County Airport and the Wilmington Train Station.

**Scott, M. (Nov. 2009). Improving freight movement in Delaware central business districts.**

The purpose of this study was to identify issues and make recommendations regarding central business district (CBD) freight movement in order to promote economic sustainability, pedestrian access, traffic flow, and overall safety in downtown areas. In order to gain perspectives on issues and possible solutions, IPA formed a working group to include individuals representing local government planners, the business community, public safety officials, and small-package shippers and haulers.

**O'Donnell, E. & Patterson, T. (Jun. 2010). Transit Oriented Development (TOD): identification of optimal characteristics in Delaware.**

The state of Delaware currently has several opportunities to develop TODs both along commuter rail transit lines and bus routes as well as transit-ready communities within transportation infrastructure priority areas. TOD saves vital resources by conserving open space, curbing roadway infrastructure costs, and sparing consumers higher travel costs. TOD will convert Delaware's auto-centric transportation system into a truly multi-modal network. Population increases necessitate that TOD better handle increased service demand. Often public officials support TOD, but they don't know how to make it happen. They need to know what baseline requirements need to be fulfilled for a TOD to work. This paper is designed to start to answer these questions, so that, in the future, efficient and clear processes of review will move these proposals through the planning process. Planners should have a check list they can run through very quickly that gives them a good indication about whether or not a site



could be a feasible TOD. This paper will focus on local and regional strategies for TOD evaluation and implementation that will empower Delaware officials to create environments favorable to TOD projects.

**Scott, M., Calkins, A., & Coons, R. (Jul. 2010). Enhancing mobility to improve quality of life for Delawareans.**

This project was initiated with the support of the Delaware Department of Transportation (DelDOT) to explore how best practices and strategies may be applied to enhance mobility options and quality of life for all Delawareans. The study looks at issues of livability, land-use management, and municipal public policies. As a result of the focused literature search, review of municipal policies, and input from members of the working group and participants in community workshops, a list of 10 critical recommendations was compiled:

1. Seek federal sustainability community grants funding.
2. Address infrastructure improvement needs.
3. Encourage support for Complete Streets principles.
4. Better integrate land-use and transportation planning.
5. Support aging-in-community.
6. Educate the public.
7. Improve intergovernmental coordination.
8. Enhance public transit options.
9. Develop and support additional options for accessible public transportation.
10. Develop design guidelines for livable, mobility-friendly, and aging-friendly communities.

**Beck, C. (Aug. 2010). Healthy communities: the comprehensive plan assessment tool.**

This source is a checklist-based document designed to aid Delaware municipalities in the process of writing comprehensive plans that emphasize planning for and building healthier communities. One goal of this Assessment Tool is to stress that planning for healthy communities is about more than just walkability. There are five overarching principles of planning for a healthy community that structure the checklist: Bicycle and Pedestrian Accessibility (basic facilities such as sidewalks, bike lanes, and multi-use trails), Complete Streets Principles (convenient and accessible for all users using factors such as streetscaping improvements and human-scaled design practices), Parks and Open Spaces (for recreation, aesthetics, and air quality), Compact and Mixed-Use Development (high density with context-sensitive designs; opportunities to walk/bicycle to common destinations), and Convenient Access to Healthy Food (accessible by automobiles, pedestrians, bicyclists, and transit users).

**O’Hanlon, J. & Scott, J. (Aug. 2010). Healthy communities: the walkability assessment tool.**

In addition to keeping residents physically active and healthy, community spaces that promote walking can draw people together safely and provide more opportunities for people of all ages and abilities to stay socially connected and engaged. Local areas with good pedestrian networks can also have substantial economic and environmental benefits to a local area. The Walkability Assessment Tool involves a three-step process designed to aid local governments in determining their town’s walkability. The first step, the Pre Assessment Questionnaire, is intended to help answer the “*who, what, why, and how*” questions. The second step, Delaware’s Walkability Checklist, is to be completed after the pre-assessment questionnaire. It is an “in-the-field” assessment checklist designed to rate specific walkability elements of a defined area. The third step is the Post Assessment and is designed to help analyze the results of the first two steps and identify major issues and problem areas.

**DeCoursey, W. (Dec. 2010). Delaware transportation operations plan and performance assessment – NCC.**



The purpose of this project is to conduct research on the current state of the TOMPS system in New Castle County, Delaware. A policy forum is planned with participation from stakeholders to gauge the awareness of intelligent transportation management systems (ITMS and TOMPS). A white paper will provide outcomes of research and the policy forum, explain the relevance of ITMS and TOMPS, and provide an executive summary.

**Jacobson, E., DeCoursey, W., & Rosenberg, N. (Feb. 2011). The health-impact assessment (HIA): a useful tool.**

This source addresses the question: “How are existing or planned land use, community design, and transportation policies, projects, or programs affecting or likely to affect public’s health?” Geography, timing, and scale are factors that should be taken into consideration when deciding whether to use a HIA. There are five major steps in conducting an HIA: 1) Screening 2) Scoping 3) Analysis 4) Reporting and 5) Evaluation/Monitoring. The extent of an HIA can vary greatly, from quick calculations for small plans to complex land-development efforts involving multiyear investigations that forecast and model behavior and interactions for many years to come. HIA’s consider not only multiple aspects of health, but economic factors. This allows an HIA to not only impact community-health determinants, but quality of life at the individual level. HIA’s are a new concept that has been utilized more and more frequently in recent years. Performing an HIA is a helpful way to justify the acceptance, denial, or modification of a policy/project in question, see the effects a potential project/plan may have before the plan is approved, educate and lobby key stakeholders, educate and raise awareness among citizens, academics, and the media, and determining whether particular kinds of projects are worthwhile.

**DeCoursey, W. (Jul. 2011). Safe routes to school mode-share analysis.**

The nation, with Delaware being no exception, faces a number of pressing issues. Healthcare costs are spiraling out of control. Energy costs, particularly fossil fuels, have proven highly volatile and are inexorably trending higher. These, along with a number of other factors, have put state budgets under increasing pressure. Concurrently, America has been facing an obesity epidemic. Are walking or bicycling viable modes of transport for our state’s school-aged children? What truly is a “safe route to school?” Many states began Safe Routes to School initiatives, designed to identify and mitigate barriers to students’ ability to walk/cycle to school and increase incidence of walking and physical activity. In Delaware’s SRTS program, participating schools poll their students pre- and post-intervention to determine any change in walking rates. However, there was no baseline for comparison. This project’s purpose was to provide that baseline for the state and each county through analysis of survey data collected from parents of school-aged children living within walking distance of school. Understanding why parents would either allow or not allow their children to walk or bicycle to school was also an area of interest.

**Patterson, T. (Dec. 2011). Pedestrian-lighting options and roles of responsibility within unincorporated Delaware communities**

The purpose of this working paper is to document the research on the roles of responsibility and options for improving pedestrian lighting in unincorporated areas in Delaware. This working paper reviews current practices in Delaware, explores topics and problem areas related to pedestrian lighting and provides a comprehensive set of recommendations and best practices for addressing pedestrian lighting in unincorporated areas of Delaware. The report notes that while pedestrian-lighting is desirable, there are several issues regarding lighting responsibilities within unincorporated areas of Delaware. These include determining options for fixture styles, financing capital costs for the purchase of poles and fixture, installing and maintaining the fixtures over the long term, light-pollution mitigation, and financing annual maintenance costs and improvements.

**Scott, M. (Dec. 2011). Complete streets in Delaware: A guide for local governments.**

This resource is intended to help Delaware towns, cities, and counties achieve complete streets in order to provide more balanced transportation systems and to create healthy, livable environments for pedestrians, bicyclists, and transit riders of all ages and abilities. It explains how complete streets can address an unbalanced transportation system and cites benefits—including evidence that complete streets can improve pedestrian safety, community health, air quality, smart growth, and transportation equity. A history of the complete streets movement is provided and complete streets are further characterized as flexible, accessible, multi-modal, vibrant centers of activity, and having common features and design elements. The heart of the document explains strategies that Delaware local governments can undertake to support the state’s policy and initiatives that are underway. The final section focuses on the use of IPA’s online *Toolkit for a Healthy Delaware: Bringing Communities and Health Together* as an ongoing mechanism for outreach to local government officials.

### **Tuttle, D. (Jan. 2012). Optimizing accessible taxi service to augment traditional public transit services in Delaware.**

The purpose of this report is to explore the efficacy of raising Delaware’s taxi industry from its current balkanized status to a level of accessibility and performance that will permit it to augment the state’s traditional public transit services. Delaware currently has no accessible taxi service, so it needs to be created from the curb up. A path forward includes embracing philosophy of Universal Design, in which the removal of barriers for one segment of society does not simultaneously raise barriers for another. The new domestically constructed MV-1 suggested as an accessible taxi option. The question that arises is how to get the MV-1 off the dealership floor and onto the streets of Delaware in taxicab livery. Some possible strategies are suggested. This report recommends that Delaware adopt a “Santa Monica Model” of regulating taxi services through a process of franchising to provide a stabilized, higher quality, more professional, and more consistent system that would better meet the needs of all users.

### **Scott, M. (Feb. 2012). Winter maintenance of pedestrian facilities in Delaware: A guide for local governments.**

Maintaining continuously accessible pedestrian pathways is essential, but often problematic, following a severe winter snowstorm. This study examined how sidewalk snow removal and winter-maintenance practices by Delaware municipalities can be improved so as to foster walking as a year-round activity and safe mode of transportation. “Best practices” for sidewalk snow removal and winter maintenance of pedestrian facilities were researched to consider how Delaware local governments may apply such plans. The study specifically considered how to clarify and better coordinate responsibilities for winter maintenance of pedestrian facilities, improve the timely removal of snow on pedestrian facilities, ensure ADA compliance, determine how best practices may inform procedures in Delaware and consider innovative solutions to issues.

## **Literature Inventory of Best Practice Research (2005 – 2012)**

### **AARP Public Policy Institute (2005). Livable communities: an evaluation guide.**

A livable community is one that has affordable and appropriate housing, supportive community features and services, and adequate mobility options, which together facilitate personal independence and the engagement of residents in civic and social life. In an effort to gain a broad awareness of current perceptions of livability and community issues, a research team conducted 14 focus groups with older residents and caregivers in 13 cities in five areas of the country. The communities included Sun City, Pebble Creek, and Mesa, Arizona; Boone and Gowrie, Iowa; Borough Park, Bayridge, Hempstead, and Northport, New York; Carnation, Renton, and Bellevue, Washington; and Sarasota and St. Petersburg, Florida. These focus groups completed a community survey and their answers/discussion created this evaluation guide describing elements of livability:

1. Transportation: mobility options, continuing to drive
2. Walkability

3. Safety and security
4. Shopping
5. Housing
6. Health Services
7. Recreation and cultural services
8. Caring community

### **CalTrans (Jan. 9, 2009). Smart mobility framework: phase I report (revised).**

Initiated in 2008 the collaborative project with EPA and other State agencies produced a planning guide to integrate smart growth concepts into transportation planning. Smart Mobility is meeting the transportation needs of people and freight, while enhancing California's economic, environmental, and human resources. To be successful in attaining a Smart Mobility future, smart mobility principles must be applied to:

1. Land use and transportation planning activities
2. Transportation programming by all levels of government
3. Evaluation and screening tools for plans, programs, and projects
4. Local government development review, and activities such as Caltrans' Intergovernmental Review Program that focus on improving coordination and collaboration between agencies
5. Public-private partnerships for investments in infrastructure and land development projects
6. Community engagement that determines how Smart Mobility can be implemented throughout the state in ways that are responsive to local values, priorities, and conditions.

