

Town of **Elsmere** **Comprehensive Plan**



adopted and certified
July 2004

prepared by



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

www.ipa.udel.edu

Town of
Elsmere
Comprehensive Plan
July 2004



STATE OF DELAWARE
EXECUTIVE DEPARTMENT
OFFICE OF
STATE PLANNING COORDINATION

August 24, 2004

The Honorable Richard Herold
Mayor, Town of Elsmere
11 Poplar Avenue
Elsmere, DE 19805

RE: Certification of Comprehensive Plan

Dear Mayor Herold:

I am pleased to inform you that as of August 12, 2004, per the recommendation of the Office of State Planning Coordination, the comprehensive plan for the Town of Elsmere is hereby certified provided no major changes to the plan are enacted. The certification signifies that the comprehensive plan is currently in compliance with State Strategies.

I would like to take this opportunity to thank the Town of Elsmere for working with the State to incorporate our recommendations into the plan before adoption. My staff and I look forward to working with the Town to accomplish the goals set forth in your plan.

Congratulations on your certification!

Sincerely,

A handwritten signature in blue ink that reads "Constance C. Holland".

Constance C. Holland
Director

**TOWN OF ELSMERE
RESOLUTION 04 – 09**

**A RESOLUTION ADOPTING THE ELSMERE COMPREHENSIVE PLAN AS
AMENDED.**

WHEREAS, Title 22 of the Delaware Code empowers municipalities to develop a comprehensive plan to guide the future of the town; and

WHEREAS, Delaware House Bill 255 requires that all municipalities in Delaware develop and adopt Comprehensive plans that address issues established in this bill; and;

WHEREAS, the Town contracted with the Institute for Public Administration (IPA) College of Human Resources, Education and Public Policy, University of Delaware to assist in the development of this Comprehensive Plan; and

WHEREAS, Elsmere applied for and received funds from the Limited Pool of the Infrastructure Planning Account by the Cabinet Committee on State Planning Issues and Livable Delaware to assist the Town in preparing a Comprehensive Plan; and


WHEREAS, Elsmere applied for and received in a letter from the Office of State Planning Coordination on July 08, 2004 in which the OSPC outlined the issues to be addressed in order for the plan to receive certification from the state; and

WHEREAS, the OSPC letter stated that the current draft meets all certification requirements and no changes are required and that the Town may adopt the plan; and

WHEREAS, the Elsmere Planning Commission has received this plan review and recommended that the Mayor and Council adopt this Comprehensive Plan with the revisions outlined in the July 12, 2004 letter from IPA to the Town.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE TOWN OF ELSMERE, hereby adopts the Elsmere Comprehensive Plan as amended, a copy of revisions is attached hereto and made part of this resolution.

**RESOLVED BY THE MAYOR AND COUNCIL OF THE TOWN OF ELSMERE ON
THIS 12th DAY OF August 2004.**


Richard Herold, Mayor

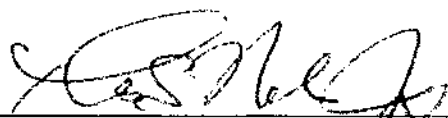

Thomas S. Novak Jr., Secretary

TABLE OF CONTENTS

Authority to Plan.....	iii
Town, County, and State Officials	v
Institute For Public Administration.....	vi
Preface.....	vii
Chapter 1. Public Participation	1
1-1. Town of Elsmere Community Questionnaire.....	1
1-2. Town Meetings.....	8
Chapter 2. Community Character	13
2-1. History of the Town.....	13
2-2. Physical Conditions	14
2-3. Significant Natural Features	15
2-4. Neighborhood Profile	16
2-5. Historical- and Cultural-Resources Plan	16
2-6. Community-Design Plan	18
2-7. Environmental-Protection Plan	20
Chapter 3. Population-Data Analysis.....	25
3-1. Total Population	25
3-2. Population Projections.....	25
3-3. Demographics.....	26
Chapter 4. Housing	31
4-1. Housing Stock	31
4-2. Housing Needs Analysis.....	34
4-3. Affordable-Housing Plan.....	35
Chapter 5. Open Space and Recreation.....	37
5-1. Inventory of Open Space and Recreation.....	37
5-2. Open Space and Recreation Plan	40
Chapter 6. Critical Community-Development and Infrastructure Issues.....	42
6-1. Inventory and Analysis of Community Infrastructure.....	42
6-2. Inventory of Community Services.....	45
6-3. Community-Development Plan	47
6-4. Community Facilities Plan	48
6-5. Water and Wastewater.....	49
6-6. Water and Wastewater Plan.....	51
6-7. Transportation.....	51
6-8. Transportation Plan	55
Chapter 7. Economic Conditions.....	57
7-1. Economic Base and Major Employers	57
7-2. Labor Market.....	60
7-3. Income and Poverty	62
7-4. Economic-Development Plan.....	64

Chapter 8. Land Use	69
8-1. Existing Land Use	69
8-2. Future Land Use Plan	71
Chapter 9. Redevelopment Potential.....	74
9-1. Identification of Redevelopment Areas and Issues	74
9-2. Redevelopment Strategy	75
9-3. Community-Development Strategy	77
Chapter 10. Annexation/Areas of Concern	79
10-1. Analysis of Surrounding Land Uses	79
Chapter 11. Intergovernmental Coordination	80
11-1. Description of Intergovernmental Relationships	80
11-2. An Analysis and Comparison of Other Relevant Planning Documents	80
11-3. Intergovernmental Coordination Strategies	80
Chapter 12. Implementation Strategies	82
12-1. Evaluation of Current Codes and Ordinances	82
12-2. Zoning Map/Code and Subdivision Code Revisions	82
12-3. Coordination with Other Government Agencies	82
12-4. Other State Programs, Policies, and Issues	82
Appendix A. Maps	85
Map 1. Elsmere and Surrounding Region	
Map 2. Aerial View	
Map 3. Regional Hydrology	
Map 4. Parks	
Map 5. Roads and Boundaries	
Map 6. Existing Land Use	
Map 7. Zoning	
Map 8. Future Land Use	
Map 9. Adjacent Areas, Zoning	
Map 10. Areas of Concern	
Map 11. State Investment Strategies	
Appendix B. Zoning	97

**A MUNICIPAL COMPREHENSIVE DEVELOPMENT PLAN FOR
ELSMERE, DELAWARE
July 2004**

The Town of Elsmere Comprehensive Plan is Elsmere's authoritative statement of land use policy. This plan brings Elsmere into compliance with Title 22 of the Delaware Code, Chapter 7, Section 702, which requires municipalities to prepare comprehensive plans to direct land use.

The plan is a legal document serving as a foundation for Elsmere's land use decisions and annexation policy. It also serves as a consolidated reference guide, containing, demographic, economic, environmental, and historical information about Elsmere.

Authority to Plan

Delaware law requires municipalities to engage in comprehensive planning to encourage "the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties, and the state...." This plan was written to comply with the requirements of a municipal development strategy as described in the Delaware Code for towns with a population of 2000 or greater.

In the Delaware Code, it states the following:

(b) Comprehensive plan means a document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues. The comprehensive planning process shall demonstrate coordination with other municipalities, the county and the State during plan preparation. The comprehensive plan for municipalities of greater than 2,000 population shall also contain, as appropriate to the size and character of the jurisdiction, a description of the physical, demographic and economic conditions of the jurisdiction; as well as policies, statements, goals and planning components for public and private uses of land, transportation, economic development, affordable housing, community facilities, open spaces and recreation, protection of sensitive areas, community design, adequate water and wastewater systems, protection of historic and cultural resources, annexation and such other elements which in accordance with present and future needs, in the judgment of the municipality, best promotes the health, safety, prosperity and general public welfare of the jurisdiction's residents.

(e) At least every 5 years a municipality shall review its adopted comprehensive plan to determine if its provisions are still relevant given changing conditions in the municipality or in the surrounding areas. The adopted comprehensive plan shall be revised, updated and amended as necessary, and re-adopted at least every 10 years (22 Del. C. 1953, § 702; 49 Del. Laws, c. 415, § 1).

Please note that the town's comprehensive planning process must demonstrate coordination with other municipalities, the county, and the state during plan preparation. Next, state law requires that planning be an ongoing process and that municipalities identify future planning activities. This document is Elsmere's Municipal Comprehensive Development Plan as required by state law. It is intended to cover a ten-year planning period and be reviewed at least every five years.

Town, County, and State Officials

Town of Elsmere

Mayor and Council

Richard A. Herold, Mayor
John Jaremchuk, 1st District
Patricia L. Frantz, 2nd District
Thomas S. Novak, 3rd District
Charles McKewen, 4th District
Joann Personti, 5th District
Nicholas Serio, 6th District

Planning Commission

Leon Backer, Chair
Bob Swain
Robert Rozenko
Charles G. Lindell
Barbara Ward
William Monigle, Jr.
John L. Mitchell, Jr.

Town Staff

John S. Giles, Jr., Town Manager
Joe Cherneski, Public Works Director
Ed McNally, Town Solicitor
Charles Scavitto, Code Enforcement Director
Michelle Spadea, Town Clerk
Neal D. Strauss, Chief of Police

New Castle County

County Executive

Thomas P. Gordon

County Council

Christopher Coons, President
J. Robert Woods, 1st District
Robert S. Weiner, 2nd District
William J. Tansey, 3rd District
Penrose Hollins, 4th District
Karen Venezky, 5th District
Patty Powell, 6th District

State of Delaware

Governor

Ruth Ann Minner

Senate

Patricia Blevins, 7th District

House of Representatives

John F. Van Sant, Minority Whip, 13th District

Office of State Planning

Constance Holland, AICP, Director

Institute for Public Administration

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

Institute Director

Jerome R. Lewis, Ph.D.

Elsmere Comprehensive Plan Team

Ed O'Donnell, AICP
Lori Athey, ASLA
Anna Hunter, Policy Specialist II
Martin Wollaston, IPA Planning Services Manager
Samantha Cleaver, Graduate Research Assistant
Christine Godek, Graduate Research Assistant
David Levett, Graduate Research Assistant
Camille Sawak, Public Service Fellow
Troy Mix, IPA Planner

Mapping and GIS Development

Vern Svatos, GIS Coordinator, Water Resources Agency
Nicole Minni, GIS/Graphics Specialist, Water Resources Agency

Editorial Review

Mark Deshon, Policy Specialist II

Staff Review Team

Plans developed by IPA are a total team effort utilizing the individual skills of many of the staff and students working with the IPA Planning Services Group. Thanks go to Mark Deshon for his help with layout and printing of the report. Special thanks go to Herb Inden, the Office of State Planning Coordination Circuit-Rider Planner for New Castle County, for his guidance in developing the Town of Elsmere Comprehensive Plan.

Preface

<i>1972 Comprehensive Plan Goals</i>	<i>15-Year Vision</i>
<ul style="list-style-type: none">• To create a desirable and healthful environment in which to live and work.• To provide a coordinated pattern of land use which prevents the indiscriminate mixture of land uses and which provides for a concentration and clustering of uses to achieve harmony, order, and efficiency.• To take measures to preserve the present quality of housing in Elsmere and to prevent the emergence of blighted areas in the future.• To take the measures to encourage the growth of Elsmere's economic base in order to provide for more job opportunities and a higher level of goods and services to the town's residents.• To provide a sound basis for local government operations and revenues and a viable opportunity for annexation.	<ul style="list-style-type: none">• Be a good place to live—people will want to live in Elsmere• Be viewed as “small-town Delaware with small-town values.”• Use the new library more.• Use the Town Hall more.• Change “Kirkwood Highway” to “Main Street” and will have entered into a “Main Street USA” program.• Acquire its own postal address.• Create a “Re-greening of Elsmere” program.• Market a positive image of the town.• Maintain strong neighborhood relations.• Decrease rentals and increase home-ownership.• Be known as a town you may walk around—walking trails and a shopping district.

Chapter 1. Public Participation

The Institute for Public Administration (IPA) worked with the Town of Elsmere to complete their comprehensive land use plan. This process encouraged public involvement and input through town meetings and a survey of elected officials. Chapter 1 provides a brief analysis and description of the discussions that occurred at each meeting and the information that was gathered through those discussions and questionnaire. Please note that since the date of the survey, new officials have been elected to serve on the Elsmere Town Council.

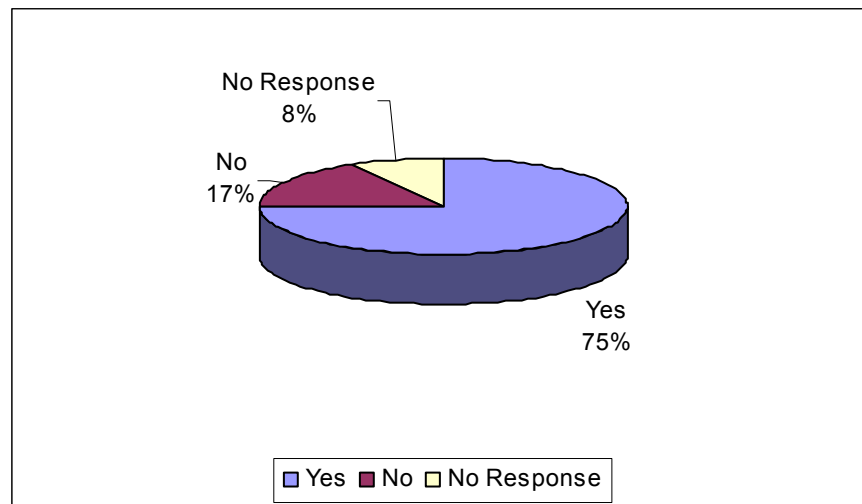
1-1. Town of Elsmere Community Questionnaire

The Institute for Public Administration worked with the town to develop a Town of Elsmere Master Plan Questionnaire and distributed it to the town officials on April 25, 2002. Officials surveyed included the Board of Adjustments, Town Council, Town Manager, and Planning Commission.

The questionnaire included a cover letter and the goals established in the 1972 version of the Master Plan for their review. IPA requested that all responses be completed by May 2, 2002. Following is a quick summary of the results from each survey question:

A large percentage (75%) of the respondents thought the goals outlined in the 1972 Master Plan were still appropriate. Only 17% responded that the goals were not appropriate and one did not respond.

Chart 1: Question 1a: Are the 1972 goals still appropriate?



Compiled by IPA staff.

Table 1: Question 1b: Are there other goals that need to be set forth in the new Comprehensive Plan?

Item	Times Mentioned
Historic preservation	17%
Tougher restrictions in granting variances	17%
Parking (including handicapped parking)	25%
Stormwater management	25%
Grandfathering of non-conforming uses	17%
Roadways and public access	17%
Modernization of commercial district	8%
Update land use plan	8%
Improve revenue base (not taxes)	8%
1972 plan hit on many key issues, needs 2002 updating	8%
Beautification (trees, etc.)	8%
Improve housing stock	8%
Meeting standards in buildings, houses, and roads	8%
Streets and sewers	8%
Education of planning – Board of Adjustment members (process/procedure)	8%
Accountability of government and administration	8%

Compiled by IPA staff

The most significant goals that respondents believe should be addressed in the new Elsmere Comprehensive Plan include parking (as well as handicapped parking) and the stormwater-management issue. Both goals were each mentioned by 25% of those who completed a questionnaire.

**Question 2: What are the key issues facing the town today? As it prepares to grow?
As it looks to the future?**

The most prominent theme that emerged from the survey responses was the need to develop a stable revenue base for Elsmere. This was mentioned by 92% of those who filled out a questionnaire. Elsmere has an aging population that is becoming eligible for senior tax exemptions, decreasing Elsmere's revenue base. Other statements centered on the need to attract new businesses and the need for economic development, both of which would help to create a stable revenue base.

The need to make improvements to Town Hall was mentioned in 42% of the surveys as were: (1) a need to look more closely at the apartment complexes located within the town; (2) a need to repair roads, analyze traffic patterns, and provide more funding for road projects; and (3) a desire to increase the foliage in Elsmere. Other suggestions included increasing the number of trees throughout the town, protecting targeted greenways, and preserving open spaces from developers who create density problems. There was agreement on a general need for more beautification and a concern over the lack of preservation (historic trees, greenways, homes, and open space) in Elsmere. Creating a historic district and preserving appropriate structures was also suggested.

Concern over the low level of civic engagement in the town was mentioned by 33% of the surveys. Other comments surrounding this issue included a need for more community awareness of programs offered, the need to attract and maintain a stable volunteer workforce, and a concern over communication and collaboration among Council members.

A quarter (25%) of the surveys expressed apprehension about the Police Pension Plan. All stated that it was severely under-funded.

Concern over the high number of absentee landlords was mentioned in 25% of the surveys. One respondent stated, “Homeowners are leaving town and becoming absentee landlords.” This is in direct correlation with the 25% of the surveys, which stated that there are too many rental properties in the town.

Two respondents recommended updating the town’s laws and codes. This included strengthening and recodifying the codes and ordinances. Since the time of this survey, both an update and recodification occurred with the passage of Ordinance 420 on September 25, 2003.

The final three areas that were mentioned by respondents included maintaining the current low level of crime while working to reduce it further (12%), increasing the town’s efforts to obtain grants for projects (16%), and needing to create a strategic plan (25%).

Other important issues that were mentioned in individual surveys addressed the following:

Services

- Parks are not designed for the interests of the diverse age groups which use them.
- Elsmere lacks a town center.
- The library is not large enough.
- The police department is important and should be maintained.
- Services to the youth should be improved.
- Families of a diverse background should be more integrated into the community.
- The sewage system should be improved.
- Water damage needs to be controlled.
- Hazards in homes need to be reduced and contained.
- Municipal responsibilities are mounting and should be addressed.

Town Government Employees

- Insurance premiums are too high.
- Safety awareness needs to be enhanced.
- Training and development opportunities need to be improved.
- Elsmere needs to attract and keep a stable workforce.
- Employee performance needs improvement.
- Residents feel betrayed by town officials regarding certain projects.
- A full-time town manager should be hired.

Question 3a: What do the residents think about development around the town?

The general consensus among those who completed the survey is that the majority of residents are unhappy with development for the variety of reasons, some of which are listed below.

- Residents have vocalized their opposition to proposed development in their backyard.
- Town officials who are forced to approve projects by attorneys feel betrayed.
- Residents are worried about property values and water runoff.
- Many residents are not supportive of code-allowed projects.
- Residents, especially senior citizens, feel threatened with changes, such as the Baldini projects. On the other hand, other residents seem pleased with the changes.
- Residents are reluctant to accept development and changes of existing uses.
- Some residents feel threatened by the development of open space.
- Many residents want existing woodland to be purchased and maintained as parkland.

Question 3b: Are they (the residents) comfortable or do they feel threatened?

Half of respondents (50%) feel threatened in the community, 42% did not respond to this question, and 8% were undecided.

Question 4: How adequate are public services (water, electric, police, trash, fire, libraries, and parks) today?

Overall, respondents were satisfied with the public services offered in Elsmere. Those who did indicate dissatisfaction with a service indicated they would like to see it increased.

Water

The majority of respondents (54%) feel that the water service provided is adequate. Almost a third (31%) did not respond and 15% had their water supplied from an independent provider.

Electric

About 46% of the respondents stated that they were satisfied with their electric service, 31% did not respond, 8% think the electric service needs improvement, and 15% use independent providers for their service.

Please note that survey respondents stating “use independent providers for their service” of electricity are most likely incorrect and actually **do** use Conectiv.

Police

About 46% of respondents were satisfied with the police service provided by Elsmere, 38% thought the police service needs more manpower, and 15% did not respond.

Trash

Of the respondents, 42% requested an increase in trash pick up to two or more times per week, 25% stated that their trash service is adequate, and 33% did not respond.

Fire

The majority of respondents (75%) thought that the fire service provided by Elsmere was adequate and 25% did not respond. None of the respondents found the fire service inadequate.

Libraries

The majority of respondents (75%) stated that the library service in Elsmere was adequate, 25% did not respond, and no respondents deemed the service inadequate.

Park Service

As indicated in Table 2, half of respondents indicated the park service in Elsmere was adequate; 25% stated the town needs to address the diversity of park facilities and services.

Table 2: Park Service

Response	Number of Times Mentioned
Adequate	50%
No response	8%
Need to address diversity	25%
Work needed	8%
Need so many?	8%
More walking paths	8%
Better maintenance/beautification needed	17%
Need area for dogs	8%
Needs area for skateboards	8%

Compiled by IPA staff

Question 5: How comfortable are residents with the existing government structure, town ordinances, codes, and the charter? Do they need attention?

This question was answered by all participants, and their comments and suggestions are summarized below.

Government Structure

Some respondents felt that the residents are satisfied with the current government structure, while others did not feel they had enough feedback and input from residents or had mixed feelings regarding the question. There was a range of satisfaction perceived, from satisfied to less than comfortable. One respondent felt that residents think there is a conspiracy among the Town Council.

One respondent felt the town should be dissolved because the Town Council is ineffective. Another felt that the town was able to communicate its need for change through voting processes. It was suggested that the terms for council be staggered so that only three are replaced in any election. Seventeen percent of respondents suggested that the mayor only be allowed to vote in the case of a tie, while 8% of respondents thought that the mayor should always be able to vote. It was acknowledged that the time commitment for public officials is

significant and that modernization is needed to make the town more progressive. One suggestion for improvement was to review and update community involvement.

Some respondents (8%) acknowledged the effort that the present administration had put forth to improve and update the town, although 8% stated the process of approving projects takes too long. Concerns regarding council meetings included council members rambling and personal dislikes being evident.

Town Ordinances

Respondents suggested that town ordinances should be reviewed, revised, and then issued by the Chief Code Officer and department.

Town Codes and Code Enforcement

It was suggested by 33% of respondents that the codes should be reviewed and revised. Another 8% of respondents felt that the current code results in needless delays of simple projects, and 8% suggested that the manuals should also be updated to coincide with the current issues and situations facing Elsmere. One respondent voiced the opinion that residents are only aware of the codes when they violate them, or they are only aware of the process to improve property. Also, code-enforcement officer training and staffing is needed to improve effectiveness.

Town Charter

There was a suggestion that the town charter be reviewed and revised. One respondent suggested that the police department should report to the town manager to settle funding and pension disputes. This respondent also suggested that the police department should become more diverse. The charter has come a long way, stated one respondent, but it is still “archaic and burdensome.”

Staffing and Training Concerns

It was generally agreed that training was needed for town officials, including the mayor, council members, town employees, and volunteers. Training for the following departments was also suggested: public works, code enforcement, public safety, finance, the Planning Commission, and the Board of Adjustment. Training was identified as a concern for support staff, and it was suggested that the personnel policy be revised. Since the time of the survey, the personnel policy was revised on December 12, 2002.