Foundation principles must include:

1. Location efficiency – to create an integrated land use and transportation system
2. Reliability – to manage, reduce, and avoid congestion through operational and strategic actions
3. Health and safety – to improve public health and reduce serious injuries
4. Stewardship – to enhance and protect resources

### **AARP Public Policy Institute (May 2009). Planning complete streets for an aging America.**

A critical component of livable communities for people of all ages is residents' ability to get where they need to go, whether by car, public transportation, bicycle, wheelchair, or foot. Yet many American streets are designed primarily for the motorist, with the goal of enabling vehicles to move as efficiently as possible. Complete Streets initiatives present an opportunity to improve the nation's travel options. A Complete Street is safe, comfortable, and convenient for travel by automobile, foot, bicycle, transit, regardless of age and ability. The focus of Complete Streets initiatives has been to encourage local, regional, and state planning agencies to change policies and procedures so that multimodal accommodations are a routine part of project development. This study encourages planners and engineers to employ design strategies/principles to: 1) Slow down, 2) make it easy, 3) Enjoy the view. Addressing these principles will advance safety and mobility for roadway users of all ages and travel modes.

### **Partnership for Sustainable Communities (June 16, 2009). Six livability principles. HUD, DOT and EPA.**

This tri-agency partnership identified six Principles of Livability:

1. Provide more transportation choices to decrease household transportation costs, reduce our dependence on oil, improve air quality & promote public health.
2. Expand location and energy-efficient housing choices for people of all ages, incomes, races and ethnicities to increase mobility and lower the combined cost of housing and transportation.
3. Improve economic competitiveness of neighborhoods by giving people reliable access to employment centers, educational opportunities, services and other basic needs.
4. Target federal funding toward existing communities - through transit-oriented and land recycling - to revitalize communities, reduce public works costs, and safeguard rural landscapes.
5. Align federal policies and funding to remove the barriers to collaboration, leverage funding and increase the effectiveness of programs to plan for future growth.

6. Enhance the unique characteristics of all communities by investing in healthy, safe, and walkable neighborhoods, whether rural, urban or suburban.

Livable communities are mixed-use neighborhoods with highly-connected streets promoting mobility for all users, whether they are children walking or biking to school or commuters riding transit or driving motor vehicles. Benefits include improved traffic flow, shorter trip lengths, safer streets for pedestrians and cyclists, lower greenhouse gas emissions, reduced dependence on fossil fuels, increased trip-chaining, and independence for those who prefer not to or are unable to drive. In addition, investing in a “complete street” concept stimulates private-sector economic activity by increasing the viability of street-level retail small businesses and professional services, creating housing opportunities and extending the usefulness of school and transit facilities.

**Filisko, G.M. (Summer 2009). Spurring growth with transit-oriented development: Developers are helping transform the way cities grow. *On Common Ground* pp. 20-23. National Association of Realtors®.**

Transit-oriented development has grown drastically in recent years as working professionals seek greater access to public transportation and urban centers. Providing ease of access to these services leads to an increase in property values and an influx of commercial business, while limiting traffic congestion and drawing in more diverse segments of the populace. These efforts are supported by both local and federal initiatives, as policymakers align with an increased public desire for livable communities. Although highly beneficial over the long-term, these projects face a number of challenges, to include complex zoning regulations, redevelopment of dense urban areas, and local resistance.

**McCann, B. (Summer 2009). Complete streets 2009: Pedestrian and bike-friendly street successes. *On Common Ground* pp. 48-51. National Association of Realtors®.**

Complete Streets policies have allowed communities nationwide to increase their walkability and pedestrian safety, reduce traffic congestion, and promote physical activity, all while increasing their overall appeal. The success of these policies relies on civic engagement and the collaboration between town councils, community members, and local businesses. Through the use of a universally applied Walk Score, each home and neighborhood can be ranked based on its ease of pedestrian access to varied destinations, and holds the potential to show correlation between increased walkability and home value.

**CalTrans (Feb. 2010). Smart mobility 2010: a call to action for the new decade.**

This handbook produced by the California Department of Transportation focuses its attention on Smart Mobility as a response to the State’s interrelated challenges of mobility and sustainability.

- Introduces the six principles that shape the Smart Mobility Framework: Location Efficiency, Reliable Mobility, Health and Safety, Environmental Stewardship, Social Equity, and Robust Economy.
- Introduces the concept of place types, a contemporary approach to planning and design. Seven place types are specifically designed as tools for planning and programming that implement Smart Mobility. The place types are: Urban Centers, Close-in Compact Communities, Compact Communities, Suburban areas, Rural and Agricultural Lands, Protected Lands, and Special Use Areas.
- Presents a set of 17 Smart Mobility Performance Measures (SMPMs), similar to metrics presently used by Caltrans but redefined to better achieve the Smart Mobility Principles. As a group, the proposed measures facilitate Caltrans’ role in context-sensitive solutions, regional blueprints, sustainable communities strategies, corridor system management plans, and interstate commodity movement, and are applicable in a full range of Caltrans studies.
- Offers summary comments about moving forward with Smart Mobility.
- Includes, in an extensive Resources section, materials that illustrate best practices and provide research evidence of the benefits of a Smart Mobility approach.

- Includes a Glossary of key terms.
- Illustrates the application of SMPMs using three hypothetical examples.
- Creates an Action Plan identifying projects and programs that apply the concepts, methods, and resources essential for implementation of the Smart Mobility Framework.

**Urban Land Institute (June 2010). Moving the needle: regional coalitions as catalysts for sustainable development.**

Multifaceted, regional coalitions serve as a catalyst for developmental change. These “Smart Growth Alliances” play a pivotal role in establishing and supporting sustainable land use and transportation policies. Current rates of land use and development are unsustainable, requiring the adoption of policy changes that promote smart growth initiatives and community cooperation. Local officials and business leaders should incentivize collaborative efforts with other municipalities, rather than competition, lest the region be weakened as a result.

- Create credible arguments for change through independent analysis
- Promote shared values between public officials and stakeholders
- Invest in long-term transportation development that supports plans for sustainable growth
- Support private sector initiatives that align with regional smart-growth goals
- Advocate change through nonpartisan, consensus-based methods
- Set both short and long-term strategic goals, taking into account the delay in implementation of plans

**Broberg, B. (Summer 2010) Generation Y: The future generation of home buyers. *On Common Ground* pp. 4-9. National Association of Realtors®.**

A change in worldviews and priorities has led members of Generation Y to differ from previous generations, with a desire for more manageable housing located in urban areas. Shunning traditional housing in suburban areas with longer commutes, they instead favor access to city resources and public transportation. Prioritizing smart growth, which focuses on promoting diversity and recognizing work/life balances, enables planners and developers to better target this segment. This includes a shift from home ownership toward increased rental opportunities and urban redevelopment.

**Newman, J. (Summer 2010). Are people driving less: Studies indicate a reduction in vehicle miles traveled. *On Common Ground* pp. 10-15. National Association of Realtors®.**

For the first time since the 1970s, American dependence on driving is in decline. This can be attributed to a number of factors, including families clamping down on transportation expenses, increased environmental concerns and an aging populace. Government policies have also played a role, with reductions on miles driven and higher mile-per-gallon standards being implemented over the next decade. Taking these facts into consideration may help city planners develop more effective public transportation networks, while limiting urban growth boundaries and promoting walkability.

**Sexton, C.J. (Summer 2010). Promoting the active living benefits of walkable neighborhoods. *On Common Ground* pp. 22-27. National Association of Realtors®.**

Studies have shown that built environments that promote walkability and utilization of public transit have the potential to increase community health and physical activity. This has become increasingly important, as obesity rates have increased over time, while daily physical activity has been in decline. The use of Walkability Scores to rank housing and neighborhoods has shown that walking friendly neighborhoods hold a premium over comparatively inaccessible areas, and draw greater interest from potential residents. These smart growth principles also lead to increased community interaction, promoting civic engagement and healthy living.

**Goldberg, D. (Summer 2010). Retrofitting the suburbs. *On Common Ground* pp. 40-45. National Association of Realtors®.**



Efforts are underway in numerous cities to redevelop automobile-centric, suburban areas into walkable, public-transit oriented communities. The most successful of these efforts have prioritized rail access to urban areas, drawing in younger professionals and revitalizing local economies. Although complex in nature, many of these efforts entail the redevelopment of commercial strips and economically depressed downtown areas, replacing dilapidated buildings and asphalt with more environmentally sensitive construction. For these efforts to move forward, traditional policies must be reexamined, allowing for transportation resources to be refocused from new suburban construction to older, more urban communities.

**Van Gleson, J. (Summer 2010) Retiring to your home: Aging in place support groups provide seniors the option to remain in their current neighborhoods. *On Common Ground* pp. 46-51. National Association of Realtors®.**

As an increased segment of the populace ages, a trend toward supporting retirees within their own homes has emerged. Polling data has shown that that elderly Americans have shied away from traditional retirement communities in favor of receiving support in the form of volunteer and paid services. To fiscally support these efforts and to vet potential workers, the development of specific government grant programs and nonprofit organizations have begun. Unfortunately, the sustainability of these programs is still in question, as a reliance on private donors and individual contributions is somewhat unattainable.

**Tachieva, G. (Sept. 24, 2010). *Sprawl Repair Manual*.**

Sprawl remains the prevailing growth pattern across the United States, even though experts in planning, economics and environmental issues have long denounced it as wasteful, inefficient, and unsustainable. Sprawl is a principal cause of lost open space and natural habitat as well as increases in air and water pollution, greenhouse gas emissions, infrastructure costs, and even obesity. But is it possible to repair sprawling suburbs and create more livable, robust, and eco-sensitive communities where they do not now exist? This new book answers with a resounding "yes" and provides a toolbox of creative approaches for doing just that. Sprawl repair can be defined as transforming failing or potentially failing, single-use, and car dominated developments into complete communities that have better economic, social, and environmental performance. The *Sprawl Repair Manual* offers comprehensive guidance for transforming fragmented, isolated and car-dependent development into "complete communities." The manual is designed to equip readers - from professional planners, designers, and developers to regulators and concerned citizens - with strategies drawn from two decades of successful repair projects. The *Sprawl Repair Manual* is the first book to provide a step-by-step design, regulatory, and implementation process as follows:

1. Determine domains
2. Delineate preservation and reservation areas
3. Prioritize commercial and employment nodes
4. Prioritize potential transit and infrastructure networks
5. Identify targets
6. Implement transfer of development rights
7. Assemble the sector map

Toolkit:

1. Neighborhood structure
2. Viable infrastructure and utilities
3. Environmental performance
4. Robust housing stock
5. Financial viability

**AARP Public Policy Institute (Nov. 2010). Home and community preferences of the 45+ population.**



## Formulating a Framework to Plan for Complete Communities in Delaware

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In an effort to learn more about home and community issues that affect midlife and older adults, in July 2010 AARP Research & Strategic Analysis contracted with GfK Custom Research North America to field a short series of questions as part of OMNITEL, their weekly telephone omnibus service. At the conclusion of two weeks, responses had been received from 1,616 respondents ages 45 and older. Important factors for aging in place include:

- Household features – full bath on the main level, bedroom on the main level, sidewalk in front of the home, half bath on the main level, an entrance without steps, door handle levers instead of knobs, and doorways wider than the standard.
- Community aspects – being near friends/family, being near where you want to go, being near church/social organizations, it's easy to walk, being near good schools, being near work, and being near transit (bus/rail).

### **Ryerson University (Toronto, Ontario, Ca.) Masters of Urban Planning (Dec. 2010). Complete communities final report.**

Ryerson University conducted research on complete communities in response to dissatisfaction with urban sprawl, environmental degradation, wasted energy supplies, social segregation, health problems, and strained public budgets. Research was conducted in three phases: 1) Secondary research, consisting of a thorough literature review and background research on current planning concepts and policies related to the existing concept of Complete Communities; 2) further secondary research and extensive peer discussion, culminating with the creation of a definition and respective principles for Complete Communities; 3) development of the recommendations for the Provincial Policy Statement, creation of an interactive website, and a comparative application of Complete Communities through a case study of a suburban Toronto neighborhood – Hillcrest Village.

Ryerson University research determined that a Complete Community allows for people of all ages and abilities to safely and conveniently meet their daily needs through a diverse mix of food distribution options, local and public services, housing choices, employment opportunities, open areas and recreational spaces, and an efficient public transportation system, all of which are supported by the necessary infrastructure to accommodate a wide variety of lifestyle choices. Complete communities encourage meaningful community participation in all relevant aspects of planning and support sustainable development that is beneficial to the natural environment and the health of society as a whole. This definition is to be used to help operationalize the themes and principles of Complete Communities. The themes – Natural Environment and Diversity – are at the core of Complete Communities. The six principles include:

- 1) Inclusive and Active Community
- 2) Global Economic Initiative
- 3) Integrated Transportation System
- 4) Mix of Complimentary Land Uses
- 5) Food Accessibility
- 6) Urban Design

### **Arendt, R. (2010). Envisioning better communities – seeing more options, making wiser choices. APA Planners Press and the Urban Land Institute.**

Communities should seek to strengthen their character and identity through the reinforcement of their most notable attributes. Numerous examples of progressive development are provided pictorially, as are models of poorly designed communities, utilizing both historic and conceptual models.

1. Identify and overcome challenges to the preservation and use of open space
2. Streamlined development techniques for non-metropolitan towns and communities
3. Illustrated design techniques for successful and livable neighborhoods
4. Plans for the improvement of town centers based upon historic examples
5. Models for development of appealing transportation networks, commercial areas, and redevelopment

### **Victoria Transport Policy Institute (Jun. 17, 2011). Community livability.**

Community livability is highly dependent on the perception of environmental and social quality. The effects of increased livability are not limited merely to residents, but extend to property values and business activities, as well as public health and safety. Community livability objectives include:

1. Perception of public safety
2. Attractive streetscapes and public facilities
3. Community character
4. Friendliness and consideration
5. Community cohesion
6. Walkability
7. Convenience
8. Quietness, fresh air, and cleanliness
9. Quality of independent mobility for children, elders, and persons with special needs
10. Recreation
11. Affordability
12. Equity

### **Dannenberg, Frumkin, Jackson, editors (August 2011). Making Healthy Places: Designing and Building for Health, Well-Being, and Sustainability.**

Healthy and sustainable communities require investigation and understanding of the effects of land development on the wellness of individuals, including:

- Designing communities around air and water quality, as well as physical activity
- Taking food environments into account
- Identifying vulnerable populations
- Diagnosing health issues from the workplace to the home
- Developing communities that harness natural beauty and are resilient to weather effects
- Strategic planning that includes policy priorities and education for future generations

### **FHWA (October 28, 2011). Livability in transportation guidebook: planning approaches that promote livability.**

This document illustrates how livability principles have been incorporated into transportation planning, programming, and project design, using examples from state, regional, and local sponsors. The Guidebook primarily explores how transportation planning and programs can improve community quality of life, enhance environmental performance, increase transportation and housing choice while lowering costs, and support economic vitality. Six Livability Principles are discussed, including the need to:

1. Provide more transportation choices
2. Promote equitable, affordable housing
3. Enhance economic competitiveness
4. Support existing communities
5. Coordinate policies and leverage investment
6. Value communities and neighborhoods

### **Broberg, B. (Winter 2011) Attracting the talent. *On Common Ground* pp. 48-53. National Association of Realtors®.**

Cities and regions that prioritize urban redevelopment, with a focus on tolerance, technology, and transportation, appeal greatly to the creative class of workers. This burgeoning segment of the middle class brings with it a deep pool of talent that seeks greater amenities and distinct urban villages. City planners and developers seeking to attract and retain this talent must highlight the nightlife and innovation within their city, while redeveloping downtown areas rather than focusing on suburban growth.

**Broberg, B. (Winter 2011). Placemaking. *On Common Ground* pp. 4-9. National Association of Realtors®.**

Placemaking successes are discussed utilizing a comparison of different city initiatives. These efforts focus on the integration of greater walkability, increased open spaces, and mixed land use into urban areas, greatly increasing the appeal and prosperity of surrounding areas. These successes have been made possible through collaboration between city planners, developers, and stakeholders within the community, promoting open access and equal use of city resources.

**Newman, J. (Winter 2011). Transit options: supporting communities during tough times. *On Common Ground* pp. 22-27. National Association of Realtors®.**

Development of light rail is a boon to both city development and community growth, with multi-city case studies supporting this notion. Rail development in Dallas and Minneapolis has seen usage rates well above initial projections as well as reinvestment and redevelopment in economically depressed areas adjacent to rail stops. Similarly, home prices have seen increases in relation to their access to rail stops, drawing in new, talented segments of the population, reducing traffic woes, and stimulating commercial growth.

**Goldberg, D. (Winter 2011) Zoning for prosperity. *On Common Ground* pp 36-41. National Association of Realtors®.**

With the loss of nearly half its population over the previous 50 years, the city of Buffalo has sought to streamline redevelopment efforts through the analysis and streamlining of antiquated, complex zoning codes. An adoption of “Green Code” promotes character-driven community designs that enhance walkability, public transit use, and environmentally stable construction. This mixed-use development encourages economic growth and stable, long-term revenue streams. Following Buffalo’s success, nearly 300 other cities have adopted similar measures to spark innovative urban design.

**American Institute for Architects (2011). 10 principles for livable communities. *Communities by Design*.**

Good design makes economic sense: an attractive community will draw new residents, jobs, and investment. Working together, community members can create a vision of what they want their community to be and then implement it. When the residents of a community create their own plan for the future, they are more likely to trust it and feel a sense of stewardship that will keep the plan relevant, useful, and adaptable to change over many years. AIA sets forth 10 principles for livable communities as follows:

1. Design on a human scale
2. Provide choices (housing, shopping, recreation, transportation, employment)
3. Encourage mixed-use development
4. Preserve urban centers
5. Vary transportation options
6. Build vibrant public spaces
7. Create a neighborhood identity
8. Protect environmental resources
9. Conserve landscapes
10. Design matters

**Pruetz, R. (Aug/Sept 2012) Planning: rural challenges, rural choices. APA Planners Press.**

The preservation of rural areas and open space provides great benefits to towns and communities, while limiting rural decline and sprawl. Through the implementation of multiple strategies and the partnering with both public agencies and private conservation groups, cities and towns are able to increase their preservation efforts. These efforts grant communities both environmental and economic benefits that create lasting value and increase their

overall appeal. Three counties that have successfully applied these principles are highlighted, and include: Lexington-Fayette County, Kentucky; Lancaster County, Pennsylvania; and Pima County, Arizona. Successful preservation efforts require a respect for the environmental as well as recognition of community individuality and culture.

- Preservation of countryside and open space leads to greater protection of watersheds, local food security, outdoor recreation, and growth management.
- Lexington-Fayette County, Kentucky has been extremely successful in its adoption of urban-growth boundaries and rural preservation efforts
- These efforts included an increased minimum acreage requirement for the installation of septic systems, preservation of farmland, protection of environmentally-sensitive areas, as well as the permanent preservation of 50,000 acres of rural land.
- Lancaster County, Pennsylvania achieved similar success through the preservation of 275,000 acres of farmland in 1975.
- Their innovative strategic plan focused on agricultural zoning, the purchase of land development rights, and creating urban growth boundaries.
- Pima County, Arizona succeeded in a public/private partnership that has enabled 1.6 million acres to be declared protected space.
- The Sonoran Desert Conservation Plan allowed for the protection of archaeological sites, landmark structures, historic communities, ghost towns, and historic trails.

### **Victoria Transport Policy Institute (Sept. 10, 2012). Comparing smart growth and sprawl.**

Smart growth policies integrate transportation and land use decisions, encouraging mixed-use development rather than automobile-dependent communities built on the urban fringe. Smart growth practices include:

1. Strategic Planning
2. Create more self-contained communities
3. Maximize Accessibility and Transportation
4. Increase Walkability within Neighborhoods
5. Encourage distinctive and attractive communities
6. Foster quality, compact development
7. Utilize Context Sensitive Designs
8. Encourage Cluster development
9. Promote infill development
10. Reform tax and utility rates
11. Concentrate transit activities
12. Manage parking for efficiency
13. Avoid overly-restrictive zoning
14. Create good roadway connectivity
15. Orient construction and site design toward city street models
16. Improve non-motorized travel conditions
17. Preserve greenspace
18. Encourage a mix of housing types and prices
19. Use on-site utility management

### **U.S. Environmental Protection Agency (Sept. 18, 2012). Smart growth illustrated.**

Smart growth is all about how we build our communities. It is often easier to communicate ideas about density, design, walkability, and housing and transportation choice with pictures than with words alone. Smart Growth Illustrated does just that -- provides visual examples of smart growth techniques as they have been used in different places. Although every example illustrates several smart growth principles, each was chosen to illustrate one specific principle. In aggregate, 20 case studies were conducted that effectively illustrate the 10 smart growth principles. Smart growth principles are cited, including:

1. Mix Land Uses
2. Take Advantage of Compact Building Design

3. Create a Range of Housing Opportunities and Choices
4. Create Walkable Neighborhoods
5. Foster Distinctive, Attractive Communities with a Strong Sense of Place
6. Preserve Open Space, Farmland, Natural Beauty, and Critical Environmental Areas
7. Strengthen and Direct Development Towards Existing Communities
8. Provide a Variety of Transportation Choices
9. Make Development Decisions Predictable, Fair, and Cost Effective
10. Encourage Community and Stakeholder Collaboration in Development Decisions

### **APA (2012). Characteristics and guidelines of great neighborhoods. Great Places in America.**

What Makes a Great Place? We all can think of a street, neighborhood, or public place that is unique or memorable, but what makes it special? What elements combine to produce a place that not only works for people in the community but rises far above the ordinary? APA's selection guidelines will be considered in addition to other important factors such as geography, population, demographics, and setting (urban, suburban, rural). A great neighborhood:

1. Has a variety of functional attributes that contribute to a resident's day-to-day living (i.e., residential, commercial, or mixed-uses).
2. Accommodates multi-modal transportation (i.e. pedestrians, bicyclists, drivers).
3. Has design and architectural features that are visually interesting.
4. Encourages human contact and social activities.
5. Promotes community involvement and maintains a secure environment.
6. Promotes sustainability and responds to climatic demands.
7. Has a memorable character.