People who could provide the training included the town attorney and the New Castle County Executive Office. An individual also suggested that assistance could come from the state, county, and university, or long-term residents of the town.

Staffing improvements were suggested for the Planning Commission, Board of Adjustment, and code department. A respondent suggested that code-department staffing be increased. Another suggested that the finance and public-safety staffing should be reviewed to accommodate Elsmere’s increasing and changing needs. In addition, the need for a full-time town manager

was also mentioned, as was the need to improve and maintain a continuous staff. Since the time of the survey a full-time town manager has been hired.

Safety

Although this was not part of the questionnaire, one person was curious to find out whether or not Elsmere had a disaster plan in place.

Model Rules and Procedures

A quarter (25%) of the people surveyed cited the need to review policies and procedures of professional organizations (such as the National League of Cities) and other municipalities. These respondents also suggested that this be done by the Town Manager.

Question 6: What kind of assistance (and from whom) is needed as the town grows (training, staffing code enforcement, examples of model rules and procedures, etc.)?

In response to this question, 75% stated that training was needed. The Planning Commission, the Board of Adjustment, the code-enforcement officer, the Mayor, the Town Council, town employees, volunteers, and newly elected officials were identified as needing the training. Suggestions on who should perform the training included the New Castle County Executive Office, the University of Delaware, and the town attorney.

When responding to what staffing needs the town would require if it grew, answers included the Public Works Department, Code Enforcement, Public Safety, Finance Departments, and a full-time town manager.

The last part of this question refers to what examples of model rules and procedures would be needed. Only three answered this question. Their answers included a suggestion to review the policies and procedures of other towns, cities, and professional organizations.

Question 7: What is needed to move forward on the key issues; who should lead?

Suggestions included a need for (1) an increase in the town's revenue, (2) more efficient management; the town charter and code to be scrutinized, (3) personnel and budget review of public safety, (4) community involvement, and (5) the elected officials to identify the town's priorities.

When asked who should lead this effort, the town manager was mentioned most often with other suggestions including a collaborative effort between the town manager, council, and mayor. Two people also suggested that the code-enforcement officer be included in this collaborative endeavor.

Recommendations

Recommendation One: Continue to Maintain and Upgrade Public Services

Elsmere elected officials indicated that public services—including fire, police, water, wastewater, electric, and trash—are mostly adequate. However, the Town should continue to

maintain and upgrade the provision and expansion of these services by assessing changing demographics. In addition, increased collaboration between the town and public service providers would facilitate future efficiency and affirm to others that Elsmere is a desirable, safe, and healthful environment in which to live and work.

Recommendation Two: Enhance Public Safety

Half of the respondents surveyed expressed concern about their personal safety within the Town of Elsmere. To alleviate this concern, the Town should enhance public-safety measures, including increasing the visibility of law-enforcement officials and the implementation of public-safety programs that educate residents on the resources available to them. Such measures would promote a positive image of the town and further establish Elsmere as a safe place to live.

Recommendation Three: Augment the Visibility and Availability of Community Services

Elsmere offers various community services to its residents, including recreational and community organizations, local parks, nearby county parks, and a public library. Although survey respondents expressed favorable comments concerning the existing community services, the Town should continue to develop programs that augment the visibility and availability of these services. In addition, the Town should seek to improve the quality and diversity of community services, which would better attract the participation of residents from the surrounding areas. These efforts would further create a desirable and healthful environment within Elsmere and promote the town as a desirable place to live. In addition, extended community services or programs that allow residents to interact would advance the maintenance of strong neighborhood relations that present Elsmere as “small-town Delaware with small-town values.”

Recommendation Four: Improve Communication Between Town Officials and Residents

An increase in publicity about Elsmere’s coordinated government structure would further enhance the ability of the town to manage official matters and meet the needs of its residents. In addition, this would improve the quality of life in Elsmere and create a more positive image of the town.

1-2. Town Meetings

Following the survey, there was a lull in Elsmere’s progress in developing the town’s comprehensive plan. Communication resumed in January 2003. Once contract negotiations and an outline of the next steps were established, the Institute for Public Administration (IPA) began attending some of the town’s monthly meetings, beginning March 6, 2003.

March 6, 2003

At this meeting, IPA introduced the team that would work with Elsmere; discussed what had happened to date, including research, meetings, and the surveys conducted in April 2002; reviewed all the requirements of a comprehensive plan; and answered questions specific to each category. Next, Herb Inden from the Delaware Office of State Planning Coordination was

introduced as their New Castle County contact. Following these introductions, there was a facilitated discussion on the following three questions: (1) What is your vision for Elsmere in 10 years? 15 years? (in terms of community, housing, industry, and revenue?) (2) What do you like about the town? What do you dislike? (3) What makes Elsmere special? What are its strengths? (Why do you live here?) The following outlines the responses given by the town officials:

1. What is your vision for Elsmere in 10 years? 15 years? (e.g., community, housing, industry, and revenue)

The residents of Elsmere hope to see the town continue to be a good place to live – a town whose residents choose to live in their community. They want to increase their positive visibility and marketability while maintaining strong neighborhood relations. They want to become a town in which residents settle down and raise their families instead of a town of “starter homes.” They do not want to increase rental units; rather, they want to increase home ownership while preserving their small-town values.

Elsmere officials would like to change Kirkwood Highway’s (SR 2) name to “Main Street” where it runs through Elsmere and want to cultivate this street’s shopping area. Residents want to change the idea of Elsmere as a “speed trap” between Newark and Wilmington and increase the awareness of the walking trails and stores available to town residents and visitors. Along with the Main Street redevelopment, they want to change the types of businesses from car lots to retail stores and other small businesses. Elsmere also wants to see more greenery, including trees, along the Main Street.

Town officials discussed a desire to increase the use of Town Hall and the library through programs and promotion of the two buildings. One participant proposed that the Town Hall be used as a community center. Elsmere wants its own postal address and would like to incorporate a post office into the town.

To achieve these goals, Elsmere wants state and federal assistance to help initiate and facilitate town programs, such as the Main Street USA program. Some of the challenges to these goals that residents and officials envision include funding for town services and projects, parking and speed-limit concerns, and public safety.

2a. What do you like about the town?

Elsmere is a centrally located town that has maintained its small-town flavor even though it borders the City of Wilmington. Residents know their neighbors and have “home rule”—they have direct access to local officials. The residents are good people with a history of having lived in the area. The residents espouse a volunteer spirit through their well-manned, volunteer fire department. The road structure of the town is simple, and most of the roads are not “over-capacity.”

2b. What do you dislike?

Participants believe Elsmere receives a plethora of negative press. Town officials expressed a need to have better relations with the newspaper staff that cover their town, but they are unsure how to go about cultivating this relationship. Second, there is a limited tax base, and those taxpayers already have high taxes. Third, the average age of Elsmere citizens has increased, ensuring that the already limited tax base will decrease. Fourth, Elsmere is dependent on Wilmington, New Castle County, and the state, so the town rarely is able to have a “final word” on town business. Fifth, there are problems with the infrastructure, especially the roads and stormwater-drainage system.

3. What makes Elsmere special? What are its strengths? (Why do you live here?)

Elsmere has its own police and fire department, which helps keep its citizens safe. Next, they have great snow-plowing services. There is a strong recreation program and a new county library. The senior center is also well attended. In addition, there is quick response to community problems; new laws can be passed quickly (in as little as two months), and public works projects are accomplished promptly. Furthermore, the town is safe to walk through at night, and there is a strong sense of history. Finally, Elsmere sees itself as a small-town-USA community with long-term residents and community character. There is a feeling that people who grew up in Elsmere return as adults. The Town Hall is a community center and a historic part of the town.

Following the March 6, 2003, meeting, the vision-brainstorming question (question one) was written for the town officials, printed on poster-sized paper, and posted in their Town Hall.

April 3, 2003

A recurring theme in the March meeting was a feeling of miscommunication and disconnection from various state and county agencies. Subsequently, IPA arranged to have individuals representing the state and local agencies present at the April meeting. Those in attendance included representatives from the Office of State Planning Coordination, Delaware State Housing Authority, Delaware Department of Transportation, New Castle County Land Use, New Castle County Community Services, New Castle Conservation District, New Castle County Special Services Unit, and the Delaware Department of Natural Resources and Environmental Control. Those in attendance from Elsmere included the Mayor, Town Manager, Chief of Police, and representatives of the Town Council and Planning Commission.

At this meeting, Elsmere officials engaged in a dialogue with state and county officials on a variety of issues that included, but were not limited to, (1) maintaining proper stormwater flow and drainage, (2) preventing Little Mill Creek from flooding, (3) addressing sewage back-ups and infrastructure, (4) securing flood insurance for the town through FEMA, (5) addressing concerns over lead-based paint and environmental issues, (6) learning about the New Castle County Senior Minor Repair Program, (7) finding out what grants the town may be eligible for, (8) discovering how to create a historic area in town patterned after Odessa and New Castle, and

(9) discussing road infrastructure concerns, including decreasing the speed limit on Kirkwood Highway and placing signage on crossroads.

July 1, 2003

Since residents of the Town of Elsmere had many questions for the City of Wilmington, these individuals were invited to a separate meeting on July 1, 2003. Individuals representing state and local agencies included the Office of State Planning Coordination, City of Wilmington Public Works Department, and City of Wilmington Planning Department. Individuals representing the Town of Elsmere included the Town Manager, Town Council, and the Deputy Code Enforcement Officer.

The purpose of the meeting was to allow Elsmere representatives to engage in a dialogue with City of Wilmington officials on a variety of issues discussed at the April 3, 2003, Elsmere Comprehensive Plan Meeting. These issues included, but were not limited to, land-development activity on Elsmere's borders, the status of split parcels that are under both city and county jurisdiction, combined sewage overflows, and road infrastructure concerns pertinent to signage and speed limits. The meeting also allowed the City of Wilmington to present a working draft of its Comprehensive Plan.

The meeting was open to the public, and public business (building permit requests) was conducted prior to the question and answer session with IPA and the City of Wilmington. A group of residents stayed to listen to the discussion.

At the conclusion of the meeting, Elsmere's town officials decided it was time to hold a formal public workshop on August 14, 2003, that would be actively publicized to the Elsmere community. Prior to this meeting, three advertisements were placed in the *News Journal*, and signs were posted on store doors throughout the town.

August 14, 2003

The purpose of this meeting was to create a forum for the exchange of information between the residents of Elsmere and the Elsmere Planning Commission. The first hour allowed attendees to view poster exhibits of the "Town of Elsmere Vision" and "Elsmere 2000 U.S. Bureau of the Census" maps of Elsmere. The attendees also had the opportunity to write identified issues and problems on a blank poster board. Individual information packets were provided for all attendees. This was followed by a formal facilitated dialogue by IPA that began with introductions, a welcome to those in attendance, and a description of the comprehensive-planning process. IPA then encouraged attendees to ask questions or provide comments and feedback.

Suggestions and concerns expressed at this meeting included the following:

- A participant suggested that the Town's website (www.townofelsmere.com) could be used to enhance public perception of Elsmere.

- There was concern over the impact of abandoned cars, illegal dumping, and boarded-up homes in Elsmere.
- Commendations were given to the Elsmere Police Department for their exemplary service in protecting the town.
- A question was asked concerning the process of forming a civic association in Elsmere.
- A participant requested that streetlights and speed bumps be installed along Taylor Road in the Rosemont area to augment the safety of the neighborhood.
- A question arose pertaining to the possibility of annexation and how the process was performed.
- A question was raised concerning the significance of the Town's charter and the last time it was posted.
- A participant asked if historical preservation in Elsmere would be considered for the Comprehensive Plan.
- There was also an inquiry into what efforts could be made to foster a positive relationship with the media and create favorable press coverage of Elsmere.

Chapter 2. Community Character

2-1. History of the Town

The Town of Elsmere became an incorporated municipality in New Castle County in 1909. New Castle County is the northernmost county in Delaware, with a land area of 435 square miles (see *Map 1. Regional Site*). Elsmere is one of thirteen municipalities in New Castle County and covers 614 acres, just under one square mile (see *Map 2. Aerial View*).

The State of Delaware has a long history of early colonial exploration along its coastline. The first attempt at permanent colonization occurred when a Swedish expedition to Delaware landed in 1638 and built Fort Christina, which later became a center for fur trading with the Native Americans. A small town, which became Wilmington, gradually developed near the fort. The mills along the Brandywine River and the major port along the Christina River gradually established Wilmington as the dominant city in New Castle County. From 1832 to the Civil War, a steadily increasing number of commercial and industrial undertakings supplemented the manufacturing and shipping that solidified Wilmington's economic importance. Following the nationwide financial panic that occurred at the end of the Civil War, money was subscribed for a succession of railroads and transportation companies. During the later half of the 1880s, around 1886, the Baltimore and Ohio (B&O) Railroad extended its lines from Philadelphia to an area known as Elsmere Junction.

Between 1881 and 1893, real estate promoter Joshua T. Heald saw an opportunity to transform this rural, farm district close to Elsmere Junction into a suburb of Wilmington. Heald hoped to attract working-class people to the small building lots that he sold for about \$200 each. Buyers were allowed to choose whether to erect their own homes or employ a contractor. Initially, fifteen homes were built, establishing a development that would be identified as Elsmere. This new suburb was within walking distance of the new railway yards and factories and was only a five-cent fare away from downtown Wilmington. Proximity to the railway lines provided access to supplies and served as a shipping point for new businesses in Elsmere, namely a brickyard and the Wilmington Wheel Company. Introduction of electric-trolley-car service further enhanced Elsmere's development.

In 1909, the approximately 70 families residing in Elsmere gave their consent to Joseph A. Ranck, Thomas Kane, Penrose S. Foreman, and Albert Wild to incorporate the area into the Town of Elsmere. By the 1920s, the development of the town occurred as an outward extension of the core of Wilmington and was primarily residential. A large portion of this growth consisted of lower-middle-class residents, which included white-collar clerks, skilled artisans, and small retailers. Subsequently, Elsmere emerged as an example of a traditional town connected to an urban center.

During the 1930s, development mainly occurred around the intersection of the B&O and the Reading Railroads. Commercial development continued to expand westward along Kirkwood Highway, and by the 1950s the majority of Elsmere was developed. Only a small amount of land was left for new construction, and the parcels that remained undeveloped were scattered throughout the town.

Elsmere is located in an urban area, and its development has continued to reflect its proximity to Wilmington. It is both a supplier of residential space and commercial services related to the needs of Elsmere residents and Wilmington-bound commuters. Since the 1960s, development has occurred outside the town limits and in areas adjacent to the development of the 1950s. The town maintained the same development pattern during the 1970s, 1980s, and 1990s. The population in Elsmere peaked in 1970 and has declined through the present.

2-2. Physical Conditions

Land Forms and Elevation

The main road running through Elsmere, Kirkwood Highway divides the landform to its south and north by the fall line. The fall line is a narrow band that roughly follows Kirkwood Highway across the state between the cities of Newark and Wilmington, and represents the transition from an upland area of diversified relief to relatively level lowland.

The area to the north of Kirkwood Highway is part of the physiographic region known as the Piedmont Province of northern New Castle County. The Piedmont is defined as foothills and consists of gently rolling uplands ranging between 50 and 150 feet above sea level. Narrow valleys and shallow ridges descend to the lowlands. Major stream valleys, including Little Mill Creek run, south or southeast.

The area south of the highway is located within the Coastal Plain Province. This province can be divided into coastal lowlands and interior lowlands. Elsmere is located on interior lowland. Broad streambeds such as the one on the southern border of Elsmere characterize this area. This area remains between 50 and 100 feet above sea level.

Slope

Elsmere lies entirely in an area of nearly level land (up to three-percent slope). This makes it ideal for all forms of urban development, providing that soil conditions are satisfactory.

Soils

Most of Elsmere is located in an area where there is little or moderate soil limitations for houses and other small buildings.

Water

Little Mill Creek, which runs along the southern and western parts of Elsmere, has a relatively small drainage area that does not flow during periods of drought. The Piedmont section has a

general shortage of groundwater due to the hard underlying rock formations, which store small quantities of groundwater. The quality of the water is generally good. Groundwater in the section south of Kirkwood Highway is generally abundant. The sedimentary formations almost always hold some water, although it may be unevenly distributed throughout the area.

2-3. Significant Natural Features

Geology

The earth north of Kirkwood Highway is composed of amphibolites. Amphibolites are the typical rocks of the metamorphic group containing calcium, magnesium, iron, aluminum, and sodium combined with silica. This rock was originally sedimentary in nature but has been deformed by the application of heat and pressure. The age of these rocks is difficult to determine, as fossils were destroyed during the metamorphic process.

The area south of Kirkwood Highway is made up of the Potomac Formation, which consists of variegated white, yellow, and red silts and clays. It also contains quartz, sand, and gravel. This formation is about 16,000-feet-thick. This sedimentary unit forms a wedge-shaped mass, which has its thin edge along the fall line.

Urban Suitability

With the exception of the Little Mill Creek area that is located on the southern edge, the entire Town of Elsmere is suitable for urban development. The floodplain along the Little Mill Creek is unsuitable for development.

Drainage

The Little Mill Creek drainage area is located in Christina Hundred, New Castle County. This area includes Elsmere and the southwest section of Wilmington. The total length of the creek is approximately 8.5 miles. Many tributaries run into the creek. The main branches include Canby Run, Silverbrook Run, Derrickson Run, Chestnut Run, and Little Falls Creek, all of which have smaller feeder systems. The total drainage area is 5,855 acres. Properties in this area are under the jurisdiction of New Castle County, the City of Wilmington, the Town of Elsmere, and the State of Delaware. The flow downstream from the upper area of the watershed is relatively swift until it reaches the flat central area that is south of New Road.

The general runoff area for Little Mill Creek is about 1,302 acres, located between New Road and Dupont Road. Four hundred ninety-six acres of runoff initially enters Derrickson Run, with the remainder directly converging into Little Mill Creek. The composition of the major portion of this area is commercial, with older residential usage located in the Brack-Ex neighborhood west of Elsmere. The Derrickson Run portion consists of newly developed residential areas. Due to extensive land usage, there are few development plans, with the possible exception of industrial development in Brack-Ex and Elsmere, adjacent to the Baltimore and Ohio Road.

2-4. Neighborhood Profile

Elsmere is adjacent to the City of Wilmington and has an early history as a working class suburb of the city. Residential lots are relatively small, with the majority of the modest homes having been built between 1940 and 1960. About half of Elsmere's homes are small cottage- and ranch-style, single-family detached dwellings, mostly clad with brick or siding. The southern side of town also has a large number of brick row-homes and some apartments. In general, architecture in Elsmere is simple, without a lot of detailing. There are a few Victorian homes, dating to the late 1800s and early 1900s along New Road and Dupont Road, which are more ornate.

Elsmere's main street, Kirkwood Highway, runs through the center of town. The street is accessible by foot to many residents and connects Elsmere to Wilmington to the east and Newark to the west. Except for the barrier created by the traffic on Kirkwood Highway, it is a walkable town, with jobs and services located within walking distance of homes. Most of the streets follow a grid pattern, which is easy and convenient for pedestrians to navigate. Sidewalks are present through most areas of town, and streets in the residential areas tend to be tree-lined.

Commercial uses are concentrated along Kirkwood Highway, with industrial uses concentrated along the railroad tracks. Although there are many industrial uses, they are generally not visible from the main roadways. Residents and visitors to Elsmere form an image of the town primarily based on the view along Kirkwood Highway. Business establishments on Kirkwood Highway cover a wide range of resident-oriented goods and services and tend to be located in smaller, non-descript buildings. Signage is a mixture of locations and materials that does not present a unified theme. Many of the businesses are located in what were once homes. Some parking occurs on the street and several businesses have small parking lots in front.

The Town Hall is a community center and a historic part of the town. Other community gathering places include the Fire Hall, Austin D. Baltz Elementary School, and the library.

2-5. Historical- and Cultural-Resources Plan

Elsmere is a traditional community that reflects its values and services through unique historical and cultural resources that define the character of the town. These resources include the historic Baltimore and Ohio Railroad tracks, the former Fair Grounds, and the Veterans Administration located just outside its borders.

The History of Cultural Resources in Elsmere

Prior to the construction of Kirkwood Highway, the Baltimore and Ohio Railroad tracks paved the way for Elsmere to develop both commercial and residential areas. The railroad running through Elsmere initiated the suburban development of the town; developers promoted the area as one offering inexpensive living and an escape from the expanding urban lifestyle in Wilmington.

Elsmere's historic link to the railroad track has been preserved by the Wilmington and Western Railroad attraction in Greenbank Park, one mile west of the town. The park operates as a holiday and weekend excursion adventure, offering trips through the Red Clay Valley on its steam-driven trains. The park also houses Greenbank Mill, a historic museum that showcases a restored commercial gristmill that is symbolic of the water-powered technology that was instrumental in Elsmere's development.

The Fair Grounds were one of the first cultural landmarks in Elsmere and hosted the Delaware State Fair from 1917 to 1928. The main events of the state fair included agricultural exhibits, races, horse and dog shows, vaudeville acts, music, and fireworks. Although the state fair was relocated to Harrington in 1928, the Fair Grounds in Elsmere remained operational until 1943.

Elsmere Town Hall, originally built in 1918 as the Elsmere School, also enhances the town's historic links. By 1930, this building was expanded into a three-story structure, of which two floors were used as classrooms. In addition, the Elsmere School was renamed the Oakgrove Elementary School. By 1954, further expansions to the building created an additional six classrooms and a rear section for the Elsmere Police Department. In 1970, this building ceased to house the Oakgrove Elementary School and was recognized as the Elsmere Town Hall.

The Veterans Administration further strengthened Elsmere's historic image with the opening of a large hospital in 1950, just west of the town. The hospital is primarily function an outpatient treatment facility, with a regional veteran benefits office located on the site. The site is unique since it is one of only seven in the country that house both a hospital and a benefits facility.

During the twentieth century, Elsmere gradually began to establish a unique identity, reflected in the development of a solid community that focused on small-town values. The residential structures are characteristic of older neighborhoods dating from the post-World War II period, specifically Vilone Village, Elsmere Park, Elsmere Gardens, and Rosemont. These developments were built in the 1950s and 1960s and offer single-family attached townhomes and detached dwellings, located on small, well-maintained lots. In addition, the neighborhood along Dupont Street is distinctly recognized for its Victorian-style houses. There are a few town homes, duplexes, and apartments. The community is still considered to be an area where homes can be purchased without buyers mortgaging their economic future (Henry T. Snelling, "Local Pride and Affordable Housing in Elsmere," *The News Journal*, delawareonline.com/home/communityinfo/communities/new_castle_county/elsmere/index.html).

Today, Elsmere is a multigenerational community with many of its inhabitants representing second-, third-, or even fourth-generation Elsmere residents. Most residents are committed to living in Elsmere for a lifetime and feel a sense of pride and loyalty to their community.

Relevant Planning Principles and Goals

The historical and cultural resources plan incorporates the following goals from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

Maintaining the cultural resources in Elsmere will encourage people who are living in Elsmere to continue to reside there and will promote investment in the town and optimism for the future.

To take measures to preserve the present quality of housing in Elsmere and to prevent the emergence of blighted areas in the future.

Working to strengthen the community through infrastructure, housing, and historical resources will enhance the physical appearance of the town and the value of Elsmere as an integral part of the history of the surrounding area.

The recommendations and plan also take into account the following from the 10-15-year vision:

Be a good place to live.

A town with strong historical and cultural resources has more to offer its citizens; therefore, strengthening these resources encourages investment in the town by its citizens, private organizations, and government.

Recommendation

Recommendation One: Consider State and County Resources for Historic Preservation

The Town of Elsmere should create a mechanism whereby the Town Council can recognize properties and structures of historic importance. This could include buildings and neighborhoods, such as the Victorian-style houses on Dupont Road and the Town Hall on Poplar Avenue. Elsmere should also consider resources available through the State Historic Preservation Office and New Castle County historic preservation program. These resources could assist in identifying historic structures and the mechanisms required to protect them.

2-6. Community-Design Plan

Relevant Planning Principles and Goals

The community-design plan incorporates the following from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

Preserving the historic and cultural resources of Elsmere, implementing a Main Street USA program, and promoting re-greening efforts will serve to enhance the quality of life for both residents and visitors.

The community design plan also incorporates the following goals from the 10-15-year vision:

Be known as a town you may walk around.

The development of a Main Street in Elsmere, the creation of a historic district, a re-greening plan, and increased interconnectivity would assist in the achievement of this goal.

Elsmere will be viewed as “small-town Delaware with small-town values.”

In order to enhance the smalltown’s residential character, the timing, location, and future design of Elsmere’s growth should be managed. In addition, the non-residential development should be managed to provide residents with minimal negative impact on the town’s character.

Market a positive image of the town.

This may include implementing aesthetic enhancements such as signage, street lamps, enclosed bus stops, and benches, which would complement Elsmere’s Main Street. Marketing could also involve publicizing the town’s current and future organizations and events in newspapers, fliers, and mailings.

Be a good place to live.

A town with strong historical and cultural resources has more to offer its citizens; therefore, strengthening these resources encourages investment in the town by its citizens, private organizations, and the government.

Recommendations

Recommendation One: Increase the Interconnectivity of the Town

Most developments in Elsmere are connected, and the Town should maintain this existing network between neighborhoods. Other aspects of interconnectivity should be enhanced, specifically pedestrian walkways (including curb ramps and sidewalks) that meet Americans with Disabilities Act (ADA) design standards. In addition, striped crosswalks should be introduced at all intersections as a guide for pedestrians.

Recommendation Two: Implement a Main Street Program that Creates a Distinct Visual Image for Kirkwood Highway in Elsmere.

Elsmere should develop a Main Street along the portion of Kirkwood Highway that runs through the town. A Main Street serves as a catalyst for economic revitalization of small businesses, a forum whereby community residents can congregate, and a symbol of community pride. An increase in the number and strength of businesses in a Main Street community increases the local economy, the available options for goods and service, and the local quality of life.

A developed Main Street along Kirkwood Highway would distinguish Elsmere from the surrounding area. Physical enhancements would include arched gateways at the eastern and western ends of the Main Street that welcome visitors to the Town of Elsmere, controlled signage, street lamps, benches, and enclosed bus stops. The town should augment landscaping designs and transportation initiatives introduced by the Delaware Department of Transportation (DelDOT). Elsmere should further collaborate with DelDOT to implement traffic-calming measures that are more compatible with a Main Street environment.

The process and resources required to create a Main Street Program is further detailed in the economic development recommendations found in Chapter 7.

Recommendation Three: Create a Re-greening of Elsmere Program

The Town should consider adopting tree-planting and landscaping requirements as part of the development code. Landscaping and tree planting offer dynamic aesthetic values such as pleasant scenery and accentuate the architectural design of Elsmere. A re-greening program could engage Elsmere residents through encouraged participation in the SMARTYARD program offered by the Delaware Nature Society. This program is designed to educate homeowners within the Christina watershed on creating a streamside ecosystem that serves to stabilize stream banks and reduce stormwater runoff. Selected participants receive a SMARTYARD package, which includes a landscape design plan, a variety of native plants, trees and shrubs, and technical assistance on planting and maintaining the water friendly landscaping (see www.delawarenaturesociety.org).

In addition, a re-greening program could incorporate an evaluation of existing and potential park areas to encourage an increased physically active lifestyle for all its residents. Elsmere could coordinate parks programming with the New Castle County Department of Parks and Recreation to offer an extensive recreation program to its residents that could include connected walking paths around and through the town. This could be supported through funding that may be available from the Delaware Land and Water Conservation Trust Fund. Inquiries about this funding source should be made through the Delaware Department of Natural Resources and Environmental Control (DNREC).

2-7. Environmental-Protection Plan

Water Quality

Elsmere lies in the Christina River Basin, which encompasses three states—Delaware, Pennsylvania, and Maryland—as well as five counties and over sixty townships, boroughs, and cities. The Christina Basin is the only source of surface water in Delaware. The Christina Basin is composed of four major watersheds; Elsmere lies in the Christina River Sub-Basin. The sub-basin is further divided into four subwatersheds. Elsmere is in the Little Mill Creek subwatershed.

Total Maximum Daily Loads (TMDLs) were established by Section 303 of The Clean Water Act of 1970. A TMDL is the maximum amount of pollutants that a water body can absorb in a day while staying within water-quality standards. This includes pollution caused by both point sources such as a sewage-treatment plant, and non-point sources such as runoff from roadways, yards, and farms. In Delaware, the Department of Natural Resources and Environmental Control (DNREC) coordinates TMDL-compliance activities.

One water-quality issue that is especially pertinent to Elsmere is combined sewer overflows (CSO). Wilmington has a “combined” sewer system, which means that sewage and stormwater

share the same pipes. When rainfall adds more water than the system can handle, sewage can overflow into waterways and impact water quality.

Using computer modeling, the low-flow (point-source) TMDL was established by the U.S. Environmental Protection Agency (EPA) in October 2002. By that standard, the Little Mill Creek subwatershed, which includes Elsmere, does not meet water-quality standards for nutrients and low dissolved oxygen. The Christina Basin high-flow (stormwater) TMDL will be determined by December 2004.

In June 2003, the Water Resources Agency (WRA), a unit within the Institute for Public Administration at the University of Delaware, issued a report card on water quality. In their report, *A Watershed Restoration Action Strategy*, grades were assigned according to 19 water-quality, habitat, and watershed-health indicators. The Little Mill Creek subwatershed received a total grade of D+ (a D = unsatisfactory). It received an F (poor) on some of the individual points, including total nitrogen and enterococcus bacteria.

The Christina Basin Clean Water Partnership provides a cooperative interstate effort to improve water quality in the Christina Basin. The local coordinator for the Delaware portion of the basin is WRA.

Flooding

In many areas of the town, normal rainfall results in flooding (see *Map 3. Regional Hydrology*). The occurrence of these incidences has increased in recent years. The flooding is, in part, a result of Elsmere's limited recharge areas and wetlands, both of which would serve to absorb water from storms and allow for a slower release of rainwater into rivers and streams after a rainfall. Presently, Elsmere has contracted VanDenmark & Lynch, Inc., to conduct a complete survey of the town's stormwater-management system and other areas of need. Given the geography of the region, it is imperative that Elsmere continue to coordinate its efforts with the City of Wilmington, New Castle County, and state offices, such as DNREC, to address and mitigate flooding issues.

Air Quality

The EPA is authorized by the Clean Air Act of 1970 to set National Ambient Air Quality Standards (NAAQS). A pollutant that has an established NAAQS is known as a criteria pollutant. Currently, there are seven criteria pollutants: sulfur dioxide, nitrogen dioxide, carbon monoxide, ozone, lead, particulate matter less than 10 microns in diameter (PM₁₀), and particulate matter less than 2.5 microns in diameter (PM_{2.5}).

To determine the ambient levels of pollutants for which NAAQS have been established, the State of Delaware created the Delaware Air Monitoring Network. The nearest air monitoring station to Elsmere is on Martin Luther King Jr. Boulevard in Wilmington. There are only two pollutants in Delaware that do not meet the NAAQS, ozone and PM_{2.5}. Air quality in Delaware is similar

to other areas in the region such as Harford County (Maryland), Cumberland County (New Jersey), and Philadelphia.

Ozone (O₃) is a pollutant formed in the lower atmosphere by a reaction of nitrogen oxides (NO_x) and volatile organic compounds (VOCs) and is distinct from the ozone layer in the upper atmosphere. VOCs are created by a variety of chemical compounds, and the main source of NO_x is combustion engines. Ozone is the main component of smog, which has an adverse impact on people as a strong respiratory irritant. The Wilmington monitoring site does not measure for O₃. The closest site to Elsmere that monitors for O₃ is the Bellefonte site. In 2002, the Bellefonte site measured O₃ eight-hour averages in excess of the NAAQS on 11 occasions.

Fine Particulate Matter (PM_{2.5}) is made up of particles that are smaller than 2.5 microns in diameter and are generally emitted from combustion activities. Fine particulate matter penetrates deeper into the lungs than do coarse particles and are more likely to cause health problems than larger particles. The Wilmington monitoring site detected particulate matter over the NAAQS; the Wilmington area has the highest concentrations of particulate matter in Delaware.

Noise Pollution

Unwelcome noises can become a nuisance to the citizens of the town. Although noise pollution can be highly subjective, it is an important area to examine because of the possible negative impact it can have on the health and well being of the citizenry by contributing to sleeplessness and elevated stress levels. The CSX Railroad and the traffic on Kirkwood Highway are significant sources of noise within the town.

Hazardous Materials

A variety of hazardous materials travel through the town on the CSX Railroad. It is also possible that these materials are switched in the rail yard. If not properly contained or in an emergency situation, these materials would create environmental concerns.

Relevant Planning Principles and Goals

The environmental-protection plan incorporates the following from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

Improving environmental quality in the town will provide citizens with a healthful environment.

The environmental-protection plan also incorporates the following goals from the 10-15-year vision:

Market a positive image of the town.

Working with surrounding communities and state offices on environmental projects will reflect positively on the town.

Be a good place to live – people will want to live in Elsmere.

Mitigating flooding problems, increasing the greenery, and addressing other environmental issues in the town will make it a more attractive place to live.

Be known as a town you may walk around.

Making the town more walkable is seen as an end in and of itself to the town, but it will also contribute positively to the environment.

Recommendations

Recommendation One: The Town should conduct a survey to address flooding issues.

In the short term, the town of Elsmere should conduct a three-phase survey consisting of the following steps: (1) gather information for a complete infrastructure review, (2) conduct a hydrological analysis to identify potential improvements, and (3) create a capital-improvement plan with a supplementary report. Possible sources of funding include DNREC, 21st Century Funds (from penalty dollars), or state contributions from taxes received from ditch money.

Recommendation Two: Elsmere should begin collecting parcel data to track flooding from each storm.

The University of Delaware will provide blank maps on which this information can be recorded. These maps can be used to identify high-water marks and establish flooding frequencies. This information can then be used to develop a better understanding of the costs and benefits of addressing flooding.

Recommendation Three: Elsmere should continue working with the City of Wilmington to resolve flooding issues.

Wilmington is currently working with a consultant to implement a long-term control plan to deal with their combined sewer overflows. Collaboration with Wilmington is crucial to address the issues of CSOs 28 and 29 in Canby Park and improve the drainage of Silverbrook Run.

Recommendation Four: Prevent Construction in Floodplain and Flood Fringe

The Town of Elsmere should examine zoning and subdivision regulations to prevent future construction in floodplain and flood-fringe areas and require any major improvements to follow FEMA guidelines for building within floodplains.

Recommendation Five: Enter into a discussion on the Christina Watershed Reconnaissance with the state.

Elsmere should begin a dialogue and work with DNREC and the Nature Conservancy to conduct a study on the Christina Watershed Reconnaissance. These discussions and survey would include a 24- to 36-month feasibility study that focuses on floodplains and riparian buffers. The Red Clay and White Clay Creeks should be included in this study (Little Mill Creek is a tributary of White Clay Creek). The estimated timeline for this project is four to five years.

Recommendation Six: Elsmere should utilize FEMA assistance for infrastructure improvements.
The Federal Emergency Management Agency (FEMA) sponsors two programs, the Hazard Mitigation Program, which distributes pre-disaster funds, and the Flood Mitigation Assistance Program, which provides funding for planning and technical assistance.

Recommendation Seven: Elsmere should work to obtain compliance with state-mandated levels of Total Maximum Daily Loads (TMDLs).

Elsmere should participate in the Christina Basin Clean Water Partnership to reduce the nutrient pollutant loads with the goal of meeting water-quality standards in accordance with the future Christina Basin TMDLs as established by DNREC and the EPA.

Recommendation Eight: Encourage alternative forms of transportation.

Combustion from engines such as in cars, trucks, and yard equipment produces air pollutants, including ozone and particulate matter. By encouraging citizens to use alternative forms of transportations such as walking, biking, and public transportation, the Town would be taking steps to reduce emissions from combustion engines. The Town could encourage pedestrian travel by incorporating mobility-friendly design elements into the zoning code, and seeking feedback from citizens to determine if their transportation needs are being met.

Recommendation Nine: The Town should work with DelDOT and DNREC to monitor noise and air pollution along Kirkwood Highway.

Vehicular traffic along Kirkwood Highway has a significant impact on air and noise pollution in the town. It should, therefore, be monitored to detect any changes in the situation and to see if there are any opportunities to improve conditions.

Recommendation Ten: Consider conducting a noise study to determine whether any further actions are needed to combat noise pollution.

The Town should seek feedback from citizens to determine whether a noise study, a change in the noise ordinance, and/or increased enforcement of noise violators is warranted at this time.

Recommendation Eleven: Continue to work with industry and state agencies.

The Town will need to continue to work with state agencies and local industries to monitor hazardous materials that are transported through Elsmere.

Recommendation Twelve: Keep emergency response plan current.

The town currently has an emergency response plan in place to deal with emergency situations arising from hazardous materials. The Town should periodically review the plan to keep it current.

Recommendation Thirteen: Continue to monitor activities of CSX.

The town needs to be aware of CSX's plans for future rail traffic in terms of both volume and content of materials being carried.

Chapter 3. Population-Data Analysis

This chapter outlines population and demographic data. Where appropriate, comparisons are made between Elsmere and New Castle County and the State of Delaware. The data for this analysis were derived from a number of sources, most notably the United States Census Bureau.

3-1. Total Population

The United States Census Bureau indicates that, from 1930 to 2000, the population of Delaware and New Castle County has been steadily increasing. In Elsmere, the population shows two distinct trends. The first trend is reflected in the time from 1930 to 1970 when the population displayed a steady increase, peaking at 8,415. The second trend is a decline in population from 1970 through 2000. The population leveled out around 5,800 at the close of the past decade.

In 1990, there were 5,935 residents living in Elsmere. The total population for New Castle County was 441,946, and 666,168 people lived in Delaware. The population in Elsmere decreased 9% from 1980 through 1990, while the populations in New Castle County and the state increased 20% and 12%, respectively.

These state, county, and town trends continued through 2000. As shown in Charts 2a and 2b, Elsmere's population decreased by 2% while New Castle County and Delaware continued experiencing growth of 13% and 17%, respectively, in the 1990s.

Chart 2a: Elsmere Population Trends

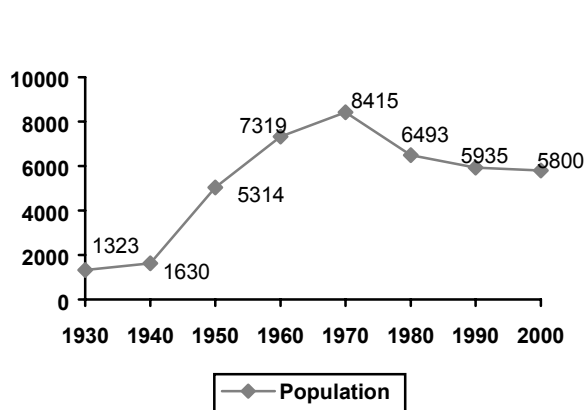
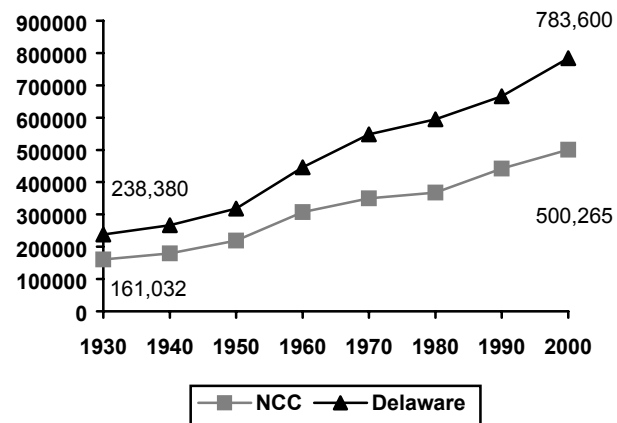


Chart 2b: NCC and Delaware Population Trends



Source: U.S. Census SF1, 1930 to 2000.

3-2. Population Projections

Assuming the town does not annex significant portions of land, it is possible to estimate the future population of Elsmere. Population projections are not to be taken as absolute because of

Elsmere's relatively small population. Inaccuracies in census data or grid information may interfere with the estimations for such a small area and population.

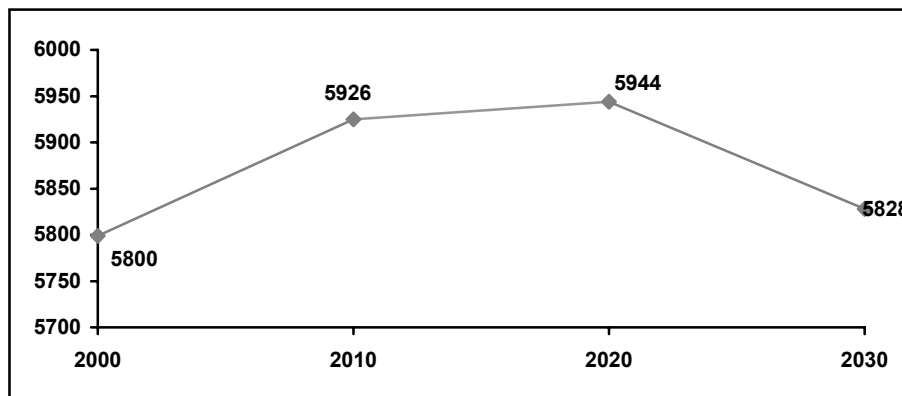
The Center for Applied Demography and Survey Research (CADSR) at the University of Delaware has prepared population projections for Elsmere using a geographic approach called "modified grids." Three modified grids that correspond to the Town of Elsmere were used in the projections. The projections assume that the town's boundaries will change little between 2000 and 2030. Projections could change based on annexation with the City of Wilmington or New Castle County. CADSR's projections are shown in Table 3 and Chart 3 below.

Table 3: Elsmere Population Projection

	2000	2010	2020	2030
Elsmere	5,800	5,926	5,944	5,828
Pop. Change	***	126	18	-116
New Castle County	500,265	551,137	589,433	613,139
Pop. Change	***	50,872	38,296	23,706
Delaware	783,600	866,528	945,349	1,018,442
Pop. Change	***	82,928	78,821	73,093

Source: U.S. Census, 2000, Center for Applied Demography and Research

Chart 3: Elsmere Population Projections



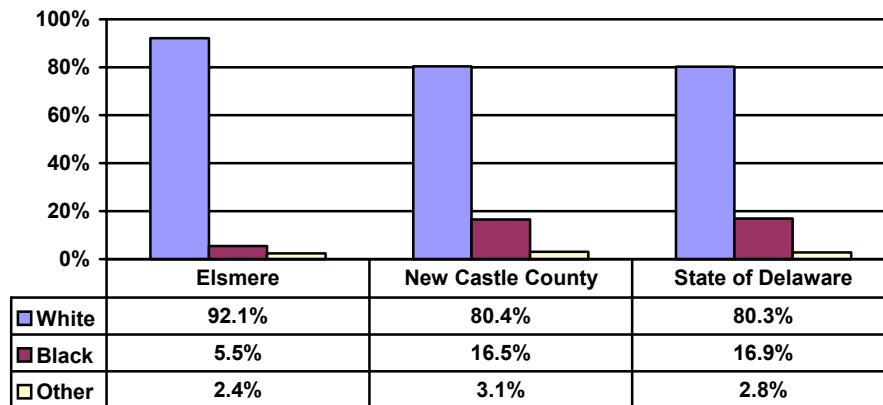
Source: U.S. Census, 2000, Center for Applied Demography and Survey Research

3-3. Demographics

Racial Composition

In 1990, the racial compositions of Delaware and New Castle County were almost identical. As shown in Chart 4, both Delaware and New Castle County were 80% white, almost 17% black, and about 3% "other." Elsmere, however, had a significantly different racial composition, with over 92% white, 5.5% black, and 2.4% "other."

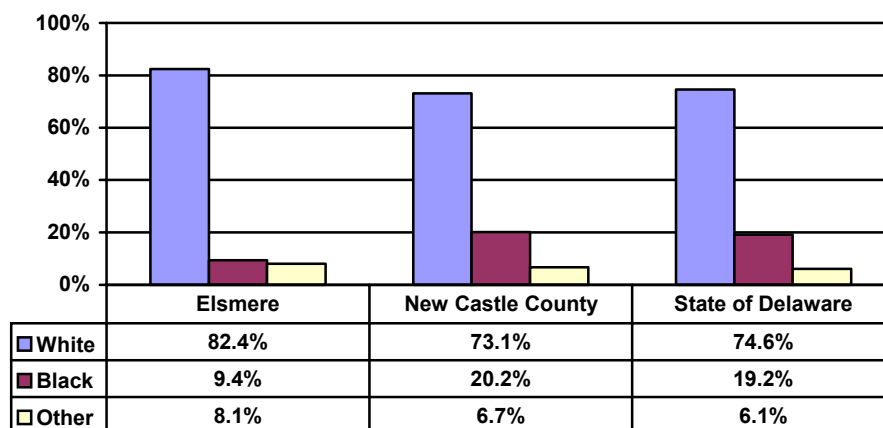
Chart 4: 1990 Racial Composition of Elsmere, New Castle County, and Delaware



Source: U.S. Census SF1, 1990

As reported in the 2000 U.S. Census, state, county, and municipal populations have all become more racially diverse since 1990. Delaware and New Castle County saw a significant increase in the percentage of residents classifying themselves as “black” or “other.” Elsmere exhibited a similar increase, as displayed in Chart 5 and Chart 6, but is still less diverse than either New Castle County or the state.