Guidelines to achieve a great neighborhood include:

1. Form and Composition
2. Character and Personality
3. Environment and Sustainable Practices

### **APA (2012). Characteristics and guidelines of great streets. Great Places in America.**

APA notes that a great street:

1. Provides orientation to its users, and connects well to the larger pattern of ways.
2. Balances the competing needs of the street — driving, transit, walking, cycling, servicing, parking, drop-offs, etc.
3. Fits the topography and capitalizes on natural features.
4. Is lined with a variety of interesting activities and uses that create a varied streetscape.
5. Has urban design or architectural features that are exemplary in design.
6. Relates well to its bordering uses — allows for continuous activity, doesn't displace pedestrians to provide access to bordering uses.
7. Encourages human contact and social activities.
8. Employs hardscape and/or landscape to great effect.
9. Promotes safety of pedestrians and vehicles and promotes use over the 24-hour day.
10. Promotes sustainability through minimizing runoff, reusing water, ensuring groundwater quality, minimizing heat islands, and responding to climatic demands.
11. Is well maintained, and capable of being maintained without excessive costs.
12. Has a memorable character.

Guidelines to achieve a great street include:

1. Form and Composition
2. Character and Personality
3. Environment and Sustainable Practices

### **APA (2012). Characteristics and guidelines of great public spaces. Great Places in America.**

APA notes that a great public space:

1. Promotes human contact and social activities.

2. Is safe, welcoming, and accommodating for all users.
3. Has design and architectural features that are visually interesting.
4. Promotes community involvement.
5. Reflects the local culture or history.
6. Relates well to bordering uses.
7. Is well maintained.
8. Has a unique or special character.

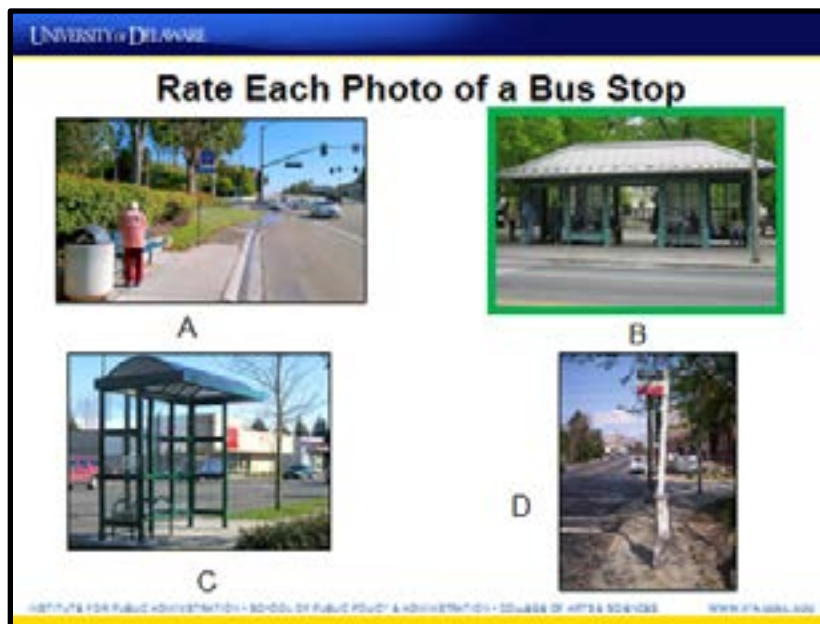
Guidelines to achieve a great place include:

1. Features and Elements (not all may apply)
2. Activities and Sociability
3. Unique Qualities, Traits, and Characteristics

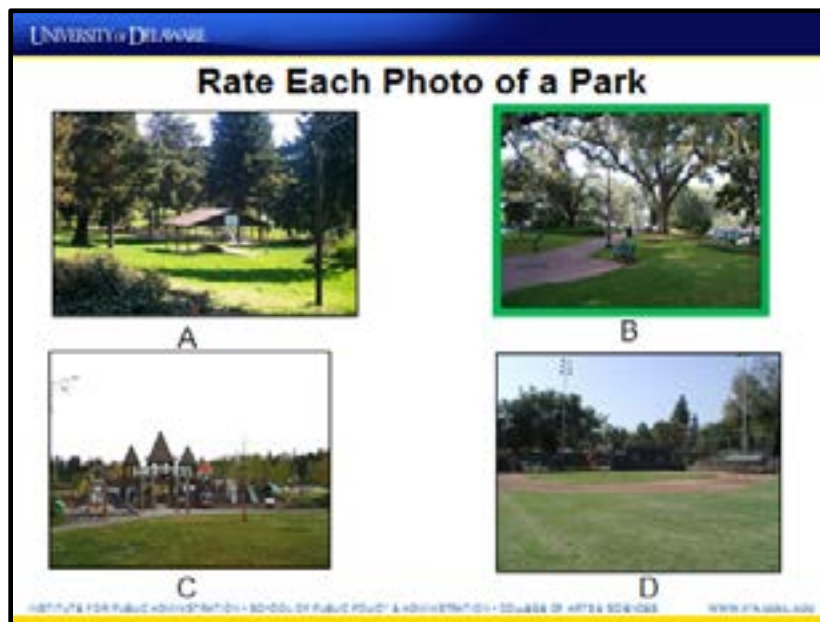


## Appendix C. VPS Results – Town of Elsmere

An analysis of the Elsmere VPS results reveals strongly appealing visual preferences (highlighted in green) and strongly unappealing visual preferences (highlighted in red).



Regarding visual preferences for bus stops, survey respondents indicated a strong positive preference Photo B, answering either Appealing (2) or Strongly Appealing (3).



## Formulating a Framework to Plan for Complete Communities in Delaware

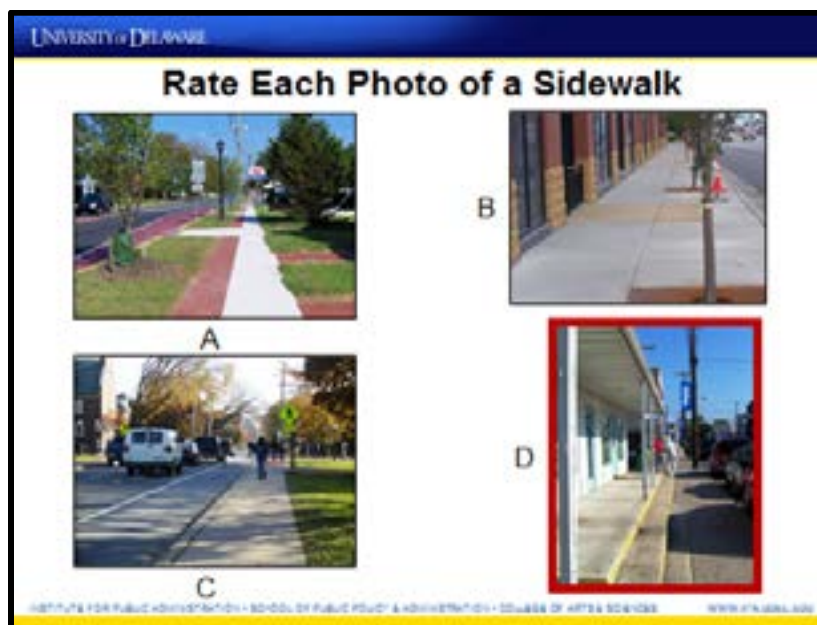
In question #31 participants were asked to rate photos of various parks. 81.25 percent of respondents indicated a strong positive preference for Photo B, answering either Appealing (2) or Strongly Appealing (3).



In question #30 participants were asked to evaluate various scenarios of social interaction. Ninety-four percent of respondents found Photo A appealing, replying with either Appealing (2) or Strongly Appealing (3).



In question #17 participants were asked to rate examples of townhomes and rowhomes. Nearly 69 percent of respondents indicated that Photo E was unappealing, replying either Strongly Unappealing (-3) or Unappealing (-2).



In question #2 participants were asked to rate photos of sidewalks. Three-quarters of the respondents indicated that Photo D was unappealing, answering either Unappealing (2) or Strongly Appealing (3).

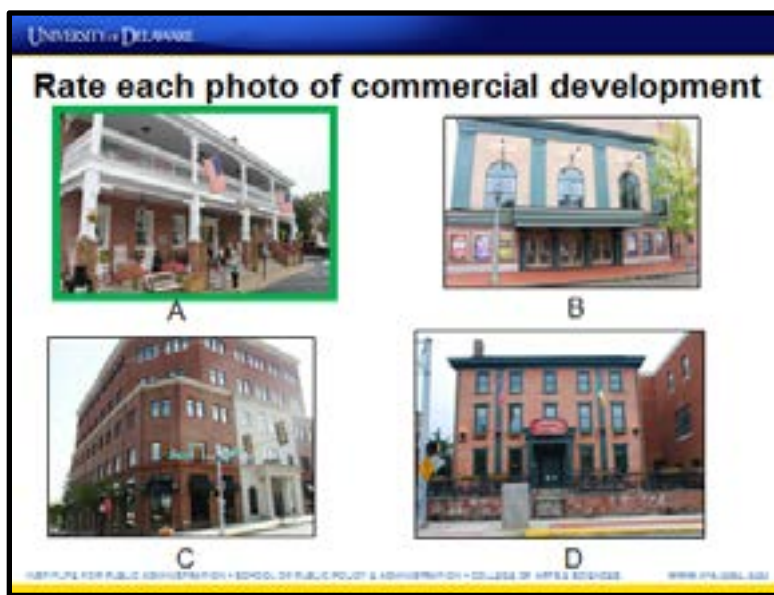
*\*Note: The number of responses gathered from the Elsmere VPS is insufficient to provide statistically significant data. However, it does provide a starting point to encourage discussion on a future vision of Elsmere. The above results represent the combined data set from both the facilitated and online versions of the Elsmere visual preference survey.*