Chart 5: 2000 Racial Composition of Elsmere, New Castle County, and Delaware



Source: U.S. Census SF1, 2000

Charts 6a and b: Change in Elsmere's Racial Composition 1990 – 2000



U.S. Census SF1, 1990 & 2000

Individuals of Hispanic origin more than tripled in Elsmere between 1990 and 2000, increasing from 205 (3.5%) in 1990 to 701 (12.1%) in 2000. This trend was also seen within the county and state, but not to as large an extent, as shown in Table 4. The percentage of people of Hispanic origin more than doubled at both the county and state level as displayed in Chart 7a and b. The term Hispanic refers not to a person's race, but to their country of origin and ethnicity.

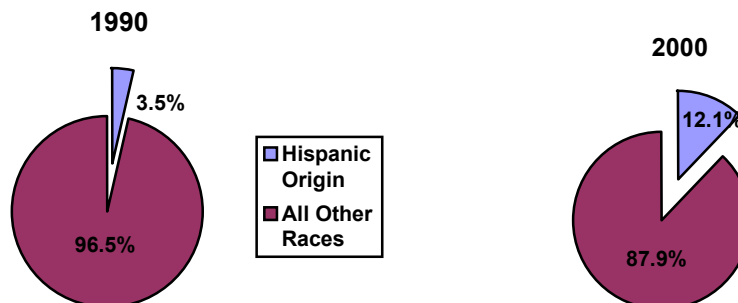
Table 4: Hispanic Population Growth and Comparison – 1990 & 2000

	Town of Elsmere		New Castle County		State of Delaware	
	1990	2000	1990	2000	1990	2000
Population	205	701	11,804	26,293	15,820	37,277
Percent (of total population)	3.5%	12.1%	2.7%	5.3%	2.4%	4.8%

Note: Persons of Hispanic Origin may be of any race

Source: U.S. Census SF1, 1990 & 2000

Charts 7a and b: Elsmere's Hispanic Population in 1990 and 2000



Source: U.S. Census SF1, 1990 & 2000

Age Profile

As shown in Table 5 and Chart 8, Elsmere has a population comparable to those of New Castle County and the State of Delaware. In 1990, school-age (5-17 years) children comprised 15.3% of the population in Elsmere, slightly less than the 16.8% in New Castle County and 17.2% in the state of Delaware. Similar trends in the total child-age population (0-17 years) are evident: Elsmere 22.6%, New Castle County 24%, and Delaware 24.5%.

Young working adults (18-29 years) comprised about 20% of the population in Elsmere, while young working adults constituted 21% of the population in New Castle County, and 20% in the state. About 15% of Elsmere residents are seniors (65 and older); this is slightly higher than New Castle County (12%), and Delaware (13%)

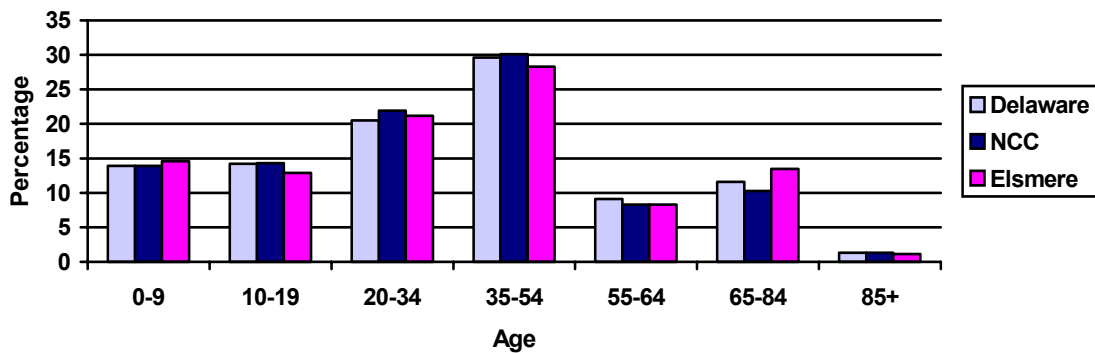
In 2000, about 18% of Elsmere's population were school-aged children (ages 5-17 years), essentially the same as the percentage of school-aged children in New Castle County and Delaware. The percentage of total children (ages 0-17) was about 25% in Elsmere, New Castle County, and Delaware.

Table 5: Age Profiles for Elsmere, New Castle County, and Delaware, 2000

Age	<i>Town of Elsmere</i>		New Castle County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
<5	422	7.3	33,384	6.7	51,531	6.6
5-9	425	7.3	36,150	7.2	55,813	7.1
10-14	368	6.3	34,961	7.0	55,274	7.1
15-19	384	6.6	36,309	7.3	56,632	7.1
20-24	405	7.0	35,499	7.1	51,665	6.6
25-34	823	14.2	73,869	14.8	108,840	13.9
35-44	980	16.9	83,616	16.7	127,601	16.3
45-54	663	11.4	66,882	13.4	103,999	13.3
55-59	259	4.5	23,739	4.7	39,320	5.0
60-64	218	3.8	17,953	3.6	32,199	4.1
65-74	461	7.9	30,904	6.2	56,415	7.2
75-84	326	5.6	20,556	4.1	34,762	4.4
85+	66	1.1	6,443	1.3	10,549	1.3

Source: U.S. Census SFI, 2000

Chart 8: Age Profiles for Elsmere, New Castle County, and Delaware, 2000



Source: U.S. Census SF1, 2000. Compiled by IPA

Educational Attainment

The average educational attainment level in Elsmere is lower than that of both New Castle County and the State of Delaware. As shown in Table 6, the majority (75.1%) of Elsmere residents have graduated from high school, while 9.4% have earned a bachelor's degree or higher. In comparison, 85.5% of New Castle County residents have graduated from high school, and 29.5% of those earning a bachelor's degree or higher. The State of Delaware education attainment is not as high as New Castle County—82.6% of Delaware residents have finished high school, and 25% have completed at minimum of a college degree.

Table 6: Educational Attainment

Jurisdiction	High school graduate or higher	Bachelor's degree or higher
Town of Elsmere	75.1%	9.4%
New Castle County	85.5%	29.5%
State of Delaware	82.6%	25.0%

Source: U.S. Census SF3, 2000

Chapter 4. Housing

This section describes Elsmere's housing stock, discusses pending projects, performs a needs analysis, and recommends an affordable housing plan. According to the U.S. Census, the amount of housing in Elsmere has declined significantly from 1990 to 2000. Single-family housing units decreased by 36 units, and multi-family units diminished by 54 units. The town is not aware of any major demolitions that would account for that loss. Since the census uses sample data to determine housing stock, it is possible that it is simply a reporting error. Mobile homes showed an increase from zero to eight units. The town is not aware of any mobile home units in the town, and once again this number could be due to sampling error. The total of all other types of housing units decreased from seven to zero between 1990 and 2000. Not included in the census data were the Fenwick Park Apartments that were condemned in 2002. That represented a loss of 156 multi-family housing units and they are currently being rehabilitated.

4-1. Housing Stock

In 2000, single-family housing was the predominant housing type found in Elsmere (76.8 %), comprising a higher percentage of the housing stock than in either New Castle County (73.5%) or the State of Delaware (70%). These totals include both single-family detached and attached housing units. Elsmere has a higher percentage of single-family detached than single family attached housing. Elsmere has a smaller percentage of mobile homes than do the county and state, constituting less than 1% of the housing stock, compared to 2.5% in New Castle County and 11.2% in Delaware. Also noteworthy is that multi-family homes comprise 22.9% of Elsmere's housing stock. This is slightly less than that of New Castle County (24%) and significantly more than that of the state (18.7%). Table 7 and 8 summarizes the housing stock as reported by the U.S. Census.

Table 7: 2000 Composition of Housing Stock: Elsmere, New Castle County, and Delaware

Housing Type	Elsmere	Portion	NCC	Portion	Delaware	Portion
Single-Family, Detached	931	39.1%	107,015	53.6%	191,688	55.9%
Single-Family, Attached	898	37.7%	39,609	19.9%	48,340	14.1%
Multi-Family	545	22.9%	47,818	24.0%	64,128	18.7%
Mobile Homes	8	< 1%	5,072	2.5%	38,281	11.2%
Other	0	-	7	< 1%	635	< 1%
Total	2,382	100%	199,521	100%	343,072	100%

Source: U.S. Census SF3, 2000

Table 8: 1990 Composition of Elsmere Housing Stock

Housing Type	Number	Portion
Single-Family, Detached	935	37.8%
Single-Family, Attached	930	37.6%
Multi-Family	599	24.2%
Mobile Homes	0	0%
Other	7	.3%
Total	2,471	100%

Source: U.S. Census SF3, 1990

Age of Housing Stock

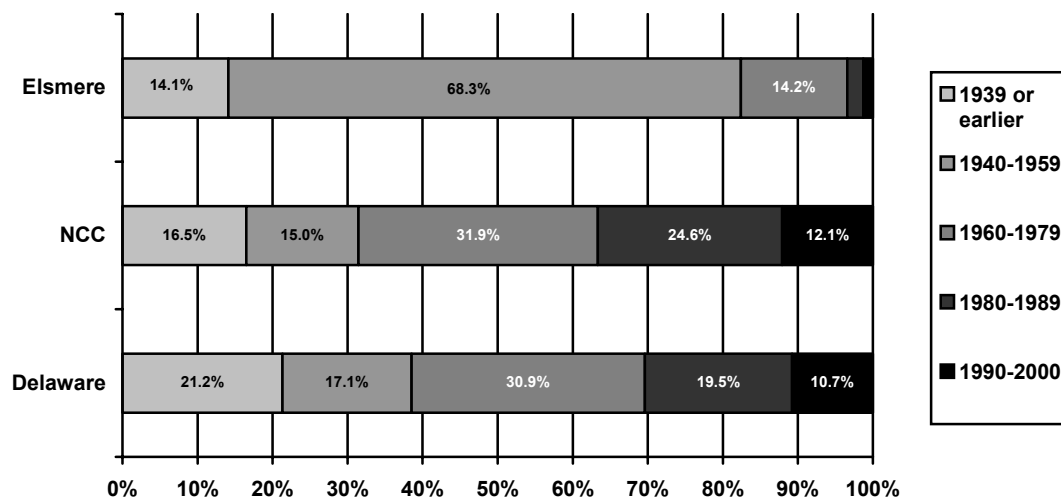
The majority of homes in Elsmere are more than 40 years old. Most of the houses were built before 1959, accounting for about 82% of the housing stock. The greatest amount of housing stock (68.3%) was built between 1940 and 1959, and 14.1% was built before 1940. Table 9 and Chart 9 display the age of Elsmere's housing stock.

Table 9: Age of Elsmere's, New Castle County's, and Delaware's Housing Stock in 2000

Age	Elsmere	NCC	Delaware
1939 or earlier	14.1%	16.5%	21.2%
1940 – 1959	68.3%	15.0%	17.1%
1960 – 1979	14.2%	31.9%	30.9%
1980 – 1989	2.1%	24.6%	19.5%
1990 – 2000	1.3%	12.1%	10.7%

Source: U.S. Census 2000 SF3

Chart 9: Age of Elsmere's, New Castle County's, and Delaware's Housing Stock in 2000

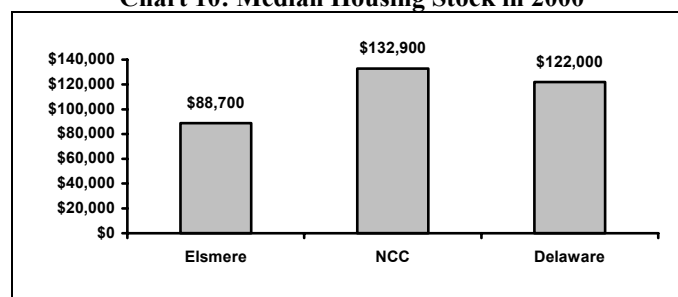


Source: U.S. Census SF3, 2000

Housing Value

As shown in Chart 10, the average value of an owner-occupied house in Elsmere is 67% of the value of a house in New Castle County, and 73% of the state's average housing value.

Chart 10: Median Housing Stock in 2000

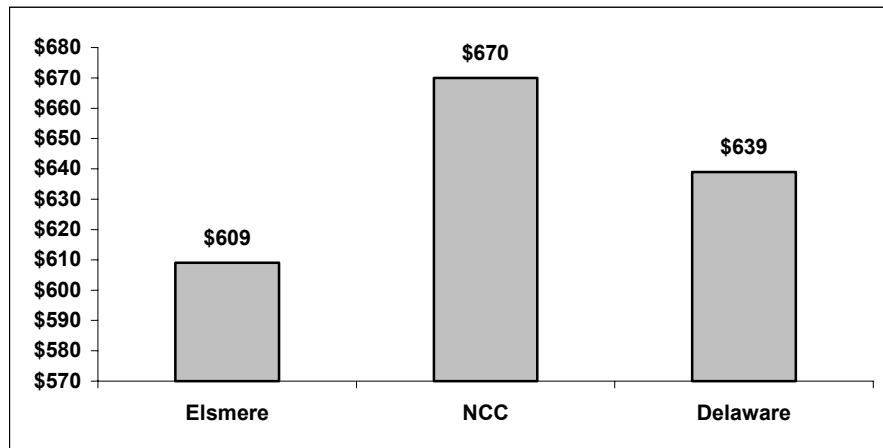


Source: U.S. Census SF3, 2000

Rental Prices

Chart 11 compares the median gross rent in Elsmere, New Castle County, and Delaware. Like housing values, rents are less in Elsmere than in the county or the state. The median rent in Elsmere is \$609, compared to \$670 in New Castle County, and \$639 in Delaware.

Chart 11: Median Gross Rent in 2000

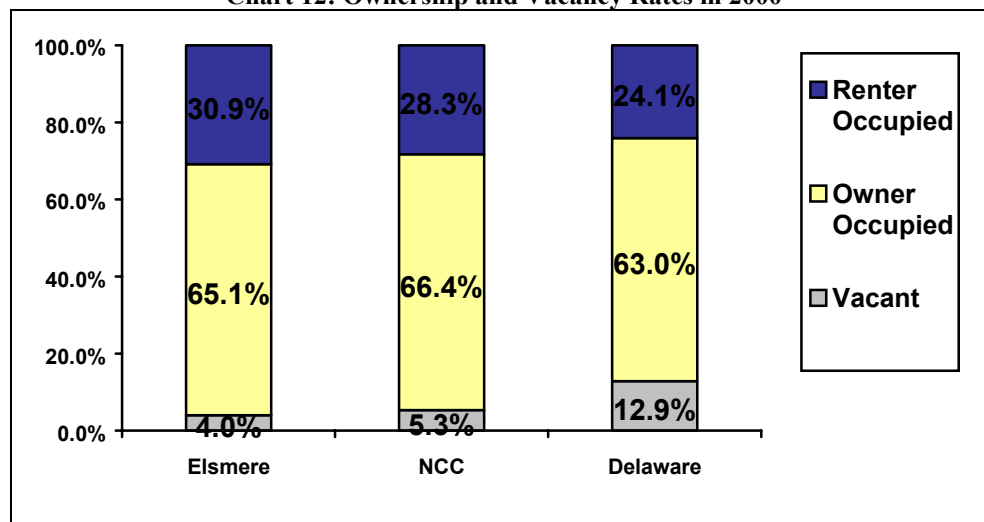


Source: U.S. Census SF3, 2000

Ownership and Vacancy

The 2000 Census reported that the vacancy rate in Elsmere is lower than the vacancy rates for the county and state. As shown in Chart 12, the state vacancy rate is 12.9%, which is greater than the vacancy rate in New Castle County (5.3%) and Elsmere (3.9%). However, the percentage of owner-occupied housing units is quite similar in Elsmere to those of the county and the state. Elsmere has a significant number of renter-occupied units in the town, accounting for 32.1% of the total housing stock. This is a higher rate than those of both the county (28.3%) and the state (24.1%).

Chart 12: Ownership and Vacancy Rates in 2000



Source: U.S. Census SF1, 2000

Housing Pipeline

As of April 2004, there were only two new, planned projects in Elsmere. The Dogwood Hollow Development, consisting of 37 townhouses, should be completed by the end of 2005. The Mindis Corporation is developing the second project. The project will consist of five single-family homes. It is currently in the permitting stage, and no target date has been set for its completion. In addition, the Fenwick Park Apartments are currently being rehabilitated. Fenwick Park consists of 39 buildings, which once housed more than 650 people. The project began in June 2003 and is expected to take a year and a half to complete.

4-2. Housing Needs Analysis

The Housing Needs Analysis provides a description of the housing needs in Elsmere. Special attention is given to low-income households, as outlined by the Office of State Planning Coordination.

Currently, there is not a need to substantially increase housing in Elsmere. According to the U.S. Census Bureau, the number of households in Elsmere decreased from 2,381 in 1990 to 2,299 in 2000, a decline of approximately 3%. Although the total housing stock in the town decreased by a slightly higher rate (4% or 89 units), Elsmere is projected to reverse its population decline in coming years. The total population is expected to grow at a modest rate of 2% between 2000 and 2010, an increase of 116 people. The average household size in Elsmere is 2.52 people. An increase of 116 people translates into 46 new households. In 2000, Elsmere had 96 vacant housing units, which is adequate to meet the housing demand for the expected additional population past the next decade.

At-Risk Households

The 2003-2007 Delaware Statewide Housing Needs Assessment defines “at-risk” households as households with annual incomes of less than \$20,000 who spend more than 30% of the household income on housing costs. The combination of low-income and high housing costs puts these households in a position of financial instability. This is because low-income individuals often find it difficult to save money, making it even more challenging for this group when housing costs increase. If individuals in this low-income bracket lose their jobs, they may be unable to pay their housing costs.

Table 10 compares the number of at-risk households in Elsmere with those in New Castle County. The rate of at-risk, owner-occupied housing in Elsmere is more than twice that of New Castle County as a whole. However, the number of at-risk renters is about the same.

Table 10: At-Risk Households in 2000

	Total Owners	At-Risk Owners	% Total Owners	Total Renters	At-Risk Renters	% of Total Renters
New Castle County	132,493	5,913	4.5	56,442	12,098	21.4
Elsmere	1,432	154	10.75	765	163	21.13

Sources: U.S. Census, Delaware Statewide Housing Needs Assessment 2003-2007

4-3. Affordable-Housing Plan

When considering Elsmere's housing plan, it is important to recognize that the town faces an obstacle if it wants to increase the housing stock, because Elsmere does not have many undeveloped parcels. If the town wants to expand its housing stock while preserving the remaining green space that is undeveloped, it must consider creative solutions. Another issue is the age of housing stock; the majority of Elsmere's housing (82%) was built before 1959. Older properties are at higher risk of being abandoned or demolished due to maintenance needs.

Currently, the town has a traditional zoning code, which separates land uses. This is mainly an issue for properties along Kirkwood Highway, because the town would like to convert the area into a traditional Main Street. The code currently does not allow for accessory dwellings as a secondary use. Accessory dwellings can provide affordable housing and are pedestrian-friendly. In addition, the code has strict requirements for parking, which could become prohibitive in developing new projects.

Much of Elsmere's housing is in the floodplain. This poses an obstacle in maintaining its housing stock. The town is tracking flooding to determine how many of housing units are at risk. Elsmere currently has enough housing to meet its anticipated population growth past the year 2010 but may be losing units. Elsmere's housing goal is to maintain and improve the current housing stock, provide adequate housing options, and provide assistance to lower-income residents.

Relevant Planning Principles and Goals

The housing plan incorporates the following from the 1972 plan:

To take measures to preserve and improve the present quality of housing in Elsmere and to prevent the emergence of blighted areas in the future.

By strengthening the housing in the town and minimizing the effect and existence of poor housing, Elsmere will be able to maintain an elevated standard of living for its residents.

The housing plan also incorporates the following from the 10-15 year vision:

Elsmere will be a good place to live.

Being able to provide adequate affordable housing stock serves to increase the marketability of the town to non-residents and enhance the quality of life for residents.

The amount of rental housing will decrease while the amount of home-ownership increases.
Working towards this goal will help to stabilize the community.

Strong neighborhood relations will be maintained.

This will be encouraged through the affordable-housing, property-maintenance, and community-development initiatives.

Recommendations

Recommendation One: Property Maintenance and Housing-Code Enforcement

These activities can be used to prevent properties from deteriorating and maintain and improve the current housing stock. This will also protect the health and safety of citizens while protecting property values for homeowners. The Town should focus on educating residents regarding existing code requirements for maintenance. One suggested method to achieve this is to distribute brochures that outline the requirements.

Recommendation Two: Participate in Community Development Block Grant (CDBG)

Apply for funding through the federal CDBG program administered by New Castle County and the U.S. Department of Housing and Urban Development. Funds can be used for a variety of activities, such as the repair of substandard housing or infrastructure improvements that support low- and moderate-income housing.

Recommendation Three: Refer At-Risk Households to Proper Agencies

It is recommended that the town keep a library on the many programs in place to assist low-income households. For example, the New Castle County Department of Community Services administers a Section 8 voucher program that provides rental assistance to low-income residents.

Recommendation Four: Review Zoning Code

Changes could be made to the zoning code that encourage affordable housing activities such as allowing accessory dwellings, infill developments, mixed land uses, and easing parking requirements. These changes could be directed to areas where growth is desired, such as Kirkwood Highway, which the town plans to develop into a Main Street commercial center.

Recommendation Five: Work with the FEMA to Address Flooding

The Federal Emergency Management Agency (FEMA) can assist the town in identifying buildings in the floodplain and instituting design standards for upgrading those buildings.

Chapter 5. Open Space and Recreation

5-1. Inventory of Open Space and Recreation

There are several local parks and recreational areas within the Town of Elsmere (see *Map 4. Parks*). Municipally managed parks include Bryan Martin Park, Fairgrounds Park, Junction Park, Joseph R. Walling Park, Maple Park, Town Hall Park, Village Circle Park, and Vilone Park. These parks contain a variety of recreational amenities including playground areas, baseball fields, basketball and tennis courts, and picnic pavilions, which are listed in Table 11.

The Oak Grove Senior Center, Inc., is a nonprofit organization that organizes events for the senior residents of Elsmere, ages 55 and older. The organization's primary goal is to "promote social, mental, and physical well being, as well as [provide] opportunities for educational programs, services, and group activities important to independent living" (www.townofelsmere.com/sc2.htm). Activities held at the senior center include crafts, ceramics, exercise, dancing, games, Bible study, day outings, and grocery shopping excursions. Hot meals are served on a daily basis for those citizens who are eligible through a program sponsored by New Castle County Senior Services and the Division of Aging. The center also provides some activities in cooperation with County and State Agencies.