Comments received from Elsmere stakeholders include:

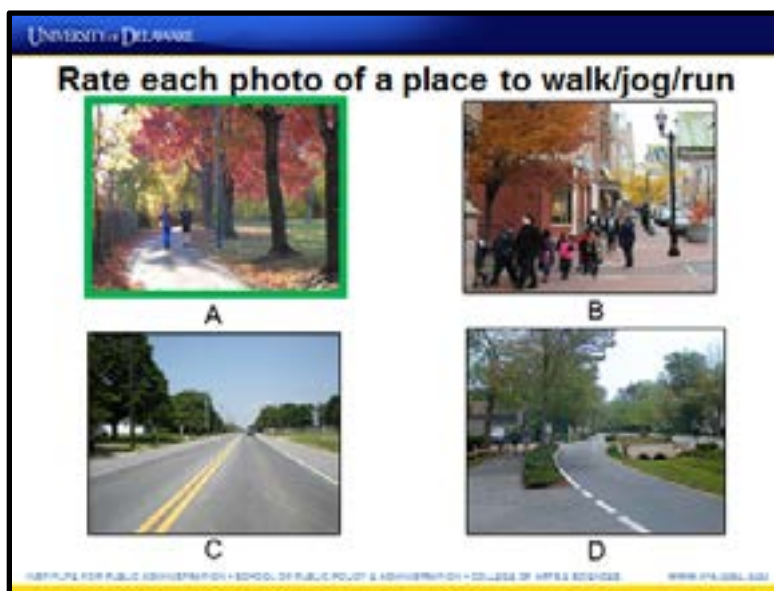
1. Photos were too general. They had little to do with Elsmere or its situation. It does not take into consideration our uniqueness.
2. Slides on utilities, schools, traffic calming, and historic preservation were missing.

## Appendix D. VPS Results – City of Milford

The analysis of the combined data set from both the facilitated and online versions of the Milford VPS revealed strong visual preferences for several photos, as displayed below. Photos highlighted with green boxes indicate significant positive results and red-highlighted boxes indicate significant negative results.



Question #32 asked respondents to rate various examples of commercial redevelopment. A majority of participants indicated a positive preference for Photo A.

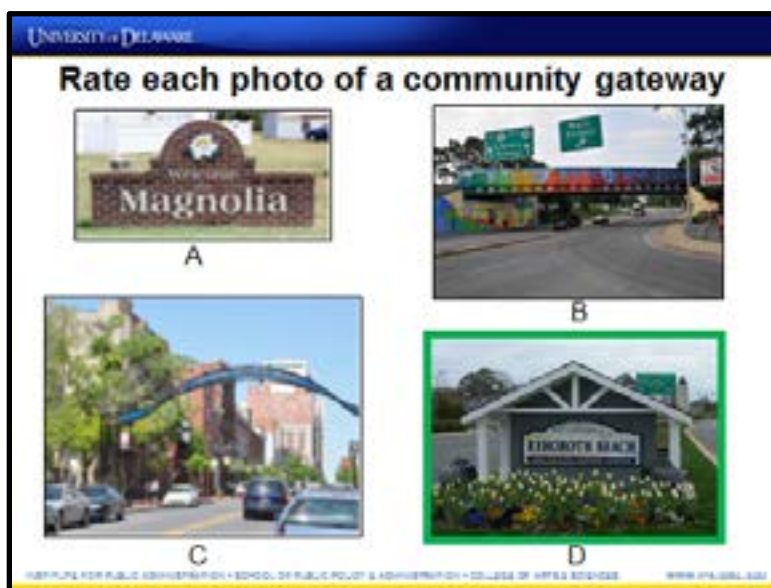


In question #1, respondents were asked to rate their preferences for places to walk, jog, or run. Over 88% of the 151 surveyed rated Photo A as Appealing (2) or Strongly Appealing (3).

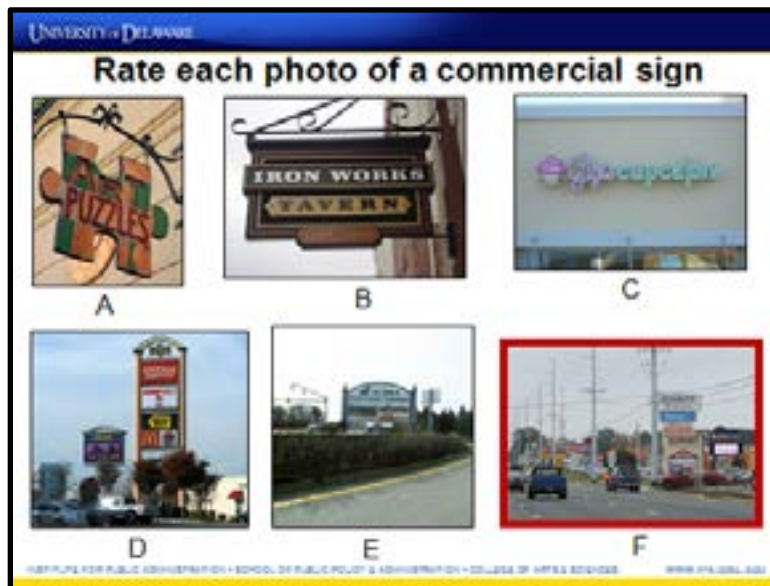




Question #9 evaluated preferences for various aspects of streetscaping. Of those surveyed in Milford, Photos B, C, and D each averaged a score of 2 (Appealing).



Question #24 asked participants to rank various community gateways. Milford residents rated Photo D the most appealing, with an average score of 1.7 (Appealing).



Question #23 examined various types of commercial signage. Of the 151 surveys collected in Milford, Photo F yielded an average score of -2 or (Unappealing).



Question #14 asked participants to examine examples of mixed-use development. On average, Milford residents found Photo F to be the most visually unappealing, with an average score of -1.

### Comments

During Workshop #2, stakeholders in both communities provided input on the VPS instrument. Many stakeholders felt that the VPS was too generic and not specific to their community. Milford stakeholder comments included:

- I would like to see photos of good and badly maintained neighborhoods. Older communities should not be allowed to deteriorate because of a lack of long-term city



vision. We have too many single-family houses converted to multiple units without considering their impact on our quality of life!

- Picture depicting youth, schools and higher education. Pictures depicting other institutions (churches); community service buildings; government buildings
- I would like to see the downtown space be more attractive to pedestrian traffic and attractive to a younger audience.
- If we find the gateway into our community, how do we make improvements?
- I think for living in a city environment, some of the pictures and illustrations were sort of normal for us.
- Very interesting concepts; a real eye-opener of options for our city to be appealing to first-timers.

IPA also asked Milford stakeholders to suggest types of photos to rate within a future VPS. Suggestions included:

- Non-developed green space
- School design/layout – public, private, higher education
- Outdoor venues – Riverfront, tourist attractions
- Institutional facilities (YMCA, girls' club/boys' club, community service)
- Government buildings
- Preferences – where to gather (downtown space – attractive to younger population; agri-oriented – community gardens; farmers' market; incorporating green spaces with development)
- Different use of existing structures
- Industrial-use options
- Visual preferences for corridors as you come into the city
- Show gateway transformations/improvements
- Range of overnight accommodations (bed and breakfast, hotels, motels)
- Places of worship (storefront venues, traditional buildings)
- Good and poorly maintained neighborhoods (specifically single-family houses that have been converted to multiple units)

### Appendix E. GIS maps

Appendix F includes a series of maps that were produced for each pilot community by Nicole Minni, GISP, IPA Associate Policy Scientist. A preliminary version of these maps was used for the exercises in Workshop #3 (which were discussed previously). The input received from the stakeholders who attended Workshop #3 was mapped using GIS, and the final hard-copy maps were hand-delivered to Town Manager John Giles and Richard Carmean in October and November 2012. Final GIS maps for the Town of Elsmere can be found in Appendices E1 – E3 as follows:

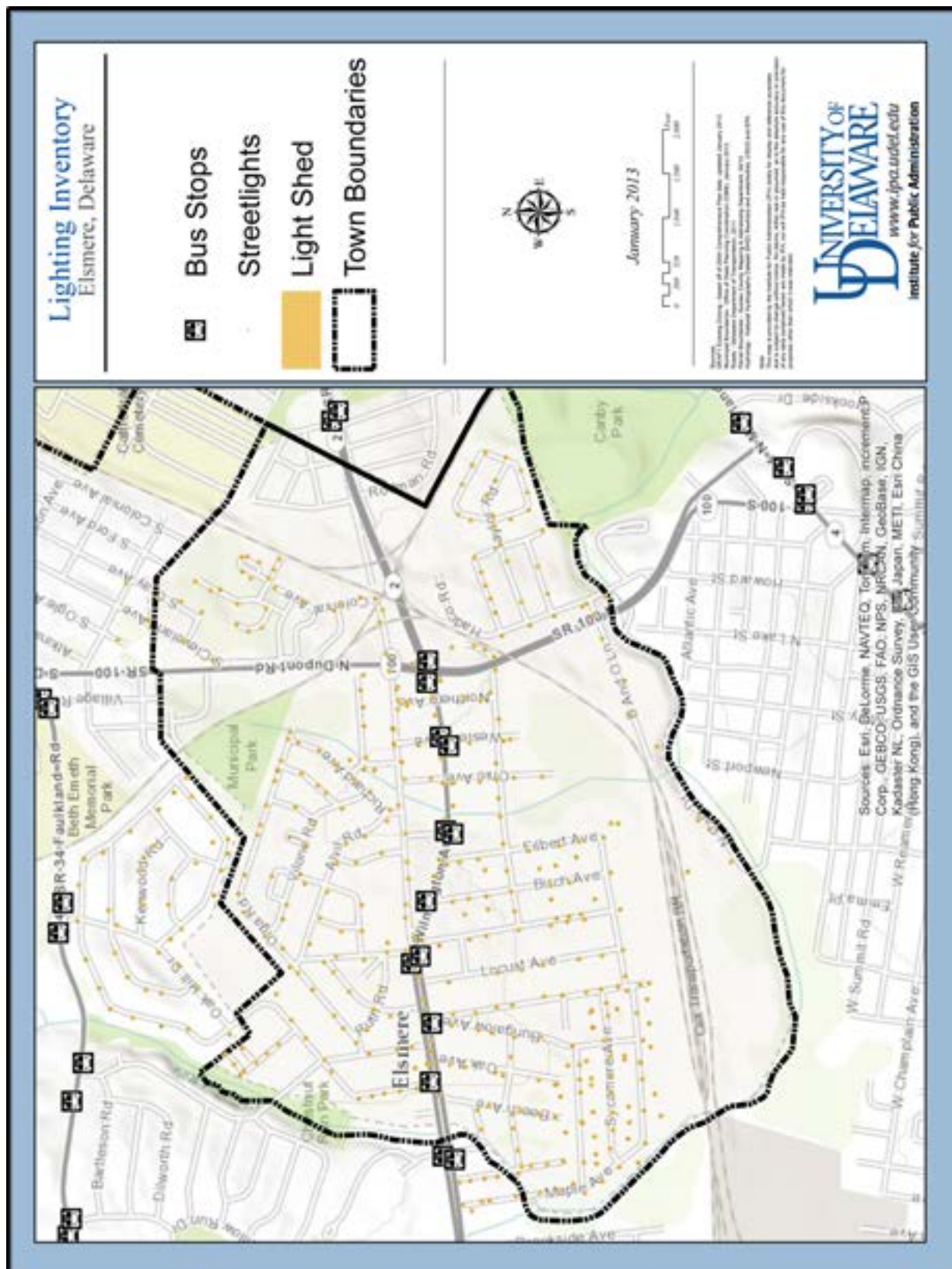
- Appendix E1. Elsmere Lighting Inventory
- Appendix E2. Elsmere Sidewalk Inventory
- Appendix E3. Elsmere Tree Canopy

Final GIS maps for the City of Milford are contained within Appendices E4 – E9.

- Appendix E4. City of Milford Bikeability Destination Map
- Appendix E5. Delaware's Coastal Heritage Byways Maps – Milford and Bayshore Connections
- Appendix E6. City of Milford Gateways Map
- Appendix E7. City of Milford Historic Preservation Map
- Appendix E8. Inter-City Public Transit Map
- Appendix E9. Walkability/"Great Places" Map

Electronic GIS-map products from the Town of Elsmere and City of Milford Complete Communities project are the intellectual property of the University of Delaware IPA. However, GIS maps and data associated with the Complete Communities project are available to the municipal officials at an additional charge and can be delivered electronically by sending a written request to Nicole Minni ([nminni@udel.edu](mailto:nminni@udel.edu)). Use of all GIS maps and data created for the Town of Elsmere and City of Milford must acknowledge the University of Delaware Institute for Public Administration.

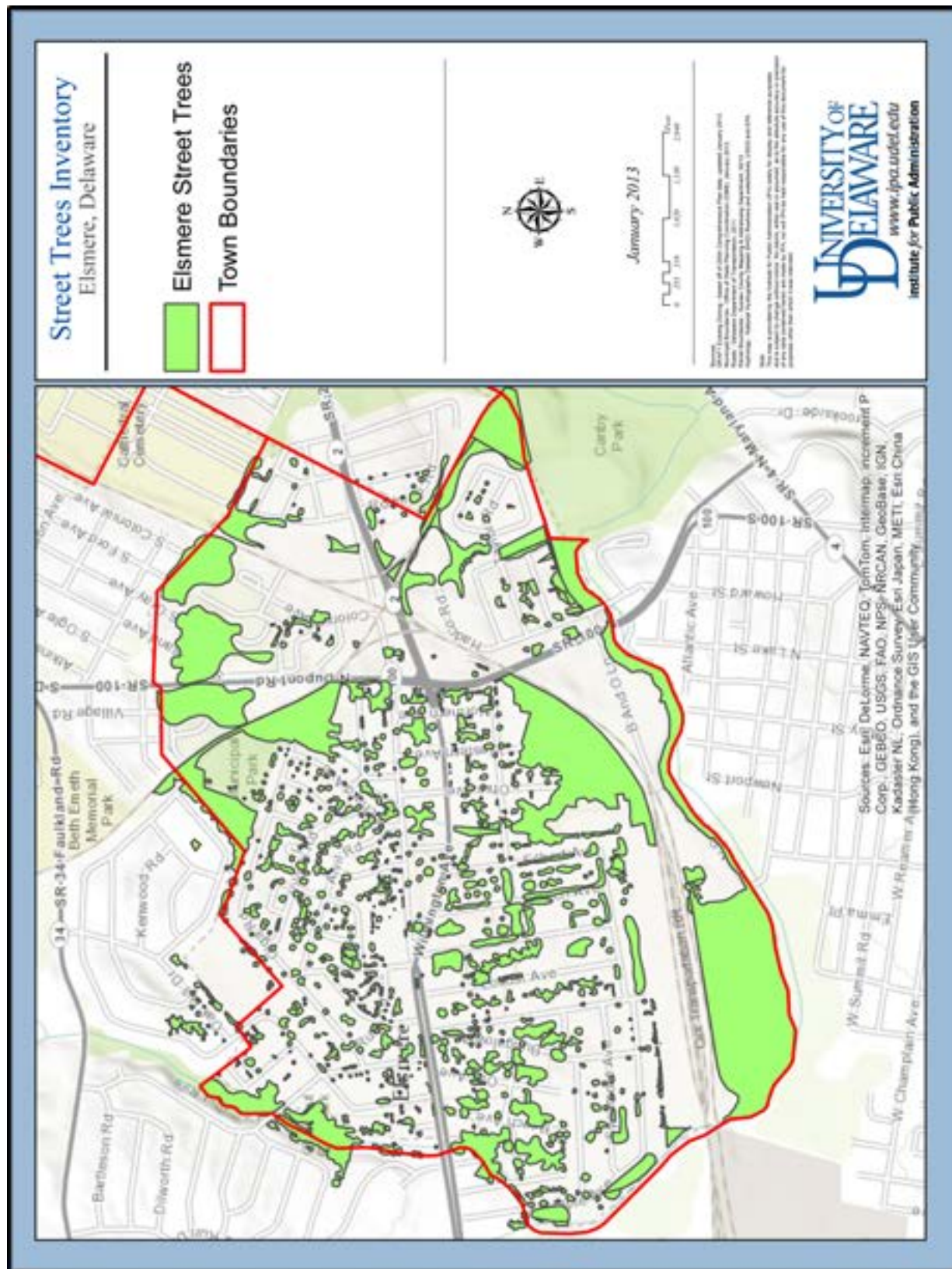
Appendix E1. Town of Elsmere Lighting Inventory