The New Castle County Public Library at Elsmere was founded in 1995. It is a modern facility, built as an extension of the Elsmere Town Hall. Although the town has no administrative control over the operation of the library, its programs primarily serve the residents of Elsmere. The library offers an extensive collection that includes 31,642 volumes, 102 periodicals, 1,149 audiotapes, and 432 videos/DVDs. Presently, the library offers an extensive list of programs including story times for children, library technology classes, workshops in business and health, guest performances in music and theater, and book clubs.

Elsmere Recreation, Inc., is a nonprofit organization that is located in the Town Hall and provides services to residents of Elsmere and the surrounding areas. The activities offered include day trips, a preschool program, a summer youth day camp, an after-school program, and an annual Easter egg hunt.

The Elsmere Skating Center is adjacent to the south bridge in Elsmere. This facility offers a large skating rink with scheduled programs for pre-teenagers, young adults, and families.

Table 11: Elsmere Public Parks and Other Recreation Facilities

<i>Park/Facility</i>	<i>Location</i>	<i>Acres</i>	<i>Type of Facility</i>
Bryan Martin Park	Tamarack Ave.	0.1	Playground and basketball courts
Chestnut Run Park	Jefferson Ave.		
Elsmere Memorial Park	Rt. 2 and Rt. 100		
Elsmere Public Library	11 Poplar Ave.		Story times, library technology classes, workshops in business and health, book clubs, and guest performances in music and theater
Elsmere Skating Center	215 New Road		Skating Rink
Elsmere Town Hall	11 Poplar Ave.		Elsmere Recreation Inc.
Fairgrounds Park	Dover Ave. and Filbert Ave.	31.86	Playground, ball fields, picnic tables, and concession stand
Junction Park	Junction Blvd and Casapulla Ave.	0.48	Playground, basketball courts, picnic tables, and benches
Joseph R. Walling Park	Linden Ave.	2	Playground, basketball and tennis courts, picnic tables, and gazebo
Oak Grove Senior Center, Inc.	11 Poplar Ave.		Activities for seniors including arts and crafts, exercise, and dancing
Maple Park	Maple Ave. and Sycamore Ave.	6.18	Playground, handicapped table, and benches
Town Hall Park	11 Poplar Ave.	0.34	Playground, picnic tables, and benches
Vilone Park	Olga Rd. and Marvillo Ave.	18.57	Playground, ball fields, picnic tables, benches, and concession stands
Village Circle Park	New Rd. and Richard Ave	0.5	Bricked walkway, and gazebo

Source: Town of Elsmere; Delaware DNREC, Division of Parks & Recreation, 2004

In addition, residents have access to county and state parks, historical parks, and school-ground recreational areas that are in close proximity to Elsmere.

New Castle County Department of Parks and Recreation operates several parks that offer large playgrounds, ball fields, soccer fields, basketball courts, tennis courts, tot lots, and picnic pavilions. These parks include Banning Park, Biden Park, Brandywine Springs Park, Brandywine Springs Manor, Brookmeade Park, Canby Park, Chestnut Run Park, Dunlinden Acres, Greenbank Park, Faulkland Heights, Oakhill III Park, Willow Run Park, and Woodland Run Park.

The facilities located at Austin D. Baltz Elementary School, which lies partially within the Elsmere boundaries, are used by the Boys and Girls Extension Club to conduct athletic, educational, and cultural programs.

Greenbank Park is located five miles west of Elsmere and operates the Wilmington and Western Railroad, a holiday-and-weekend excursion adventure through the Red Clay Valley on its steam-driven trains. In addition, within the park is Greenbank Mill, a historic museum that displays a restored commercial gristmill, symbolic of the water-powered technology that was instrumental in Elsmere's development.

Table 12: County Parks and Other Recreational Facilities near Elsmere

<i>Park</i>	<i>Location</i>	<i>Acres</i>	<i>Features</i>
Albertson Park	Elder Dr. between Rt. 34 and Rt. 2	6.5	Ball field, basketball court, two tennis courts, and a playground.
Austin T. Baltz Elementary School	1500 Spruce Ave.		Boys and Girls Extension Club
Banning Park	Rt. 4 and Middleboro Rd.	160	Playground, multipurpose field, ball fields, soccer fields, basketball and tennis courts, and picnic pavilion
Biden Park	Woodland Ave. and Rt. 2	10	Playground, basketball courts, and ball field
Brandywine Springs Park	Rt. 34 and Rt. 41	57	Playground, ball fields, basketball courts, tot lot, and picnic pavilion
Brandywine Springs Manor	Newport Gap Pike, Rt. 41	4	Multipurpose field
Brookmeade Park	Turnstone Dr.	3	Wooded area and walk trails
Canby Park	Union Street and Lincoln Street	119	Playground, multipurpose field, ball fields, tennis courts, tot lot, and picnic pavilion
Dunlinden Acres	St. John Dr.	3	Playground, basketball court, ball field, and tot lot
Greenbank Park	Greenbank Rd.	17.5	Historical park with museum and steam driven trains
Faulkland Heights	Newall Dr. and Inman Dr.	2	Playground, ball fields, and tot lot
Oakhill III Park	Clifford Rd.	1	Multipurpose Field
Willow Run Park	Montgomery Rd. and Willow Run Rd.	15	Basketball court
Woodland Run Park	Faulkland Rd. and Centerville Rd.	29	Playground, basketball and volleyball court, and ball field

Source: Town of Elsmere; Delaware DNREC, Division of Parks & Recreation; New Castle County Department of Special Services, 2004

Elsmere is also located near a cluster of state parks located in Wilmington, which offers amenities for recreation, picnics, and community events. These parks include Brandywine Park, Rockford Park, and H. Fletcher Brown Park.

Brandywine Park runs along either side of the Brandywine River and provides amenities for tennis, basketball, baseball, softball, football, soccer, biking, hiking, and picnicking. The park is also home to the 12-acre Brandywine Zoo and Baynard Stadium, which seats 5,000.

Rockford Park offers large open spaces surrounded by wooded areas that are suitable for hiking, jogging, and picnicking. It also contains the historical landmark, Rockford Tower, a 100-year-old stone water tower.

H. Fletcher Brown Park offers bricked walkways through a landscaped park. The park provides a scenic view of the Brandywine River.

Table 13: State Open Space Features near Elsmere

<i>Park</i>	<i>Location</i>	<i>Acres</i>	<i>Features</i>
Brandywine Park	North Park and South Park Dr.	180	Fields for baseball, softball, football, soccer; tennis and basketball courts; biking and hiking trails; picnic tables and pavilion
Rockford Park	19th Street and Red Oak Rd.	104	Fields for baseball and softball; tennis and basketball courts; hiking trails; picnic area with grills
H. Fletcher Brown Park	South park Dr. and Marcus Street	2	Bricked walkway and landscaped park

Source: Delaware DNREC, Division of Parks & Recreation, 2004

5-2. Open Space and Recreation Plan

Relevant Planning Principles and Goals

The open space and recreation plan supports the following goals from the 1972 Elsmere Comprehensive Plan:

To create a desirable and healthy environment in which to live and work.

Extensive recreation facilities and programs should augment residents' value of outdoor recreational activity and the quality of life in Elsmere.

To provide a coordinated pattern of land use, which prevents the indiscriminate mixture of land uses and which provides for a concentration and clustering of uses to achieve harmony, order, and efficiency.

A re-greening program that integrates existing and potential parkland would be developed within a coordinated pattern of land use.

The open space and recreation plan also incorporates the following from the 10-15-year vision:

Use the library more.

The New Castle County Public Library at Elsmere offers diverse programs and dynamic recreational resources that should be promoted in the community.

Use the Town Hall more.

The Town Hall is a meeting place for community programs. The community should be made aware of these programs as they become available through a marketing plan.

Create a re-greening of Elsmere program.

A re-greening program which incorporates existing and potential park areas would encourage an increased physically active lifestyle for all Elsmere residents.

Be known as a town you may walk around with walking trails and a shopping district.

The development of interconnecting greenway trails among parks, public and cultural facilities, and residential neighborhoods would promote Elsmere as a pedestrian-friendly town.

Recommendations

Recommendation One: Create a re-greening of Elsmere program.

According to the Statewide Comprehensive Outdoor Recreation Plan (SCORP) 2003-2008, there was a 6.5% increase in the trend of valuing outdoor recreational activity between 1995 and 2002. In addition, the survey portion of SCORP indicated that the top two reasons Delawareans become more active are an increase in the number of outdoor facilities and opportunities and the availability of more information pertinent to these facilities.

Subsequently, Elsmere recognizes that a re-greening program, which incorporates existing and potential park areas, would encourage a more physically active lifestyle for all its residents. This could be attained through an evaluation of the condition of the existing municipal parks and the specific recreational needs of Elsmere's residents. In addition, Elsmere could coordinate parks programming with New Castle County Department of Parks and Recreation to offer an extensive recreation program to its residents. The implementation of a re-greening program could be supported through funding that may be available from the Delaware Land and Water Conservation Trust Fund. Inquiries about this funding source should be made through the Delaware DNREC.

Recommendation Two: Promote Elsmere as a town with greenway trails.

To facilitate pedestrian friendly areas that are pleasant to walk through, Elsmere should develop interconnecting greenway trails among parks, public and cultural facilities, and residential neighborhoods. This project would also facilitate the high priority that Delawareans place on walking and jogging paths, as indicated in the current SCORP.

Recommendation Three: Increase use of the New Castle County Public Library at Elsmere.

The New Castle County Public Library at Elsmere has an extensive programming schedule which is suitable and appealing to all residents of the town. These programs should be promoted as a dynamic recreational resource through a marketing initiative that utilizes newspapers, the town's website, fliers, and mailings.

Recommendation Four: Promote the Town Hall as a community center.

The Town Hall is currently used for some recreational purposes, including the senior center and Elsmere Recreation, Inc.; however the use of the Town Hall could be expanded to include additional programs and community events for seniors, families, and other targeted groups. This could be achieved through specific design recommendations that would enhance the centrality of the Town Hall and incorporate its location in Elsmere's vision to implement a Main Street program along Kirkwood Highway.

Chapter 6. Critical Community-Development and Infrastructure Issues

Elsmere is equipped with a variety of recreation and community-development organizations that serve the residents of Elsmere and the surrounding communities.

6-1. Inventory and Analysis of Community Infrastructure

Town Government

Elsmere became an incorporated town in 1909 and has specific powers granted by the state. Examples of these autonomous powers granted by the state include zoning, subdivision, and policing. The Elsmere Town Charter was also adopted at the time of incorporation. The Town of Elsmere has instituted a government structure that includes an elected Town Council, a Planning Commission, and a full-time town staff. The town government provides public services that include street repair, trash removal, snow removal, stormwater management, and the issuing of building permits. These services are financed through taxes and user fees.

The Town Council constitutes the legislative body of Elsmere and enacts ordinances that relate to the health, safety, and overall well-being of the town's population. Town Council comprises a mayor and six council members that represent the six districts of Elsmere. All members of the Town Council are elected and serve two-year terms. The Town Council meets on the second Tuesday of every month in the Town Hall, located at 11 Poplar Avenue.

The Planning Commission consists of seven members that prepare and recommend public improvements based on the town's comprehensive plan. All planning commissioners are nominated by the mayor, elected by the Town Council, and serve staggered three-year terms.

The town staff consists of 29 persons that function in the following positions: Town Manager, Town Clerk, Town Receptionist, Finance Clerk, Finance Consultant, Special Services Director, Special Services Unit (three employees), Town Solicitor, Code-Enforcement Director, Code-Enforcement Administrative Assistant, Code-Enforcement Officers (two officers), Chief of Police, and Police Officers (nine officers).

Community Organizations and Recreation Facilities

Elsmere's younger residents participate in a variety of recreational and leisure programs offered by the nonprofit organization, Elsmere Recreation, Inc. Originally founded in 1977 as the Greater Elsmere Recreation and Community Center, it was later incorporated as a nonprofit organization in 1990. Elsmere Recreation, Inc., is funded by the State of Delaware through an annual grant that is subsequently allocated to programs. Activities include day trips, a preschool program for three- and four-year-olds, a Summer Youth Camp, a Slim N' Trim Program, a Latch Key Program with Corpus Christi School, and several special events (e.g., an annual Easter Egg Hunt). These programs are open to residents of surrounding communities. A seasonal newsletter is printed with program information. Additionally, athletic, educational, and cultural

programs are available through the Boys and Girls Extension Club at Austin D. Baltz Elementary School and the Elsmere Cub Scout Pack 54.

The Oak Grove Senior Center, located at 11 Poplar Avenue, promotes social, mental, and physical well-being of program participants and provides educational programs, services, and group activities relevant to independent living. Seniors can participate in crafts, ceramics, chair exercises, line dancing, card games, billiards, Bible study, weekly grocery shopping, blood-pressure screenings, and daylong outings. The Center offers a nutrition program that is co-sponsored by New Castle County Senior Services and the Division of Aging. Hot meals are served at breakfast and lunch to seniors 60 years of age or older and some transportation is provided.

The Elsmere Skating Center is adjacent to the south bridge in Elsmere. This facility offers a large skating rink with scheduled programs for pre-teenagers, teenagers, young adults, and families.

Elsmere has seven parks designed to suit the needs of the town's residents. These parks offer open space, playgrounds, ball fields, picnic tables, concession stands, benches, iron lampposts, and trash receptacles.

The Wilmington and Western Railroad attraction in Greenbank Park, one mile west of the town, operates as a holiday-and-weekend excursion adventure through the Red Clay Valley on steam-driven trains. Greenbank Mill, a historic museum that showcases a restored commercial gristmill symbolic of the water-powered technology that was instrumental in Elsmere's development is located within the park.

Elsmere has several churches of various denominations that serve the spiritual needs of its citizens.

The Veterans Administration Hospital opened in 1950. Located just outside the town at 1600 Kirkwood Highway, it is primarily an outpatient treatment facility. A regional veteran-benefits office is located on the site. The hospital is unique, since it is one of only seven in the country that houses both a hospital and a benefits facility.

Library Facilities

The New Castle County Library at Elsmere was founded in 1995. It is a modern facility, built as an extension of the Elsmere Town Hall. The library is supported by state and county funding and currently employs two full-time and seven part-time employees. The library offers an extensive collection that includes 31,642 volumes, 102 periodicals, 1,149 audiotapes, and 432 videos/DVDs. Presently, the library has an extensive list of programs including story times for children, library technology classes, workshops in business and health, guest performances in music and theater, and book clubs.

Park and Open Space Services

Much of the open space in and around Elsmere is set aside for parks. Parks located within Elsmere and managed by the town include Bryan Martin Park (0.1 acre), Fairgrounds Park (31.86 acres), Junction Park (0.48 acre), Joseph R. Walling Park (2 acres), Maple Park (6.18 acres), Town Hall Park (0.34 acre), Vilone Park (18.57 acres), and Village Circle Park (0.5 acre). These parks contain playground areas and amenities for baseball, basketball, tennis, and picnics.

Elsmere residents also have access to Wilmington and New Castle County parks. The Wilmington parks that Elsmere residents have easy access to include, Brandywine Park, Rockford Park, and H. Fletcher Brown Park. Of these, Brandywine Park (180 acres) is the most extensive, offering such amenities as areas for tennis, soccer, football, biking, hiking, and picnicking. This park also includes a zoo and a stadium. Rockford Park (104 acres) offers large open spaces suitable for many outdoor activities, including hiking, jogging, and picnicking. Finally, H. Fletcher Brown Park (2 acres) offers a scenic tour of the Brandywine River.

Parks in New Castle County include Albertson Park (6 acres), Banning Park (160 acres), Biden Park (10 acres), Brandywine Springs Park (57 acres), Brandywine Springs Manor (4 acres), Canby Park (119 acres), Chestnut Run Park (10 acres), Dunlinden Acres (3 acres), Faulkland Heights (2 acres), Oakhill III Park, Willow Run Park (15 acres), and Woodlawn Run Park (29 acres). These parks offer a wide variety of amenities including playgrounds, sports fields, picnicking areas, tennis courts, historical attractions, and basketball courts.

Educational Institutions

The Town of Elsmere is part of the Red Clay Consolidated School District and is home to one of the district's 14 elementary schools, the Austin D. Baltz Elementary School (actually only partially located within Elsmere town limits). Baltz Elementary works to create a "family atmosphere," a secure place where students are taught according to their individual talents and skills. Their curriculum includes an "integrated approach to language arts and a hands-on mathematics program." The school offerings include a computer lab, two literacy centers, volunteer activities for students, a Helping One Student to Succeed (H.O.S.T.S.) mentoring program, Title I Reading Program, and an Entrepreneur Day. The school's website is www.redclay.k12.de.us/schools/adbaltz.htm.

The Elsmere community is also the home of the Corpus Christi School, a private Catholic school based on the Franciscan tradition and founded in 1952. Corpus Christi currently has 547 students and serves the residents of the Corpus Christi Parish in Elsmere and the adjoining St. Mary of the Assumption Parish. The school is staffed by the Sisters of Saint Francis of Philadelphia as well as other lay educators, including 19 teachers, four full, and nine part-time assistants, part-time physical education and music professionals, and a Director of Religious Education. Corpus Christi is a source of community pride and has attained national recognition as recipient of the United States Department of Education Exemplary School Award in 1990 and 2001. The school's website is www.corpuschristi.pvt.k12.de.us.

Senior Services

Elsmere's focus on the well-being of its senior citizens is embodied in the nonprofit organization, Oak Grove Senior Center, Inc. The center promotes the social, mental, and physical well-being of seniors and provides educational programs, services, and group activities relevant to independent living. Seniors can participate in crafts, ceramics, chair exercises, line dancing, card games, billiards, Bible study, weekly grocery shopping, and daylong outings. The Center offers a nutrition program that is co-sponsored by the New Castle County Senior Services and the Division of Aging. Hot meals are served at breakfast and lunch to seniors sixty (60) years of age or older.

Business Services

For the most part, the Town of Elsmere is self-sufficient. Business establishments cover a wide range of services, including a flower shop, a barbershop, a liquor store, a bookstore, a video store, an attorney's office, a hair salon, a jewelry store, and a funeral parlor. Elsmere also offers a variety of restaurants, sub shops, convenience stores, and bakeries.

6-2. Inventory of Community Services

Elsmere Fire Department

The community's volunteer spirit is exemplified in the Elsmere Fire Company No.1, a volunteer fire company founded on March 9, 1921. Its history reflects a unique volunteer fire company that embodies the four words of its emblem: *tradition, pride, dedication, and service*. The Elsmere Fire Company currently has 125 active firefighters and 68 social members. The entire unit is fully qualified and trained in fire, medical, and emergency-management services. Today, the Elsmere Fire Company No.1 provides fire-protection and ambulance service to a first-alarm district, which is approximately 15 square miles. This area encompasses the Town of Elsmere and developments north to the Brandywine River and west to Route 141. This area has a population of approximately 20,000 people that are housed in single-family and multi-family residences and includes commercial, industrial, and municipal buildings.

Elsmere Fire Company No.1 occupies a fire station that was officially dedicated on September 12, 1993. It was designed by Anderson Brown Higley Associates, which received the 1995 American Institute of Architects (AIA) Delaware Design Award in recognition of its outstanding architectural design. The fire station has a sizeable, well-lit, and maintenance-free engine room that has enhanced the efficiency of emergency operations. It presently holds one 1500-GPM pumper/squirt (Squirt16), 1500 GPM pumper/tanker (Engine 165), 100 aerial ladder (Ladder 16), heavy-duty rescue (Rescue 16), hazmat (Hazmat16) vehicle, trailer (Decon 1), ambulance (A-16), incident command vehicle (168), and utility passenger van (C-16). This modern building also includes a basement that serves as a civil-defense area, a state-of-the-art communications-control room at the anterior, a hazmat-operators room, spacious offices, a training room, a physical-fitness room with both male and female locker rooms and showers, a membership room, a lunch and recreation room, and a television room.

Elsmere Fire Company No.1 is part of the Weapons of Mass Destruction Working Group administered by the Delaware Emergency Management Team (DEMA). This ongoing partnership utilizes the building as a host fire station for the training of technical reserve teams to coordinate effective responses to the use of weapons of mass destruction and hazardous materials. Hazmat 16, Decon 1, and the Hazmat Operators room are part of the state-standardized field equipment used in emergency management of disasters involving weapons of mass destruction and hazardous materials.

Elsmere Police Department

Public safety remains an existing concern in Elsmere as indicated by half of the respondents of the Town of Elsmere Master Plan Questionnaire. The Elsmere Police Department seeks to mitigate this concern as its efforts contribute to both security and community pride. The Elsmere Police Department is responsible for protecting Elsmere residents, enforcing state and local laws, conducting preventative activities, performing criminal investigations, promoting traffic safety, and other obligations. They are in operation 24 hours a day, seven days a week. The Elsmere officers are dispatched through the New Castle County Emergency Service Center (911) and not through the Elsmere Police headquarters. The police team consists of eight uniformed patrol officers, divided into two shifts of four officers, each commanded by a sergeant. The Lieutenant oversees both shifts. The police department includes one chief, one lieutenant, one senior sergeant, one master corporal, one sergeant, and five patrolmen.

The police department also includes an Evidence Detection Unit, staffed by two evidence technicians. They are responsible for conducting crime-scene investigations. This unit records all conditions of a crime scene with the use of photography, video, diagrams, and other methods to detect, collect, preserve, and document physical evidence.

The Elsmere police bike patrol was initiated in April 2003. As part of this program, officers patrol the town on bikes during the spring, summer, and fall. The bike patrol allows officers to cover ground that they may not be able to reach in a car, such as alleyways, parks, and smaller streets. The town has found that the bike patrol is a “great tool for enforcing laws and a crime deterrent” (www.townofelsmere.com/bp.htm, 11/25/2003).

The police force’s duties have expanded to include participation in the Checkpoint Strike Force, a statewide effort to reduce drunk driving. This involves officers from around New Castle County, including Elsmere, setting up checkpoints, and conducting DUI checks. According to the Elsmere website, the New Castle County Strike Force made 50 DUI arrests along with arrests for numerous traffic and criminal offenses in the first two months of this program (www.townofelsmere.com/elsmerepd2.htm, 11/25/2003). Elsmere is also participating in the Cops-In-Shops program that places undercover officers in liquor stores to monitor who purchases alcohol, with the overall goal of decreasing alcohol consumption by minors.