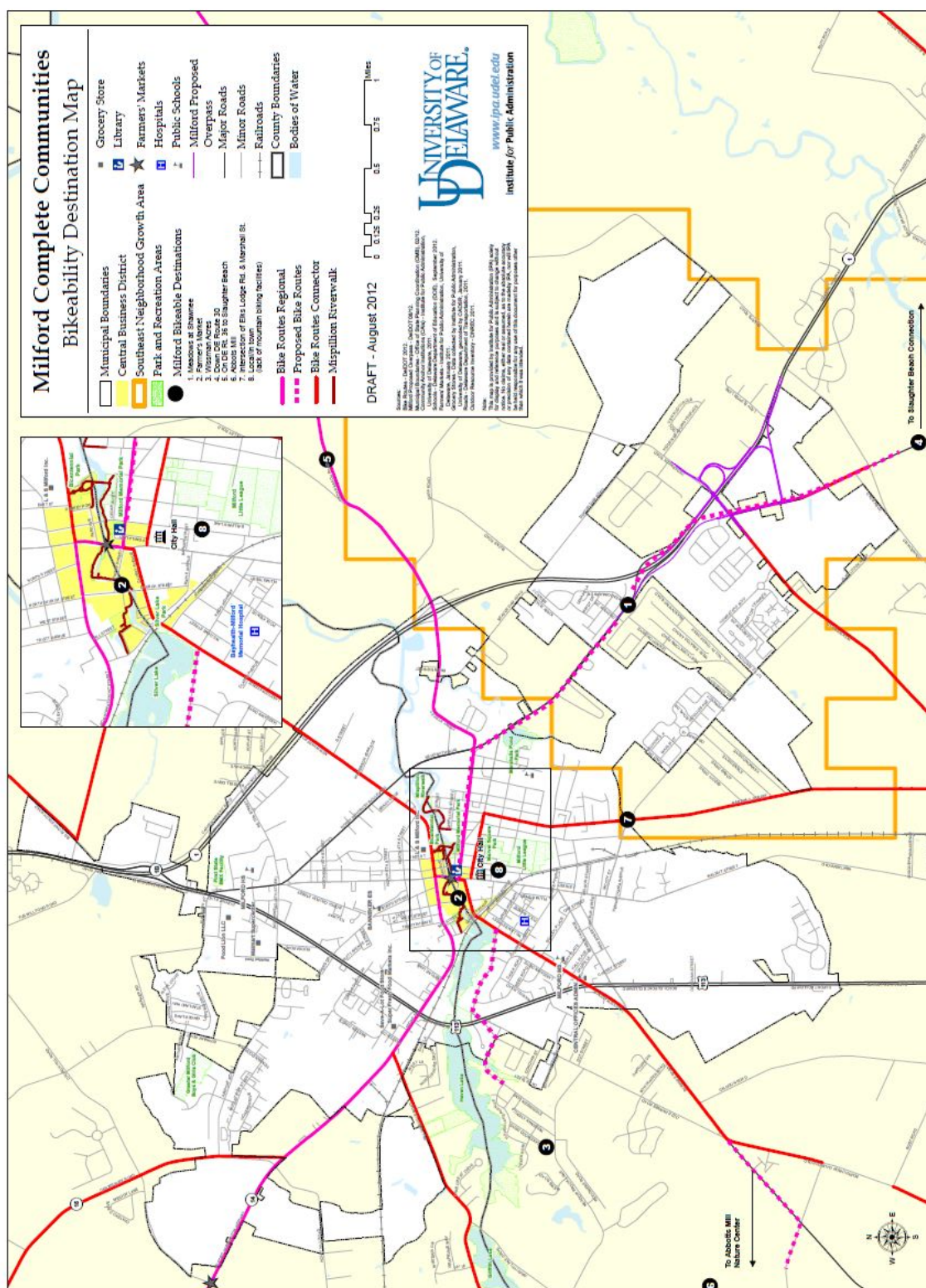


### Appendix E3. Town of Elsmere Tree Canopy



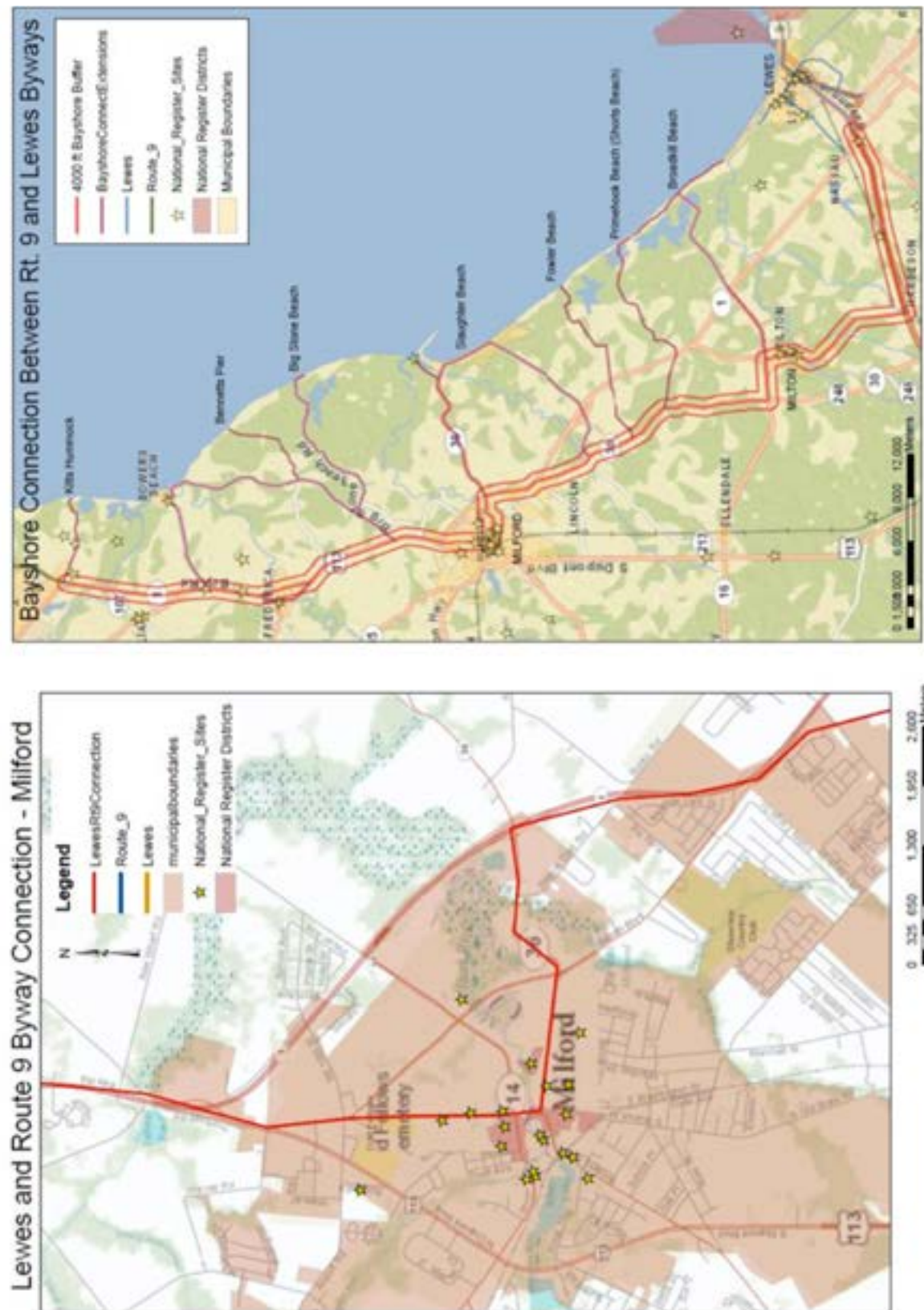


## Appendix E4. City of Milford Bikeability Destination Map

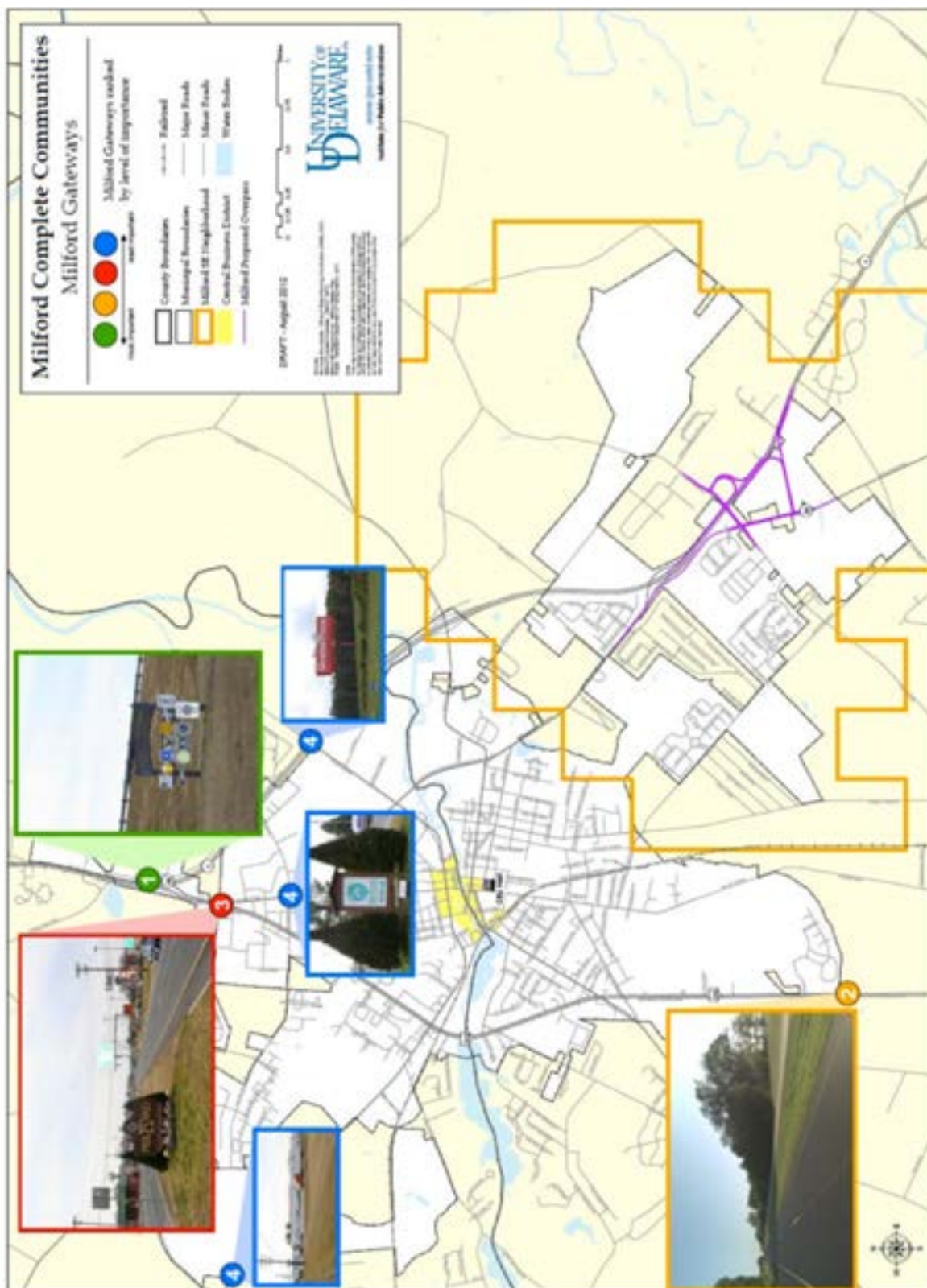




## Appendix E5. Delaware's Coastal Heritage Byways Maps – Milford and Bayshore Connections

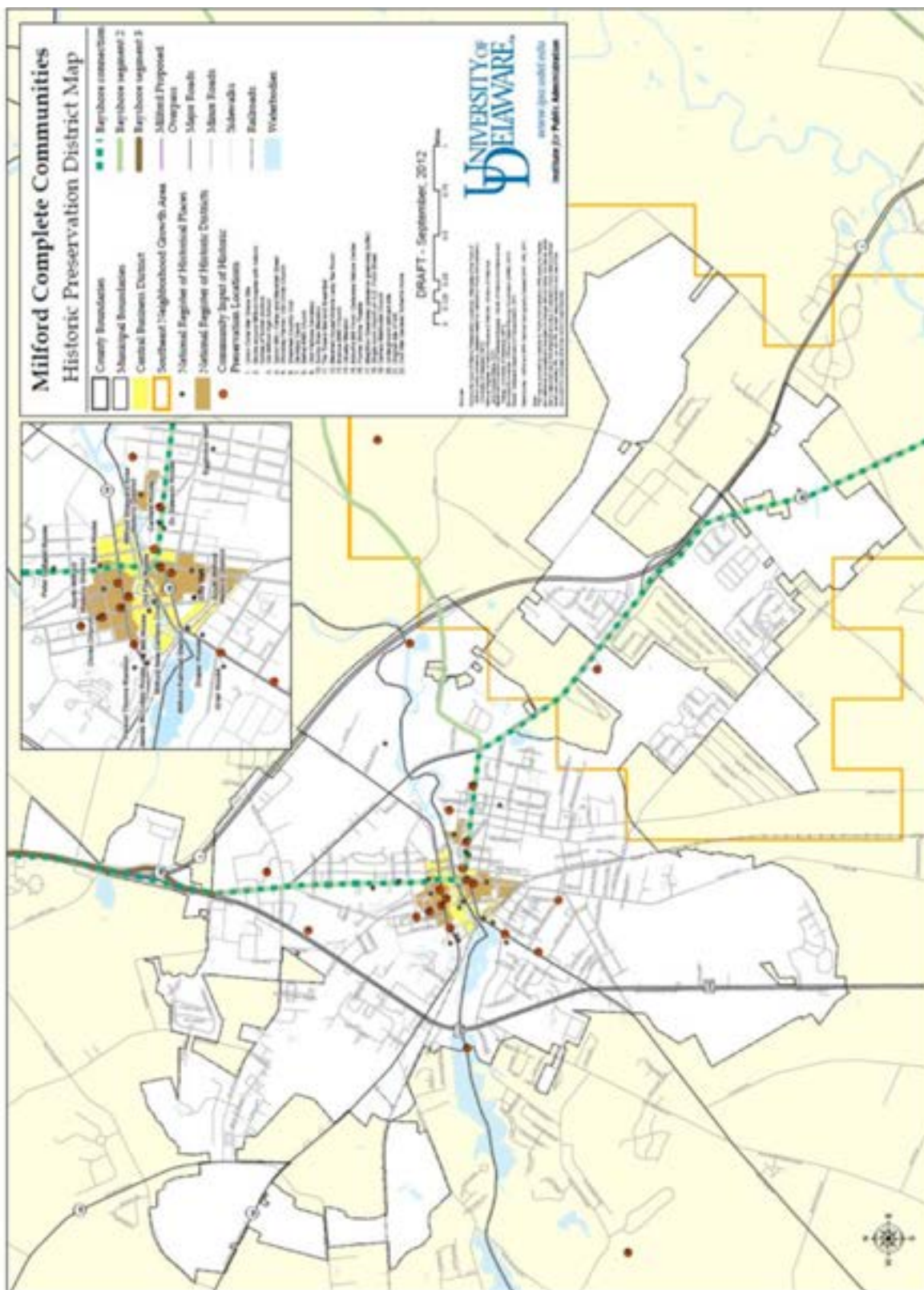


Appendix E6. City of Milford Gateways Map





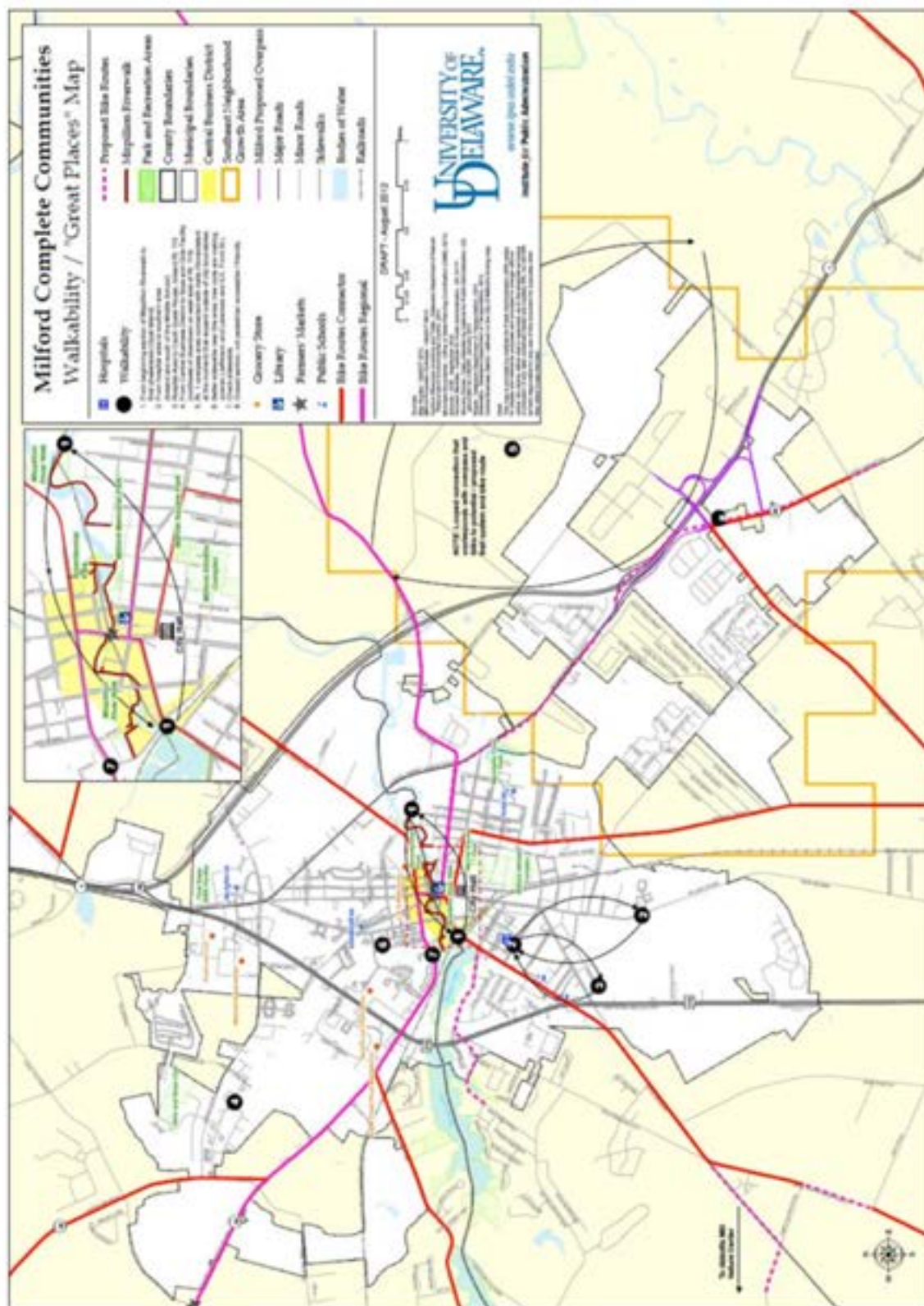
## Appendix E7. City of Milford Historic Preservation Map







Appendix E9. Walkability/“Great Places” Map





## Appendix F. Complete Communities Delaware Summit 2012 Input Form

### Complete Communities

attractive, inclusive, efficient, healthy & resilient places  
CompleteCommunitiesDE.org

#### Input Form Results

Do you feel that additional tools and resources are needed plan for Complete Communities in Delaware?	Count	
	No	Yes
	4	21

#### Rankings

11/15/2012
8:30 a.m. - 5:30 p.m.
Dever Downs Hotel & Casino
Total # of Attendees: 125
Total Forms Received: 22

Complete Communities Planning Tool Topics	Priority Rankings 1 – 10 (1 is highest)																				Avg.	
Community Design Tools	7	1	3	1	3	5	2	10	1	2	2	3	2	2	10	3	8	10	3	8	1	4
Mixed-Use Development	1	1	1	2	1	6	2	1	4	1	3		3	2	9	5	1	10	1	1	1	3
Transit-Oriented	8					9	2	2	3		2		5	2	4	8	7	2	10	3		5
Streetscaping Techniques	10		4			4	4	10		2		4	1	2	7		2	4	6		7	2
Context-Sensitive Solutions			1	9				1	4	1	2			3	9		2	1	8		1	4
Innovative Regulatory Tools	2		2	7	8	9	2	1	8	3		1	3	2		3	2	7		9	2	4
Economic Development	1			3	7	3	1	1	2	3	4		1	1	10	10	1	1	9	4	3	1
Placemaking	6			4	6		1	5	3	3	5	2	1	4	9	10	2	3	6	2	2	4
Master Planning Process	1	1	8				1	5	1				1	2	8		1	4	6			1
Charrettes (Comm. Engage.)		2					1	3	7	1			2	5	7		4	3	8			2
We-Table Model (Comm. Engage.)					6			10					2	7		9	3	8				6
Planning for Aging Baby Boomers	3		7	5	2	8	8	3	5	4	1		2	2	9		3	7	7	5		5
Planning for Active Transportation	5		10			10	8	3		1			2	9	9		3	2	10	5	6	5
Land Use Management	4	3	5	10	4		3	10	6	4			2	2	9		2	6	7	6	5	4
Historic Preservation Tools	9			8	5		9	10	9	1			2	3	9		7	8	7	9	10	8
Land Use Law & Regulation	1		6	9	10	7	3	10	10	4			2	3			2	8	9	5	4	1

## Formulating a Framework to Plan for Complete Communities in Delaware

### Complete Communities

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#### Input Form - Preferred Format

Complete Communities Planning Tool Topics	Number of Checks				
	Web Content	Planning Brief	Video Clip	Planning Education Training Course	Session for Future Summit
Community Design Tools	14	2	3	11	5
Mixed-Use Development	10	3	1	10	5
Transit-Oriented	7	3	2	7	3
Streetscaping Techniques	7	3	4	6	2
Context-Sensitive Solutions	8	3	2	4	1
Innovative Regulatory Tools	11	3	0	7	3
Economic Development	10	4	1	7	4
Placemaking	13	4	3	7	4
Master Planning Process	7	1	1	8	5
Charvettes (Comm. Engage.)	9	2	4	8	5
We-Table Model (Comm.)	7	1	2	8	2
Planning for Aging Baby	12	8	2	5	4
Planning for Active	11	4	2	4	0
Land Use Management	11	6	3	7	2
Historic Preservation Tools	10	6	3	5	1
Land Use Law & Regulation	9	4	0	12	2
<b>Sum:</b>	<b>156</b>	<b>57</b>	<b>33</b>	<b>116</b>	<b>48</b>
<b>Suggestions for other topics?</b>					
Safety					
Round table discussion at the end of Summits to talk about solutions					
Demographics					
More bicycling/walking options					
Universal Design - designing communities to meet the needs of majority regardless of age or ability					

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**Input Form - Open Ended**

What do you feel are barriers to Complete Communities in Delaware?
Zoning; Municipal and agency cooperation; too much old school thinking
Regulations (fire marshals OFC - fire code?, DelDOT street regs). Need to find a way to educate/inform legislators. The people that need to hear this stuff are not here today.
Continued development of exurban housing developments. Unless prawl into agricultural areas is curtailed, Complete Communities will be difficult to achieve.
Uneducated citizens and legislators
Fear of change; funding
Money, red tape, lack of understanding in general population
Lack of education and knowledge