Emergency Medical Services

The Elsmere Fire Company presently has one ambulance that is dispatched for emergency medical services. Paramedic services are provided by New Castle County Emergency Medical Services (EMS) section of the New Castle County Police Department.

Public Works

The Public Works Department, located on New Road, is responsible for removing snow, repairing street signs, and maintaining the parks and public buildings. Garbage removal services are provided by a private company, Waste Management Inc., and remain free of charge for Elsmere residents. Pick-up is conducted every Thursday. For heavy trash pick-up, removal can be arranged for a fee through Town Hall. Elsmere asks residents to clear their own sidewalks and areas adjacent to their property within 24 hours of snowfall.

6-3. Community-Development Plan

Relevant Planning Principles and Goals

The community-development plan incorporates the following from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

Strong neighborhood relations, re-greening efforts, economic growth, and the development of a historical district will all serve to enhance the environment of Elsmere.

The community-development plan also incorporates the following goals from the 10-15-year vision:

Be known as a town you may walk around.

A re-greening plan, the development of a Main Street USA and/or historic district, and decrease in signage would assist in the achievement of this goal.

Elsmere will be viewed as small-town Delaware with small-town values.

In order to enhance the small-town residential character, the timing, location, and future design of Elsmere's growth should be managed. In addition, the non-residential development should be run in a manner that minimizes negative impact on the town's character.

Market a positive image of the town.

This may include increasing positive signage throughout the town. Signs of various shapes, sizes, and colors detract from a town's image, especially within a historic district. Marketing could also involve publicizing the town's current organizations and upcoming events in newspapers, fliers, and mailings.

Maintain strong neighborhood relations.

The police and fire department should be maintained, strengthened, and encouraged to expand as they tie Elsmere with the surrounding communities and help residents who do not live in Elsmere associate positively the town.

Recommendations

Recommendation One: Consider State and County Resources for Historic Preservation

The Town of Elsmere should create a mechanism whereby the Town Council can recognize properties and structures of historic importance. This could include buildings and neighborhoods, such as the Victorian-style houses on Dupont Street and the Town Hall on Poplar Avenue. In addition, Elsmere should consider resources available through the State Historic Preservation Office and New Castle County historic preservation program. These resources could assist the town in identifying and protecting historic structures.

6-4. Community Facilities Plan

Relevant Planning Principles and Goals

The community facilities plan incorporates the following from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

Elsmere ought to work to preserve and improve the quality and character of its existing community services. It should seek to maintain a high number of organizations and services that serve the residents of the town directly, while simultaneously working to attract residents from the surrounding area to participate in its organizational programs. For example, encouraging participation in library, senior center, and skating rink programs will increase the time that people spend in the town and will enhance local businesses as well as the organizations.

The community facilities plan also incorporates the following goals from the 10-15-year vision:

The community will use the library more.

The New Castle County Public Library at Elsmere has an extensive programming schedule that is suitable and appealing to all residents of the town. These programs should be promoted as a dynamic recreational resource through a marketing initiative that utilizes newspapers, the town's website, fliers, and mailings.

The community will use the Town Hall more.

The Town Hall is a meeting place for community programs. The community should be made aware of these programs and other programs, as they become available through a marketing plan.

Create a Re-greening of Elsmere program.

The Town may consider adopting re-greening requirements as part of the development code. Re-greening, if properly designed, could enhance pedestrian orientation and safety as well as improve the appearance of the town.

Recommendations

Recommendation One: The Town should work to continue existing programs and community services while working to expand its offerings.

While the community resources that already exist in Elsmere are adequate, the Town should continue to nurture its community by providing an expanded variety of services. This can be achieved in various ways, including adapting to changes in demographics and developing the town according to the goals laid out in the comprehensive plan.

Recommendation Two: Elsmere should expand its services to cater to the current demographics, while keeping abreast of any changes in population.

With the increasing average age of Elsmere residents, the Town should seek to develop and expand its senior services.

Recommendation Three: Services currently offered by town organizations should be effectively marketed within and outside the town to draw participants.

Services already provided by the town should be better promoted to the residents and the surrounding areas. Elsmere's nonprofit and community organizations should continue to try to draw larger numbers from the surrounding areas of New Castle County, including the cities of Wilmington and Newark. This applies especially to the Elsmere Recreation, Inc., the skating rink, and the library, as they have the ability to expand and adapt their services more readily than do other organizations.

6-5. Water and Wastewater

Water

The Artesian Water Company (AWC) and the City of Wilmington provide water to residents and businesses of Elsmere.

The City of Wilmington currently serves approximately 140 accounts with an annual consumption of 8.4 million gallons. These accounts are concentrated in the easternmost part of the town, which is adjacent to the southern boundary of Wilmington. This area of Elsmere includes portions of Seneca Road, New Road, Grant Avenue, Elsmere Boulevard, Rodman Road, Dumont Road, Southern Road, Rosemont Drive, and Osborne Road. As part of Wilmington's water system, this section of Elsmere uses water withdrawn from the Brandywine Creek, which flows via a 4800-foot-long raceway to the Brandywine Pumping Station. From there the flow is divided between the Brandywine Filtration Plant and the Porter Filtration Plant, where the water is chemically treated. The finished water that is distributed to Elsmere is then stored in a concrete tank at the Rock Manor Golf Course.

Operating since 1905, the Artesian Water Company is the oldest and largest investor-owned, regulated public water utility in Delaware. AWC operates the principal water system in Elsmere and provides water to the entire town, excluding the above-mentioned section served by the City of Wilmington. In 2002, AWC had 2,557 accounts with an annual consumption of 166 million

gallons. In the first and second quarter of 2003, the number of accounts and consumption remained about the same as in 2002.

Elsmere is part of AWC's regional water system in northern New Castle County, which supplies water to Elsmere through an interconnected system. Elsmere's water source comes from groundwater that flows from well fields located near the areas of New Castle and Hockessin. The groundwater is treated through the natural filtering capability of the aquifer. The treated drinking water is then transmitted from the wells to Elsmere through a series of transmission mains ranging from six to sixteen inches in diameter. The major transmission lines entering Elsmere from AWC's system are located along Kirkwood Highway and Dupont Road (Route 100).

Elsmere experienced drought emergencies that required mandatory water-conservation measures in 1995, 1999, and 2002. Drought water is also supplemented through interconnections from United Water Delaware (UWD) and the City of Wilmington at Cleveland, and from Taft and Maryland Avenues. In 2003, AWC had a supply of 25.7 million gallons per day (mgd) and a maximum monthly demand of 24 mgd. By 2020, AWC has forecasted supply to remain at 25.7 mgd; however the forecasted monthly demand is 27.1 mgd, leaving a deficit of 1.4 mgd. AWC is presently installing aquifer storage-and-recovery wells to boost supply so that there will be an adequate supply of water during a drought and peak-demand periods.

The water systems operating in Elsmere have sufficient distribution capacity to meet current and future domestic demands. Few growth or population increases are expected in Elsmere; therefore, little or no increase in water demand is expected during the projected time period that ends in 2020. Due to the age of the water-supply system in Elsmere, it is expected that AWC will replace water mains throughout the town during the next 20 years.

Wastewater System

New Castle County currently provides sanitary sewer service for 2,018 accounts in Elsmere. At this time, there is no inter-municipal sewer agreement between New Castle County and Elsmere; consequently, no set sewer capacity is reserved for the town. The sanitary-sewer capacity presently available is largely due to New Castle County Improvement Project 9201- Little Mill Creek Interceptor Relief. Originally funded in 1992, this project allocated \$11.5 million for the relief-sewer construction along the entire Little Mill Interceptor between Richardson Park and Greenville. As of June 2003, \$9.2 million had been spent, and the project segments servicing Elsmere had been completed.

New Castle County has established a sewer preventive-maintenance program in Elsmere based on a one- and two-year cleaning schedule. The areas of Elsmere (including Elsmere Manor and Elsmere Gardens) and Oak Grove have one-year cleaning schedules, which were last completed in June 2002 and March 2003, respectively. Rosemont and Vilone Village follow a two-year cleaning schedule, last completed in October 2002 and June 2003, respectively.

6-6. Water and Wastewater Plan

Relevant Planning Principles and Goals

The water and wastewater plan incorporates the following from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

Water and wastewater services are vital to a town's clean, healthy, and pleasant environment.

To take measures to encourage the growth of Elsmere's economic base in order to provide for more job opportunities and a higher level of goods and services to the town residents.

Ensuring adequate water supply and improving the existing utilities will increase the viability of the town and the satisfaction of residents.

The water and wastewater plan relates to the following from the 10-15-year vision:

Elsmere is a good place to live.

Quality water and wastewater management, as provided by Artesian Water Company (AWC) and the City of Wilmington, can only serve to improve Elsmere's image as a town and the trust that residents have in the town as an entity.

Recommendations

Recommendation One: Elsmere should maintain and improve its wastewater service in order to protect water quality within the town.

This can be achieved through coordination with New Castle County. This coordination with the county should continue to address existing and future wastewater issues (e.g., capacity, sewer overflows, etc.). In addition, the Town should continue to work closely with the City of Wilmington's Public Works Department in order to solve the problem of combined sewer overflows (CSOs), which adversely affect surface water quality.

Recommendation Two: Elsmere should continue to work towards insuring sufficient water supplies and the protection of its quality.

This can be achieved through coordination with both the Artesian Water Company and the City of Wilmington to provide for adequate capacity to meet current and future needs. It would also involve working with these two entities in order to safeguard the town's drinking-water quality.

6-7. Transportation

The transportation system in the Town of Elsmere consists of streets, sidewalks, bicycle lanes, DART buses, taxis, and freight rail.

Streets

The Town of Elsmere is generally laid out in a grid-like pattern (see *Map 5. Roads and Boundaries*). It is divided into north and south by a major four-lane arterial, SR 2, also known as

Kirkwood Highway and Wilmington Avenue, which connects Newark and greater New Castle to the west, with Wilmington to the east. A lesser arterial, Dupont Road (SR 100) runs north through Greenville into Pennsylvania, and south to Maryland Avenue (SR 4) on the eastern end of Elsmere. The street grid is well connected, allowing residents good access to most parts of town without having to drive on the major streets.

The Delaware Department of Transportation is responsible for the maintenance of Kirkwood Highway, Dupont Road, New Road, and Old Dupont Road. The Town of Elsmere is responsible for maintenance and snow removal for all of the remaining municipal streets and alleys (approximately 13.2 miles) within the borders of the town, and receives some money from the state for this purpose. The Elsmere Public Works Department handles snow plowing and street sweeping. This department consists of four full-time employees whose responsibilities include streets, parks and building maintenance. Many streets appeared to be in need of some repair, and one street, a section of Colonial Avenue, is not paved.

According to the Elsmere Subdivision and Land Development Code (Chapter 196), the Town may require a Traffic Impact Analysis for a major subdivision plan.

In general, accident statistics show that Elsmere's streets are relatively safe, taking into consideration the volume of traffic. No fatalities or major injuries occurred during the three-year period of October 2000 to September 2003. Of the 76 accidents reported to police during this period, 33 occurred on Kirkwood Highway/Wilmington Road (versus 326 between January 1989 and December 1991), 12 occurred on Dupont Road, and the remaining 31 occurred on municipal streets. Twenty of the accidents occurred at intersections, and one involved a pedestrian injury. Two of the accidents were related to speeding and six more involved running a stop light or sign. These statistics do not indicate the need to address any major vehicular safety issues.

Sidewalks

During a site visit to Elsmere on a weekday afternoon in February 2004, many pedestrians were present, including children, elderly and disabled individuals, and a few bicyclists. Although the Town of Elsmere Code does not appear to require or regulate sidewalks or pedestrian facilities, the Town has a good pedestrian system. Sidewalks are present and continuous throughout most of the town, including interconnections to major attractors such as schools and parks. Major pedestrian draws include the shops on Kirkwood Highway and the schools and their associated ball fields and playgrounds. In addition, the Skate Center attracts pedestrians from outside of Elsmere, including, but not limited to, Wilmington.

Similar to other municipalities, property owners are responsible for the maintenance of and snow removal from sidewalks adjacent to their property. Although there is a good system of sidewalks, many are in poor condition and lack curb ramps for handicapped accessibility. Several notable locations lack sidewalks, including Dupont Road, parts of the Northeast quadrant of town, and a few new developments.

Bicycle Lanes

Although bicyclists are present in Elsmere, there are no specific bicycle facilities at this time. While bicyclists can ride safely on most municipal streets, Kirkwood Highway and Dupont Road would be considered hazardous places to navigate on a bicycle.

DART Buses

Two DART bus routes make regular stops along Kirkwood Highway/Wilmington Avenue. The Route 6 bus travels between Newark and Wilmington along Kirkwood Highway. The Route 19 bus travels between Wilmington and Pike Creek along Kirkwood Highway, Limestone Road (SR 7), New Linden Hill Road, and Skyline Drive. There are no park-and-ride lots in Elsmere, but ridership is fairly high. About 1,175 people board and get off daily at the approximately twelve DART bus stops within and just outside of Elsmere. All of the stops have concrete pads and benches, but none of them have shelters. Elsmere's bus stops appear to meet DTC's standards for the provisions of shelters, and, as such, they should eventually be upgraded under DTC's program to bring all of their bus stops up to standards.

DART First State also provides paratransit service by appointment to eligible, disabled riders. Contact DART First State for eligibility information and an application.

Taxi

There are a number of private taxi companies that serve the Elsmere/Greater Wilmington area.

Travel Mode Share

According to U.S. Census 2000 data, a lower percentage (74.5%) of Elsmere residents commute to work by single-occupant vehicle compared to the state (80.1%) or county (79.8%). A relatively high percentage of residents commute by carpool (16%) or public transportation (5.9%). In addition, 11% of Elsmere's households do not have a car.

Freight Rail

Two freight railroad lines pass through Elsmere. CSX Transportation (CSX) owns and operates a main east-coast line through northern Delaware, which roughly parallels the Amtrak line to the south. Approximately 30 trains per day pass through Elsmere on this track. This track does not have any at-grade crossings in Elsmere. Cargo is mixed, but includes automobiles, chemicals, and orange juice. This line also carries a large volume of intermodal cargo-trailers or containers on railcars, which are delivered to terminals and moved by truck to their final destination. This method of hauling reduces the overall volume of trucks on major highways such as I-95. CSX also has a major switching/maintenance yard, the Wilsmere yard on the south end of Elsmere. CSX's Market Street Industrial Branch line extends south from Wilsmere yard towards Wilmington and is used to interchange railcars with Norfolk Southern.

The Wilmington and Northern line is owned by the Reading Company and is operated by ISG Railways, Inc. This line averages about 25 trains per month, serves a steel plant in Coatesville, Pa., and connects with Norfolk Southern at that point. Primary cargo includes scrap and finished

steel, agricultural and food products, lumber, and propane. There is one at-grade railroad crossing in Elsmere, located on New Road. This crossing does not have an active warning device. At this time, one property is affected—a low-traffic-volume, industrial business. If activities at this site should change, Elsmere should request that this crossing be upgraded.

Greenway

Although there is not a greenway within the Elsmere boundaries, there is one just outside of town. This greenway connects Little Mill Creek with Bancroft Parkway in Wilmington through Canby Park.

The following are critical issues that the town should examine.

Street Flooding

Because the town is located in the middle of the Little Mill Creek drainage basin and much of the town is in the 100-year-flood plain, there are a number of streets subject to periodic flooding during rain events. These include Tamarack and Maple Avenues on the southwestern part of town and several streets along the eastern border of town in the area of Rodman Road. During storm events, many households are routinely evacuated. There are also a number of paper streets off of B and O Lane that are in an area subject to flooding.

Kirkwood Highway Bisects the Town

With average annual daily traffic counts of 24,000 to 28,500, Kirkwood Highway is a significant barrier for residents. The Town would like to see vehicular speed reduced to 25 miles per hour to improve the pedestrian environment and encourage a “main street” atmosphere. To that end, Elsmere is interested in exploring the full array of physical, psychological, and regulatory tools available to achieve this objective.

The Town would also like to improve its visual image along Kirkwood Highway so as to look more like a main street. Physical enhancements might include street trees and landscaping, arched gateways at the eastern and western approaches to the town, controlled and coordinated signage, enclosed bus stops, and a unified set of street furniture such as coordinated street lamps, benches, and trash cans.

DelDOT conducted a safety improvement study on Kirkwood Highway during 1994 and 1995. As a result, a number of improvements were made to the street in 2000-2001. Changes included closing some median crossings, installing a new traffic signal, and creating several left-turn lanes. In addition, pedestrian crosswalks were added or upgraded at a number of locations, handicapped-accessible ramps were added throughout the corridor, and brick pavers and landscaping were installed. Based on the dramatic reduction in accidents, it can be concluded that this project was highly successful in improving motorist safety.

B and O Lane

The Town reported that this long, straight, industrial road on the south side of town has become a hang out for teenagers. Speed bumps have been installed to discourage drag racing.

Street, Signage, and Sidewalk Repair and Replacement

Many of the local streets are in need of repair, and many street signs are faded and need to be replaced. In addition, many sidewalks need repairs and handicapped-accessible curb cuts must be installed. Elsmere's Public Works staff should inventory the town and develop a schedule and budget to make necessary street repairs, replace signs, and install handicapped-accessible curb ramps. Assistance is available through the Delaware Center for Transportation at the University of Delaware (302-831-6241).

Elsmere may also want to develop a sidewalk inspection program similar to other towns, whereby the town inspects certain areas each year and requires the adjacent homeowners to make repairs or pay the town to do so.

Landscape Maintenance on Kirkwood Highway

Elsmere signed an agreement with DelDOT to take over responsibility for maintenance of the landscaping along Kirkwood Highway when the contractor is no longer obligated to care for it. Elsmere may want to review other right-of-way maintenance programs to develop a program whereby private business and organizations take care of these areas or contribute money for upkeep in return for a small sponsorship sign. Elsmere may want to review DelDOT's adopt-a-highway program or other municipal landscaping programs such as the one in Newark.

6-8. Transportation Plan

Relevant Planning Principles and Goals

The transportation plan incorporates the following from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

To take measures that encourage the growth of Elsmere's economic base in order to provide for more job opportunities and a higher level of goods and services to the town's residents.

The transportation plan relates to the following from the 10-15-year vision:

Elsmere is a good place to live.

Implement a Main Street USA Program along Kirkwood Highway.

Market a positive image of the town.

Be known as a town you may walk around with walking trails and a shopping district.

Recommendations

Recommendation One: Revise the Elsmere code to require sidewalks in all new residential and non-residential development and redevelopment.

Recommendation Two: Inventory Elsmere's street, signage, and sidewalk repair/replacement needs and develop a schedule and budget to make improvements.

Recommendation Three: Institute a sidewalk-inspection-and-repair program.

Recommendation Four: Review other municipal right-of-way maintenance programs and develop a program to maintain the landscaping in the Kirkwood Highway medians.

Recommendation Five: Continue to work with DelDOT to reduce traffic speeds along Kirkwood Highway.

Recommendation Six: Vacate/dissolve paper street designations for streets in the floodplain off of B and O Lane.

Recommendation Seven: Work with DART First State to upgrade the bus stops along Kirkwood Highway with shelters.

Recommendation Eight: Enhance the interconnectivity of Elsmere by updating sidewalks to ADA standards and adding striped crosswalks at all intersections.

Chapter 7. Economic Conditions

Elsmere's Main Street runs through the center of the town along Kirkwood Highway. The street is accessible by foot to many residents and connects Elsmere to the regional business centers of Wilmington and Newark. However, a predominant concern of local officials is the town's propensity to blend in with the surrounding area. Presently, commuters and tourists drive along Kirkwood Highway without differentiating Elsmere from Kirkwood Highway, New Castle County, and Wilmington. The town's challenge, then, is to separate Elsmere from the surrounding development and to attain a distinct character.

Elsmere should maximize its location and existing development along Kirkwood Highway through an economic revitalization plan. This can be accomplished through a Main Street redevelopment program that improves the landscape, preserves the architecture, invites pedestrian traffic into the area, and works to attract niche stores and businesses that will give Elsmere a distinct flair.

7-1. Economic Base and Major Employers

Historically, Elsmere has been a bedroom community of Wilmington. As a result, service-type industries are still the major economic sources in Elsmere. Business establishments include a flower shop, a barbershop, a liquor store, a bookstore, a video store, an attorney's office, a hair salon, a jewelry store, and a funeral parlor. Elsmere also offers a variety of restaurants, sub shops, convenience stores, and bakeries.

The major employers for Elsmere residents include the Veterans Administration, located just outside the town's border, and the Elsmere town government. The municipal government employs police officers, a town manager, building inspector, and support staff.

Business Classifications

Table 14 outlines the various types of businesses that are defined by the census. These classifications are meant to include the entire range of goods and services that a community can provide.

Table 14: Business Classifications

Type of Business	Definition	Examples
Retail trade	Businesses that sell products excluding bakeries, restaurants, and pawnshops	Stores.
Other services	Businesses that provide services not included in any other category, the main exception being public administration	Repair and maintenance, personal, laundry, and religious services, grant-making, civic, professional, death-care services, pet care, photo finishing, and temporary parking
Administrative, support, waste management, and remediation services	Industries that support the daily operations of other businesses	General management, personal administration, clerical activities, cleaning activities
Wholesale trade	Establishments that sell merchandise without transformation	Agent wholesalers, manufacturers' sales branches, and agents and brokers who arrange fees for selling merchandise owned by others
Professional, scientific, and technical services	Businesses that specialize in performing scientific and technical activities for others and utilize a significant amount of human capital	Legal advice and representation, accounting, bookkeeping and payroll services, architectural, engineering and design, computer services, research services, advertising services, photographic services, and translation and interpretation services
Accommodation and food services	Establishments that provide customer with meals, snacks or beverages for immediate consumption, also includes hotels	Restaurants, bakeries
Health care and social assistance	Businesses that provide health care or social assistance services	Doctors, dentists
Real estate, rental and leasing	Businesses that are involved in leasing or renting land to others and providing other services such as appraisal	Rental agencies, real-estate agents or companies
Arts, entertainment, and recreation	Businesses that serve cultural, entertainment or recreational interests	Live performance or events, preservation of historical or educational sites, and operation of facilities for active participation in entertainment, recreation or leisure time interests

Source: 1997 Economic Census

Major Employers

Table 15 and Chart 13 summarize the employers in Elsmere. The major industry in Elsmere is retail trade. In 1997, there were 22 retail trade businesses that employed a total of 192 people and with an annual payroll totaling \$3,889,000. The following industries make up Elsmere's economic sector, in order from the greatest to smallest number of establishments: 14 "other services" (except public administration); ten administrative, support, waste-management, and remediation services; nine wholesale trade; seven professional, scientific, and technical services; seven accommodation and food services; six health care and social assistance; three real estate, rental, and leasing; and one arts, entertainment, and recreation.

Table 15: Statistics by Economic Sector

NAICS Industry Code	Industry Description	Number of Establishments	Number of Employees	Annual Payroll (k)	Shpmst/ Sales/ Recpts (k)
NAICS Industries					
42	Wholesale trade	9	B	D	D
44-45	Retail trade	22	192	3,889	31,176
53	Real estate, rental, and leasing	3	9	69	1,972
54	Professional, scientific, and technical services	7	61	1,676	3,007
56	Administrative and support, waste-management, and remediation services	10	93	2,405	12,353
62	Health care and social assistance	6	107	7,592	11,067
71	Arts, entertainment, and recreation	1	B	D	D
72	Accommodation and foodservices	7	352	2,054	6,281
81	Other services (except public administration)	14	69	1,616	5,686
Merchant Wholesalers					
42	Wholesale trade	8	B	D	D
Agents, Brokers, and Commission Merchants					
42	Wholesale trade	1	A	D	D

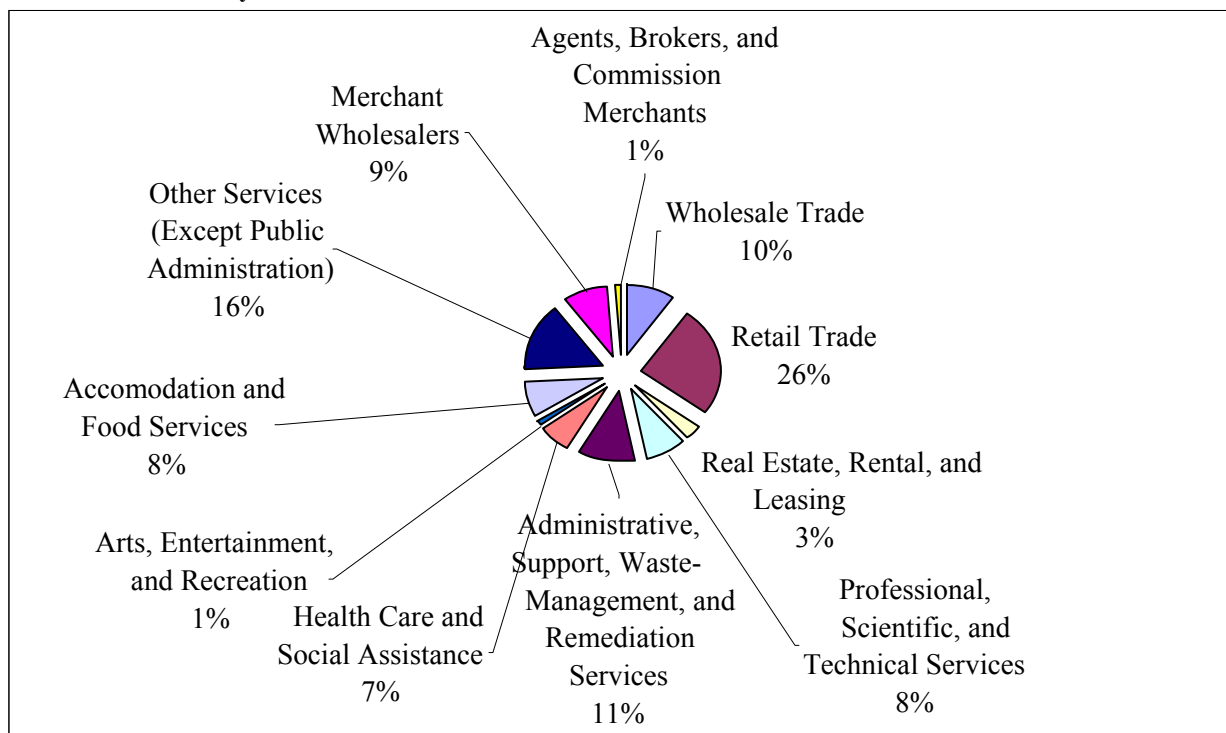
Source: U.S. Bureau of the Census, 1997 Economic Census

D: Withheld to avoid disclosing information of individual companies; data are included in higher level totals

A: 0-19 employees

B: 20-99 employees

Chart 13: Statistics by Economic Sector



Source: U. S. Bureau of the Census, 1997 Economic Census

The largest part of Elsmere's employment involves retail businesses (26%). However, the economy is diverse without a majority of people working in any one type of industry and no primary employer. Other employment sectors include Other Services (16%); Administrative, Support, Waste-Management, and Remediation Services (11%); Wholesale Trade (10%); Merchant Wholesalers (9%); Professional, Scientific, and Technical Services (8%); Accommodations and Food Services (8%); Health Care and Social Assistance (7%); Real Estate, Rental, and Leasing (3%); Agents, Brokers, and Commission Merchants (1%); and Arts, Entertainment, and Recreation (1%).

7-2. Labor Market

Background

Overall, Elsmere's employment rate is higher than those of the state and the county, though not significantly higher. The percentage of people not in the workforce in Elsmere is lower than that of the state. The percentage of women in the workforce is parallel to the state's percentages, although more women are in the labor force in Elsmere than in New Castle County.

Table 16: Employment

	Elsmere	New Castle County	Delaware
Population in Civil Labor Force aged 16 and older (%)	68.8	67.6	65.7
Population in Civil Labor Force that is employed (%)	65	64.1	61.7
Unemployed (%)	3.9	3.5	3.4
Not in labor force (%)	31.2	32.3	34.3
Population of Females that are 16 years and older in civil labor force (%)	61.8	62.4	60.2
Population of Females in Labor Force that are employed (%)	59.8	59.5	57.0
Percentage of households with children under the age of six with both parents in the workforce (%)	64.5	66.1	65.3

Source: 2000 census Table DP-1

There is a variety of workers in Elsmere. The percentage of private wage-and-salary workers in Elsmere is on par with the percentage of private wage-and-salary workers in New Castle County and in Delaware. There are fewer government employees in Elsmere in comparison to New Castle County and Delaware, however there are more self-employed people in Elsmere.

Types of Workers

As shown in Table 17, the percentage of Elsmere's workforce that is employed by privately owned businesses or by the government is comparable to that of New Castle County. In addition, Elsmere has a higher percentage of people who are self-employed compared to the county. Compared to the state, Elsmere has a higher percentage of people who are employed privately and a lower percentage of people who are employed by government. The percentage of people who are self-employed in Elsmere is comparable to that of the state.

Table 17: Types of Workers

	Elsmere	New Castle County	Delaware
Private Wage/Salary (%)	83.4	84.3	81.1
Government (%)	10.7	11.6	13.8
Self-Employed (%)	5.7	3.9	5.0
Unpaid Family Worker (%)	0.2	0.1	0.2

Source: 2000 census Table DP-1

The majority of workers in Elsmere (83%) are employed in private wage-and-salary jobs. A significant amount is employed by government (11%), and some are self-employed (8%). Less than 1% are unpaid family workers.

In New Castle County, 84% of workers are employed in private wage-and-salary jobs, while only 12% are employed by the government, and 4% are self-employed.

According to the 2000 U.S. Census, 83.4% of the working population was documented as private wage-and-salary workers, 10.7% worked for the government, 5.7% were self-employed, and 0.2% were unpaid family workers.

By Occupation

Compared to the state and county, Elsmere has a higher percentage of people employed in the following service categories: construction, extraction, and maintenance; and production, transportation, and material moving industries. A significantly smaller percentage of Elsmere's population is involved in the management, professional, and related occupations, compared to the percentages at the state and county levels. The percentage of people employed in sales and office occupations as well as fishing, farming, and forestry are similar to that of the state. Table 18 summarizes this information.

Table 18: Occupations

Occupation	Elsmere	New Castle County	Delaware
Management, Professional, and related (%)	19.7	39.1	35.3
Service (%)	22.8	13.4	14.6
Sales and office occupations (%)	27.4	28.4	27.6
Farming, Fishing, and Forestry (%)	1.2	0.3	0.5
Construction, extraction, and maintenance (%)	13.6	8.1	9.5
Production, transportation, and material moving (%)	15.3	10.7	12.5

Source: 2000 census Table DP-1

By Industry

As seen in Table 19, there are a significantly higher percentage of people in Elsmere who work in the construction industry as compared with those of the state and the county. Significantly fewer people work in manufacturing; professional, scientific, management, administration, and waste-management; and the educational, health, and social service industries in Elsmere as compared with those of the county and state.

Table 19: Industry

Industry	Elsmere	New Castle County	Delaware
Agriculture, forestry, fishing, hunting, and mining (%)	1.6	0.5	1.1
Construction (%)	12.2	6.1	7.4
Manufacturing (%)	9.8	13.2	13.2
Wholesale Trade (%)	3.7	2.7	2.8
Retail Trade (%)	9.9	10.3	11.8
Transportation, warehousing, and utilities (%)	6.3	4.8	4.8
Information (%)	1.3	2.0	1.9
Finance, insurance, real estate, rental, and leasing (%)	12.0	14.4	11.6
Professional, scientific, management, administration, and waste management (%)	7.7	10.9	9.3
Educational, and health and social services (%)	16.5	19.7	19.4
Arts, entertainment, recreation, accommodation, and food services (%)	9.9	7.3	7.7
Other (%)	5.1	4.2	4.2
Public Administration (%)	4.1	3.9	5.2

Source: 2000 census Table DP-1

7-3. Income and Poverty

Income

Table 20 shows that Elsmere residents have a higher percentage of lower-income ranges for households than those of the state and county. For example, 8.3% of Elsmere households have an income of less than \$10,000, compared with 6.3% of New Castle County residents and 7.1% of Delaware residents. In addition, Elsmere residents have a lower percentage of higher-income ranges compared with the state and county. For example, 9.9% of Elsmere households have an income between \$75,000 and \$99,000, compared with 13.9% of New Castle County residents and 12.0% of Delaware residents.

Table 20: Income Ranges for Households (1999)

% of households within the income range of:	Elsmere	New Castle County	Delaware
Less than \$10,000	8.3	6.3	7.1
\$10,000-\$14,999	5.1	4.1	5.1
\$15,000-\$24,999	16.1	9.9	11.3
\$25,000-\$34,999	15.3	10.8	12.2
\$35,000-\$49,999	16.3	15.8	16.9
\$50,000-\$74,999	21.8	21.7	21.3
\$75,000-\$99,999	9.9	13.9	12.0
\$100,000-\$149,999	6.1	11.6	9.4
\$150,000-\$199,999	1.1	3.2	2.5
More than \$200,000	-	2.6	2.1

Source: 2000 census Table DP-1

Elsmere residents have a higher percentage of middle-income ranges for families than that of the state and county. For example, 17.6% of Elsmere households have an income between \$25,000 and \$34,999, compared with 9.3% of New Castle County residents and 11.2% of Delaware residents.

Table 22 summarizes personal income in Elsmere, New Castle County, and the state. The median household income for Elsmere residents is lower than the median income for the county and state, as are the mean (or average) earnings and the per-capita income.

Table 22: Income

	Elsmere	New Castle County	Delaware
Median Household Income	\$39,415	\$52,419	\$47,381
Mean Earnings	\$46,946	\$65,254	\$57,407
Mean Social-Security Income	\$12,088	\$12,397	\$11,997
Mean Supplementary-Security Income	\$6,902	\$6,489	\$6,499
Mean Public-Assistance Income	\$2,268	\$2,288	\$2,516
Mean Retirement Income	\$12,191	\$18,286	\$17,872
Median Family Income	\$46,357	\$62,144	\$55,257
Per-Capita Income	\$18,643	\$25,413	\$23,305
Median Earnings for male, full-time, year-round workers	\$35,427	\$42,541	\$38,961
Median Salary for female, full-time, year-round workers	\$28,089	\$31,829	\$29,544

Source: 2000 census Table DP-1

Chart 23 illustrates the differences in median household income, median family income, and per-capita income between Elsmere, New Castle County, and Delaware.

Poverty

As compared with the state and county, Elsmere has more female-headed households that are below the poverty level. Table 23 shows that Elsmere has a higher percentage of families and individuals 18-and-older that live below the poverty level than has the county.

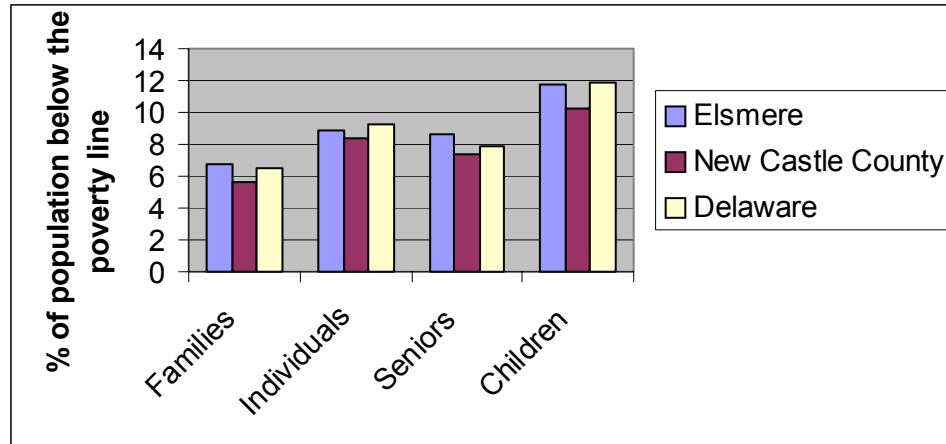
Table 23: Poverty

	Elsmere	New Castle County	Delaware
Families below the poverty level (%)	6.7	5.6	6.5
Female-headed households below the poverty level (%)	22.7	18.3	20.4
Individuals below the poverty level (%)	8.9	8.4	9.2
Individuals 18 and over below the poverty level (%)	8.0	7.7	8.3
Individuals 65 and over below the poverty level (%)	8.6	7.4	7.9
Children ages 0-17 below the poverty level (%)	11.8	10.2	11.9

Source: 2000 census Table DP-1

Chart 14 shows the poverty levels of families, individuals, seniors, and children in Elsmere, New Castle County, and Delaware.

Chart 14: Poverty Level



Source: 2000 census Table DP-1

7-4. Economic-Development Plan

Relevant Planning Principles and Goals

The economic plan incorporates the following from the 1972 Comprehensive Plan Goals:

To create a desirable and healthful environment in which to live and work.

A strong Main Street will attract new business to the town and will strengthen the community by refocusing it around a central area.

To provide a coordinated pattern of land use which prevents the indiscriminate mixture of land uses and which provides for a concentration of clustering of uses to achieve harmony, order, and efficiency.

Re-evaluating and redesigning Main Street will integrate the economic center of the town and provide for efficiency in design as well as traffic patterns.

To take measures to encourage the growth of Elsmere's economic base in order to provide for more job opportunities and a higher level of goods and services to the town's residents.

A quality Main Street program will attract new businesses to the town while increasing the revenue of the existing businesses. Business growth creates more jobs and increases tax revenue, while offering a wider variety of goods and services to residents.

The economic plan also incorporates the following from the 10-15-year vision:

Elsmere will be viewed as "Small-Town Delaware" with "Small-Town Values."

This goal will be accomplished through a strong Main Street that offers niche shops unique to Elsmere. Stores such as the resale book store, antiques store, and bakery all provide for the niche market. The design of the streetscape and the architecture of the buildings, enhanced by historic-preservation initiatives, will enhance the small-town feel of Elsmere.

Implement a Main Street USA Program along Kirkwood Highway.

The Main Street USA program is designed to assist towns that want to develop their main economic districts, encourage business development, and refocus them around a strong economic center.

Create a re-greening of Elsmere program.

The redesign of the downtown, with an increase in re-greening and general greenery, will make the town more attractive, distinguishing the downtown area of Elsmere from Kirkwood Highway.

Market a positive image of the town.

The best way to market the town is through the town itself. The use of re-greening or signage can create an attractive Main Street along Kirkwood Highway that is recognizable and distinct from the rest of the area. Elsmere can reinvent its current image, thereby creating new impressions of the town. Another way to promote Elsmere is through a marketing campaign that utilizes local media and tourism bureaus to highlight the redeveloped business district. The centennial celebration of Elsmere is a prime opportunity to take advantage of the town's economic goals and successes.

Be known as a town you may walk around with walking trails and a shopping district.

This will be accomplished through the redesign of the shopping district of Elsmere with increased walking space and better integration of pedestrian movement with vehicular traffic. More walking space and ease of mobility will make the town center a gathering place for residents.

Recommendations

Recommendation One: Main Street Revitalization

A strong Main Street is a vital part of any economy. A developed Main Street serves as a symbol of community pride, a gathering place for local residents, and an incubator for new and developing businesses. An increase in the number and strength of businesses in a Main Street community increases the available options of goods and services in a town and strengthens the local economy.

The Main Street USA program, part of the National Trust for Historic Preservation (found at www.mainstreet.org), helps towns develop their own Main Street businesses and districts. The Main Street USA program emphasizes the partnership between public and private organizations, and a change in attitudes and habits of the town through a comprehensive, incremental approach. Organizing a Main Street program involves an action-oriented work plan, fundraising, staff

training, volunteer training for the board of directors, committees and task groups, program evaluations, and targeted business-development strategies that anticipate and enable response to change.

The “Four-Point Approach” develops Main Street revitalization through four focuses: design, organization, promotion, and economic restructuring.

- **Design:** The Main Street should be designed with the physical appearance of the area, the historic importance of downtown buildings, any new construction that may need to be considered, and long-range streetscape goals in mind.
- **Organization:** The revitalization project should involve town officials, business owners, and residents to address the issues and problems in a comprehensive manner. The organization aspect may include traffic and parking issues.
- **Economic Restructuring:** It is beneficial to analyze the role that the Main Street will play in the town and work to encourage businesses and market niches that will prosper in the area to locate in Elsmere.
- **Promotion:** Special events, such as festivals, sales, parades, etc., require coordination and cooperation among businesses, local government, and organizations. The centennial celebration of Elsmere is one factor to consider in the promotion of the downtown. Promotion also includes merchandising and image development (www.mainstreet.org).

The process to develop a national Main Street revitalization program is as follows:

- Contact the National Main Street center (phone: 202-588-6219).
- Contact the Delaware Main Street Coordinator at the Delaware Economic Development Office (phone: 302-672-6839).
- Visit a nearby Main Street program. Delaware cities that currently have model Main Street districts include Delaware City, Dover, Newark, Rehoboth Beach, Seaford, and Smyrna.
- Schedule a public meeting to discuss the issue.
- Compile an inventory of current downtown businesses and note any changes in the past ten years.
- Involve local officials in the planning process and include any state agencies that may have to get involved. For example, the Town will have to work with DelDOT to make Kirkwood Highway a more accessible street.
- Formulate a task force that includes business owners, property owners, local government officials, chamber of commerce, historic-preservation groups, industry representatives, economic-development staff, and public and private civic leaders.
- Start preservation work.
- Organize a downtown festival.
- Join the National Main Street network.

The benefits to becoming part of the National Main Street network for Elsmere include:

- Distinguishing the town from surrounding areas

- Strengthening and expanding the community business center as a gathering place and point of pride for residents
- Enhancing the appearance of the downtown in an effort to distinguish it from the surrounding areas along Kirkwood Highway and encourage tourism
- Attracting and fostering growth of Elsmere's economy through the strengthening of old businesses and the establishment of new ones

The National Trust's federal and state programs offer a variety of funding opportunities including grants and funds for towns looking to enhance their historic preservation. Funding information can be found at the National Trust's website (www.nationaltrust.org/help/grants.html).

Elsmere should consider the extent to which being a town bordering Wilmington and near Newark would affect their Main Street renovation. A special event or Main Street renovation could attract business from the Wilmington and Newark populations.

Recommendation Two: Rearrange traffic patterns along Kirkwood Highway to accommodate the new Main Street.

In addition to the general Main Street USA guidelines, Elsmere should consider changes in traffic patterns that encourage pedestrian safety and are more compatible with a Main Street Environment. This would include collaboration with DelDOT to implement landscaping designs, controlled signage, traffic-calming measures, and a reduction in the speed limit along Elsmere's portion of Kirkwood Highway.

Recommendation Three: Make the town's architecture, especially in the downtown area, more appealing through a historic-preservation plan.

The city should work with historic-preservation specialists to design a downtown that preserves the historical significance of the architecture while establishing a mobility-friendly design and encouraging pedestrian traffic. The architecture should be somewhat congruent and the Main Street should be easily accessible by foot and by car. The storefronts that are currently located in former homes should not be altered, but maintained and enhanced.

Recommendation Four: Incorporate mobility-friendly design in the restructuring of the downtown.

A design firm should be employed to redesign the downtown and make the shops more accessible, not only to residents within walking distance but also to tourists and shoppers from nearby towns who drive through the town. This may involve putting aside a portion of land for parking facilities. The design firm may also assist with changing the appearance of the Main Street through the use of trees, benches, flowers, and other landscaping techniques. A prominent, overarching sign or banner gateway to the city ("Welcome to Elsmere") would be useful to separate Elsmere from the surrounding towns with the added benefit of decreasing the amount of truck and large-vehicle traffic through the city. An example of this can be found in

Wilmington's Little Italy district, which features a sign that was constructed with the help of CDI Company.

Recommendation Five: Make the town more inviting and easy to navigate for consumers who are new to the area.

A town directory that lists the stores and services offered on the Main Street should be posted at the entrances to the town. Banners that can be hung on lampposts also attract attention and highlight Elsmere as a destination.

Recommendation Six: Bring new business into the area as part of the Main Street program and general economic-growth plan.

Attention should be given to attracting new businesses to the area through a marketing campaign and suitable retail space.

Chapter 8. Land Use

8-1. Existing Land Use

A windshield survey of existing land uses was conducted in 2001 as part of the planning background work for Elsmere. For this analysis, existing land uses have been summarized into categories discussed below based on the primary use or activity as of the date of the survey (see *Map 6. Existing Land Use* and *Map 7. Zoning*). The Elsmere community, which includes portions of the developed areas outside of the town's limits, i.e., Wilmington and the suburbs of New Castle County, can trace its early development to the expansion of Wilmington. During the 1920s, residential development of the town occurred as an outward expansion of Wilmington's central core. Between the 1930s and the 1950s, development continued to spread westward from Wilmington along both road and rail routes. By the late 1950s, the majority of Elsmere's development was completed.

The town has been heavily influenced by the existence of major highway routes and extensive rail facilities throughout the town. Two key highway facilities are Kirkwood Highway and Dupont Road. Major rail facilities include the CSX line and train yards.

The following is an existing land use description, by category, occurring within the town. See Chart 15 and Table 24 for a statistical break-out of the various uses.