Coastal communities - major stakeholders do not live in the towns. Affordable housing because of extremely high land costs. Lack of reliable public transportation. Lack of control and impact caused by uncontrolled growth-outs.
Lack of communication; we need interactive tools
Current codes, parking regulations, fire marshalls
Some planning is necessary. This is overkill inhibiting choice. The present economy will not fill those retail slots with small businesses.
Some zoning regulations: example - AR1 in Sussex allows for low density, sprawl-type development. Lack of certified planners in Sussex.
Lack of simplicity and adequate time for presentations.
Attitudes of community leaders; education of community leaders
Limits of regulations - the code/regulations so you can't do that but common sense and forward thinking says yes.
Public opinions - they don't want multi-family attached units, they want single family on big lots.
Lack of understanding; "by and by" government officials (town and city); concern with funding
<b>NIMBYISM</b>
Lenders requirements; fire codes
It is cliché but the most significant barrier seems to be people working in silos. If Complete Communities is going to be the next "Livable Delaware" but successful, it needs support from the Governor and all state agencies as well as a ground swell of enthusiasm from the public.
Money and local buy-ins
Money and public interest

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### Input Form - Open Ended (cont.)

What else needs to be done to help Delaware move toward Complete Communities?
Public education
Constant public awareness
The message needs to get to elected officials and citizens as well as non-profits across numerous interests
Cooperative commercial leaders (banks) and the State's fire chiefs (not the Fire Marshall's office)
Willingness of the community to be open for change
More education to city and town officials. Provide tools or examples to use
Intergovernmental coordination and inter-agency working: funding mechanisms; using innovative strategies for redevelopment for existing vacant buildings/how to "reinvent" the big box
Education
Bring in big business/corporation/factory to provide work for those who would live in communities. Delaware is not high on the list of business friendly states
Continue the discussion; education; workshops
Education; communication
Assist small communities with limited budgets and small staffs to get involved and feel included
Increase education and outreach to all stakeholders. Lack of public (citizens) understanding of Complete Communities
Include health impact assessments (HIA) on all projects
True integration and collaboration
Stop spending DelDOT money on huge intersections that promote strip development (i.e. Bridgeville)
Educate, inform, get people involved
Re-zoning for today. Zoning is completely outdated. Keep development cost affordable. State, county, and towns need to invest
I agree with the developers' comments on regulation and education. Investing in non-auto-centric infrastructure is important.

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### Input Form - Open Ended (cont.)

What are additional ideas or questions you have regarding ways to engage and involve citizens in planning?
Public meetings; small groups in workshops
Work with League of Local Governments and Association of Counties to reach local elected officials. All of these ideas are truly just good planning - we just need to get elected officials excited about it. Engage DHSS, DSHA, DOE
Firemen have training requirements; is any of that classroom training? Could planning be worked into that? Firemen have conventions - what do they do there? Is there an opportunity for outreach? Speakers? Booths?
Public workshops
Interactive website - if I change one input, what happens to the output?
Develop a reliable public transportation system for Sussex County
Charrettes worked well in Smyrna. Give visual options to those building in area. Involve property owners and developers in community meetings and plans
All the tools presented today at the summit
To use high school/middle school students and senior citizens in the planning process



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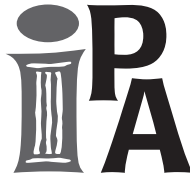
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