Commercial

This category accounts for about 67 acres located mainly along Kirkwood Highway and in the eastern part of the town centered at the junction of the rail line and New Road.

Institutional

Institutional uses are scattered throughout the town and comprise of such facilities as the town hall, fire hall, schools, churches, etc. These uses occupy about 23 acres.

Manufacturing

Approximately 1.8 acres of land are used for manufacturing purposes. These parcels are located east of Dupont Road.

Multi-Family Residential

About 27 acres of land are devoted to multi-family residential use. The majority of these uses occur in the Elsmere Park, Oak Grove, and Manchester neighborhoods.

Office

Approximately two acres is devoted to office use. These uses occur predominately along Kirkwood Highway and Dupont Road.

Public Open Space

The largest concentration of parcels devoted to public open space is located west of Dupont Road, mainly along the railroad lines and to the far northwest portion of the community along Chestnut Run Creek. These parcels account for about 77 acres. There are several smaller parcels scattered throughout the town.

Single-Family Residential

Single-family residential constitutes the highest use within the town at approximately 233 acres. The smaller single-family lots are located mainly south of Kirkwood Highway in the neighborhoods of Elsmere Gardens and Elsmere Manor. Another area of smaller lots exists north of Union Street in the Silverbrook Gardens community. Several areas of residential development have been built in a more contemporary, curvilinear street pattern (e.g., Vilone Village and Rosemont).

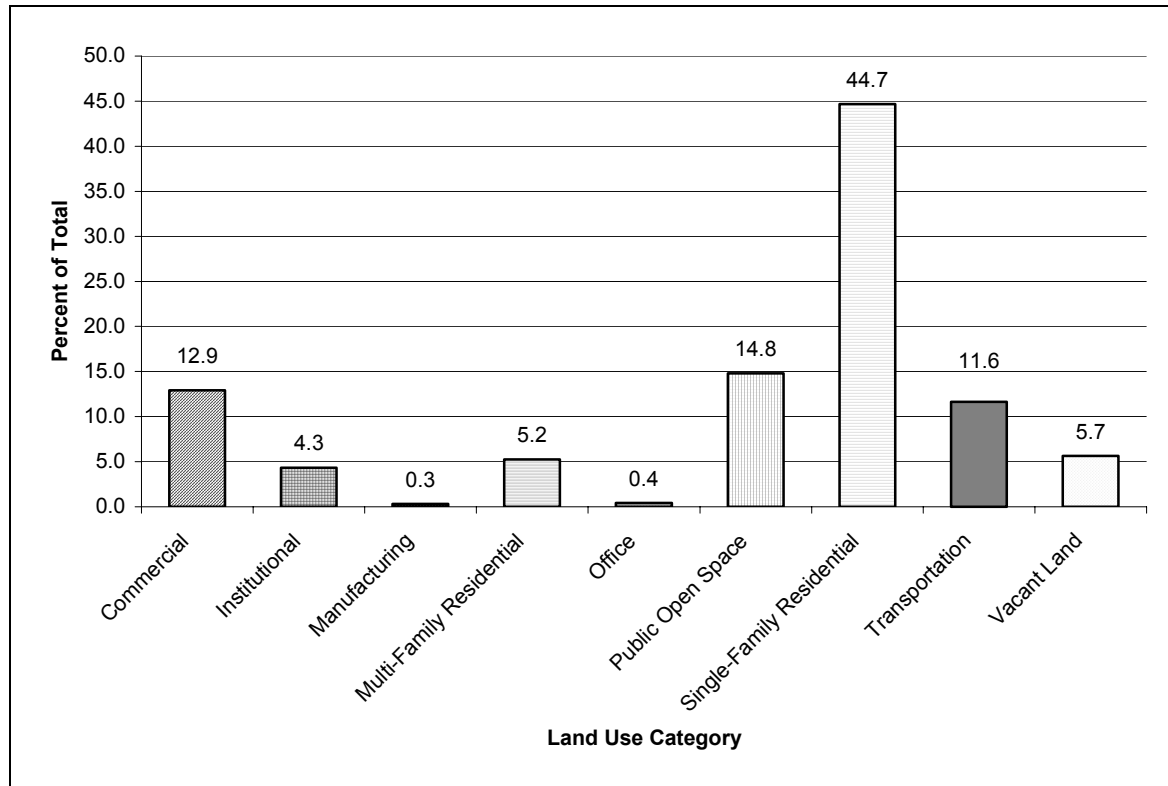
Transportation and Utilities

The transportation and utilities category consists of both alleyways and rail facilities that constitute approximately 61 acres. Alleyways run through the rear of the older residential neighborhoods. The largest component in this category includes the railroad facilities and marshaling areas. *Note: No computation was done for existing highways and/or neighborhood streets. However, those areas comprise approximately 110 acres.*

Vacant Land

There are several large parcels of vacant land throughout the town, comprising about 30 acres. A large portion of this land is located to the south of the CSX rail yard. Other pieces of vacant land are currently under development (e.g., just north of Elsmere Boulevard). There are several scattered smaller parcels of vacant land throughout the community, especially along the perimeter of the town.

Chart 15: Land Use in Elsmere



Compiled by IPA, 2001

Table 24: Land Use Acreage in Elsmere

Land Use	Sum Acres	Percent
Commercial	67.37	12.9
Institutional	22.57	4.3
Manufacturing	1.76	0.3
Multi-family Residential	27.34	5.2
Office	2.30	0.4
Public Open Space	77.19	14.8
Single Family Residential	233.15	44.7
Transportation	60.75	11.6
Vacant Land	29.52	5.7
TOTAL	521.93	100.0

Compiled by IPA, 2001

8-2. Future Land Use Plan

This future land use plan reflects the built-out condition of the town. There is little opportunity for new development. However, there may be some limited opportunities for infill and redevelopment. Future land uses for Elsmere are delineated on Map 8 and are discussed in more detail below. The majority of future land uses in the town will remain residential. Future commercial uses are located along the Kirkwood Highway corridor as well as a portion of Union Street at the far eastern section of town. The majority of institutional uses are located either on

or near Kirkwood Highway between the town's western boundary and Dupont Road. General industry is located along the railroad facilities in the southern portion of the town, extending across Dupont Road, with a large concentration located at the junction of the railroad's right-of-ways, New Road, and Wilmington Avenue. Transportation uses are mainly confined to the railroad lines existing in the eastern portion of the town, centered on the junction of New Road, the railroad right-of-ways and Wilmington Avenue. Highway development usage is located in the southeastern portion of the town between Dupont Road and Old Dupont Road and from Wilmington Avenue south to Little Mill Creek. Parks-and-recreation uses exist in several large parcels, with the largest being in the southern portion of the town, located between the general industrial area and the residential areas. There are also several parks and recreation locations.

Relevant Planning Principles and Goals

The future land use plan incorporates the following goals from the 1972 plan:

To create a desirable and healthy environment in which to live and work.

To provide a coordinated pattern of land use which prevents the indiscriminant mixture of land uses and which provides for a concentration and clustering of uses to achieve harmony, order, and efficiency.

To take the measures to encourage the growth of Elsmere's economic base in order to provide for more job opportunities and a higher level of goods and services to the town's residence.

To provide a sound basis for local government operations and revenues and a viable opportunity for annexation.

The recommendations and plan also take into account the following from the 10-15 year vision:

Change "Kirkwood Highway" to "Main Street" and enter into a "Main Street USA" program.

Be known as a town you may walk around, with walking trails and a shopping district.

Recommendations

Recommendation One: Review zoning code.

The zoning code should be reviewed to address issues such as residential densities, accessory dwellings, infill developments, mixed land uses, nonconforming uses, historic structures, redevelopment, town's center creation, and other contemporary practices.

Recommendation Two: Review general-industry category of zoning code.

The general-industry category should be reviewed to address environmental constraints that severely hinder the ability to develop existing general-industrial-zoned areas. In essence, an analysis needs to be performed as to whether or not certain general-industrial areas need to be rezoned to a different category. If so, this will necessitate a change to the future land use plan.

Some of the existing areas have significant environmental constraints and may not be suitable for development.

Recommendation Three: Review subdivision code.

The subdivision code should be reviewed to incorporate contemporary subdivision and design practices. In addition, the approval process should be reviewed with a goal of providing the town with digital data to help streamline record keeping.

Recommendation Four: Review zoning and subdivision codes re: environmental protection.

Both codes should be reviewed in order to enhance the town's ability to provide increased protection of environmental resources, e.g., floodplains.

Chapter 9. Redevelopment Potential

Elsmere recognizes the importance of implementing strategies to promote redevelopment throughout the entire town. The main two focal areas for redevelopment in Elsmere are the Fenwick Park Apartment Complex and Kirkwood Highway. The Town recognizes the need to focus on improving these areas for the benefit of the town and its residents.

9-1. Identification of Redevelopment Areas and Issues

Fenwick Park Apartments

These apartments suffered flood damage in 1989. The basement apartments were sealed off in 1996, providing an ideal environment for mold to grow. A variety of molds developed, posing a danger to human health. This prompted the town to condemn 38 of the 39 buildings in October 2002. It is crucial that the town take steps that will improve this area in order to prevent blight and crime and provide adequate housing for citizens.

Kirkwood Highway

The Kirkwood Highway is within walking distance from many Elsmere homes. It is the town's most significant roadway, because it connects Elsmere to Newark and Wilmington. As part of its economic development strategy, the Town plans to convert the portion of the Kirkwood Highway that runs through Elsmere into a Main Street. It will be developed according to the Main Street USA Program. A developed Main Street will serve as a symbol of community pride, a gathering place for local residents, an incubator for new and developing businesses, and a way to increase the tax base of the town.

Parks and Open Space

Preserving and expanding areas of open space and parkland is an important area for the town to consider to improve the physical appearance of the town and to provide recreational opportunities. This has the potential to improve the image of the town, which would attract visitors, new residents, and businesses.

Property Maintenance

There are few new developments and houses in Elsmere. According to the 2000 U.S. Census, 96.6% of the housing in Elsmere was built before 1980, and 82.25% of the housing was built before 1959. These older homes face more maintenance issues than newer homes. In addition, a significant amount of the housing consists of rental units. The 2000 U.S. Census indicated that rentals accounted for 32.1% of the housing stock, which is above the state average of 24.1%. This is a concern since rental properties may not be as well maintained as owner-occupied homes, because occupants do not have equity in their homes. In Elsmere, 3.9% of the homes are vacant, according to the 2000 U.S. Census. Although this is well below the state average vacancy rate (12.6%), Elsmere should focus its attention on these properties because they pose maintenance concerns.

9-2. Redevelopment Strategy

Relevant Planning Principles and Goals

The redevelopment strategy incorporates the following from the 1972 plan.

To take measures to preserve quality of housing in Elsmere and to prevent the emergence of blighted areas in the future.

Encouraging redevelopment could help the town increase the quality of housing, and prevent areas from becoming blighted.

The redevelopment strategy also incorporates the following from the 10-15-year vision:

Change “Kirkwood Highway” to “Main Street.”

Redeveloping properties along Kirkwood Highway is a key component in turning it into a viable Main Street.

Be a good place to live – people will want to live in Elsmere.

Supporting redevelopment will expand opportunities to improve the town, which will make it a more desirable place to live.

Create a “Re-greening of Elsmere” Program.

Expanding parks and open space would support this objective.

Recommendations

Recommendation One: Rehabilitate Fenwick Park Apartments.

Efforts are currently underway to rehabilitate these apartments. The \$2.5-million project was started in June 2003 and is expected to take a year-and-a-half to complete. The Town reports that developers intend to restore the entire 156-apartment complex.

Recommendation Two: Convert Kirkwood Highway into the Town’s Main Street.

The portion of Kirkwood Highway that runs through Elsmere should be redeveloped into a Main Street. This new Main Street program is designed in accordance with the town’s goals and emphasizes a “four-point approach” that incorporates design, organization, economic restructuring, and promotion. One significant benefit of having a Main Street program is that Elsmere may be able to acquire financial support through the National Main Street program, supported through the National Trust for Historic Preservation. This is discussed in greater detail in the economic-development plan.

Recommendation Three: Utilize and Expand Open Space and Parks.

Elsmere should develop greenway trails that link parks, public and cultural facilities, residential neighborhoods, and greenway trails inside and outside of the town. In addition, Elsmere should seek feedback from its residents on the kind of parks they would like to see developed, including such options as sports facilities, a skate park, and/or an area for pets.

Recommendation Four: Review the Zoning Code.

The town zoning code can be used to encourage redevelopment activities, including the conversion of the Kirkwood Highway into a Main Street. For example, the code could allow for small densities, accessory dwellings, infill development, and mixed land uses. These changes could be made throughout the town, or just along the Kirkwood Highway. These changes would complement the Unified Development Code of New Castle County, which includes a density-bonus provision for development in locations with adequate infrastructure and public transportation.

Recommendation Five: Maintain a Focus on Property Maintenance.

The Town should place an emphasis on citywide building inspections. These inspections will be systematic, consistent, and repeated periodically to ensure its property stock is properly maintained. As inspections occur, there will be a reduction in blight and an increase in the aesthetic appeal of the town. Finally, there is the potential of increasing property values.

Recommendation Six: Consider State and County Resources for Historic Preservation and Redevelopment.

Elsmere should create a mechanism whereby the Town Council can recognize properties and structures of historic importance. In addition, Elsmere should consider utilizing resources available through the State Historic Preservation Office and New Castle County historic-preservation program. These resources could assist the town in identifying historic structures and the mechanisms required to protect them.

Recommendation Seven: Publicize Funding Sources for Redevelopment.

Grants, loans, and tax credits are available at both the state and national level for redevelopment activities. These include, but are not limited to the following:

- *Housing-Rehabilitation Loan Program:* This program offers loans up to \$35,000 at 3% interest rates to low- and moderate-income homeowners and landlords who rent to low-income tenants in order to make necessary State Housing Code repairs or handicapped-accessibility modifications.
- *Neighborhood-Revitalization Fund:* The goal of this program is to help entire communities restore their homes to State Housing Code standards. Neighborhoods and communities apply funds that their homeowners can access in the form of low-interest loans. Homeowners residing in approved neighborhoods can access deferred low-interest rate loans of up to \$35,000, and landlords can borrow up to \$25,000.

- *Low-Income Housing Tax Credit Program*: This statewide program provides a direct federal-income-tax credit to qualified owners and investors to build, acquire, or rehabilitate rental-housing units that will be rented to working, low-income Delawareans.

Recommendation Eight: Monitor for Brownfield Redevelopment Opportunities.

The town reports that there are currently no brownfield sites within its borders. There are, however, industrial areas in the town that may have the potential to be defined as brownfields. Brownfield redevelopment is a priority at both the state and national level. Since this a high-profile issue for the government, there are numerous programs and funding opportunities. The scores of programs, combined with the potential areas of brownfields, make it worthwhile for the town to monitor whether any are being created. A sampling of some of the programs available is as follows:

- *Prospective Purchaser Agreements (PPAs) and Certificates of Completion Remedies (COCRs)*: This is a Delaware program that assists with reducing or eliminating liability concerns for sellers, buyers, and lenders.
- *Hazardous Substance Cleanup Act (HSCA)*: HSCA provides up to \$25,000 in low-interest loans (not to exceed three percent) to businesses environmental investigations.
- *FIRST Fund*: This fund supplies financial assistance for the removal of orphaned or abandoned underground storage tanks and cleanup of the site.
- *Brownfield-Assistance Matching Grants*: This program has up to \$1 million available each year to assist businesses in the redevelopment of sites certified as brownfields by the Delaware DNREC. The funds can be used for site investigation and remediation.
- *Tax Credits*: These credits are available to any taxpayer who invests \$200,000 in a qualified Brownfield facility and has hired at least five employees.

9-3. Community-Development Strategy

The community-development strategy outlines policies and actions that serve to improve the quality of life in the community. It is intended to complement and enhance the closely related goals of the redevelopment strategy, economic-development plan, and the affordable housing plan.

Relevant Planning Principles and Goals

The community-development strategy incorporates the following from the 10-15-year vision:

Be viewed as “Small-Town Delaware” with “Small-Town Values.”

By managing the type of development that takes place in the town, Elsmere can shape how they are viewed.

Create a “Re-greening of Elsmere” Program

The “Re-greening” program is an objective in its own right, but it also supports other objectives, such as marketing a positive image of the town.

Be known as a town you may walk around.

A zoning code used effectively can promote a pedestrian-friendly environment.

Market a positive image of the town.

Working with surrounding communities and state agencies can be an excellent forum in which to promote the town.

Recommendations

Recommendation One: Direct Development so that it is Consistent with Town Values.

Manage future development in a manner that benefits Elsmere's citizens and is consistent with the residential character of the town. Two methods that could be used to achieve this include architectural guidelines and/or a design review board.

Recommendation Two: Create a "Re-greening of Elsmere" Program.

Implementing a re-greening program will have many benefits for Elsmere. It will (1) help to differentiate Elsmere from surrounding communities, (2) make the town more visually appealing, (3) attract businesses and residents to the area, and (3) may increase property values. Part of the re-greening effort should include a town budget for a tree-planting program and adoption of a tree-care ordinance that provides clear guidance to residents on planting, maintaining, and removing trees from streets, parks, and other public places.

Recommendation Three: Increase Walk-ability of the Town.

Consider incorporating mobility-friendly design standards into the zoning code. The town should also focus on expanding and maintaining the sidewalk system throughout the town.

Recommendation Four: Coordinate efforts with Delaware departments, New Castle County, and surrounding communities.

The Town should work closely with various state and county departments and with neighboring communities. This is one of the best methods available to the town to meet its goals. Various governmental departments can provide the town with the needed expertise and resources. For example, the Delaware Department of Transportation, Office of State Planning Coordination, Wilmington Area Planning Council, and Delaware Department of Natural Resources and Environmental Control are some of the organizations that could provide key resources to assist Elsmere in meeting its goals.

Chapter 10. Annexation/Areas of Concern

10-1. Analysis of Surrounding Land Uses

While annexation of adjacent lands is not an immediate concern of the town at this time, it may as changes occur and opportunities arise. Currently, the town is built-out, with limited opportunities for infill and/or redevelopment. Furthermore, the majority of adjacent lands in both unincorporated New Castle County and the City of Wilmington are zoned and built as residential uses (see *Map 9. Adjacent Areas, Zoning*). Notable exceptions to this residential pattern is the “Heavy Industrial” area located on the southwestern border of the town, which is associated with the CSX yards and the GM Boxwood Plant, and the “Neighborhood Commercial” and “Office Research” areas on the western boundary of the town along Kirkwood Highway. However, given the high degree of development both within the town and the adjacent areas, Elsmere has significant concerns. The town is greatly affected by the adjacent uses, which affect its quality of life and its environment (e.g., storm drainage, air quality, noise, traffic, combined sewer overflows, etc.).

Thus the town has delineated Areas of Concern (see *Map 10. Areas of Concern*), which it feels are critical to the long-term well-being of the town and its residents.

Relevant Planning Principles and Goals

Annexation/areas of concern incorporates the following goals from the 1972 plan:

To create a desirable and healthy environment in which to live and work.

To provide a sound basis for local government operations and revenues and a viable opportunity for annexation.

The recommendations also take into account the following from the 10-15-year vision:

Be a good place to live - people will want to live in Elsmere.

Recommendations

Recommendation One: Strengthen intergovernmental coordination.

The Town should continue to strengthen its intergovernmental coordination linkages with federal, state, county, and municipal agencies.

Recommendation Two: Monitor development activity.

The Town should increase its awareness of ongoing development activity, both in New Castle County and the City of Wilmington.

Chapter 11. Intergovernmental Coordination

11-1. Description of Intergovernmental Relationships

The Town of Elsmere is involved in a series of intergovernmental relationships. A list of issues requiring intergovernmental coordination include stormwater drainage, TMDLs, transportation, housing, libraries, recreation programs, emergency-management services, comprehensive planning, land-development activity, and public water supply. These activities involve agencies at the federal, state, county, and municipal level. In some instances, they also require coordination with private-sector companies. Examples of these relationships include coordination with the City of Wilmington, Artesian Water Company, and a library service agreement with New Castle County. The Town also works on a continuing basis with state agencies, including DelDOT, DNREC, and OSPC.

11-2. An Analysis and Comparison of Other Relevant Planning Documents

The future land use plan for Elsmere is compatible with the state's investment strategy and the New Castle County Comprehensive Development Plan (see *Map 11. State Investment Strategies*). For the most part, the interface between the town, New Castle County and the City of Wilmington consists of residential areas, which are mostly built-out. The character and density of these areas is compatible and difficult to distinguish where one jurisdiction begins and another ends. The Neighborhood Comprehensive Development Plan for Southwest Wilmington (August 15, 1991) is also compatible with the proposed future land use plan for Elsmere. Also the WILMAPCO Regional Transportation Plan and the proposed future land use plan for Elsmere are compatible both in uses and intensity.

11-3. Intergovernmental Coordination Strategies

Relevant Planning Principles

Intergovernmental coordination incorporates the following goals from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

To provide a coordinated pattern of land use which prevents the indiscriminate mixture of land uses and which provides for a concentration and clustering of uses to achieve harmony, order, and efficiency.

To take the measures to encourage the growth of Elsmere's economic base in order to provide for more job opportunities and a higher level of goods and services to the town's residents.

To provide a sound basis for local government operations and revenues and a viable opportunity for annexation.

The recommendations also take into account the following from the 10-15-year vision:

Be a good place to live – people will want to live in Elsmere.

Be viewed as “Small-Town Delaware” with “Small-Town Values.”

Maintain strong neighborhood relations.

Recommendations

Recommendation One: Increase intergovernmental coordination.

The Town should strengthen its intergovernmental-coordination activities by becoming more proactive with federal, state, county, and municipal agencies. The Town should consider establishing a standing committee, to analyze and pursue intergovernmental issues and opportunities.

Recommendation Two: Monitor state, county, and municipal planning activities.

The Town should continue to strengthen its monitoring activities of various jurisdictions’ planning activities (e.g., state, federal, and municipal). These activities include zoning map and text changes, subdivision and land development plans, capital-improvements programs, and comprehensive plan revisions/updates.

Chapter 12. Implementation Strategies

12-1. Evaluation of Current Codes and Ordinances

The three basic codes that affect the implementation of the recommended Comprehensive Plan for Elsmere are zoning, subdivision, and building. These three codes provide the basic framework through which to preserve and enhance the character of the town. The character is expressed through the town's development pattern, land uses, infrastructure, design, human and natural environment, and the overall quality of life for its residents.

12-2. Zoning Map/Code and Subdivision Code Revisions

Both the zoning map and text will need to be revised during the 18 months after plan adoption. Revisions would include rezoning several scattered parcels from commercial to residential use, in keeping with the desired future land use of the town. In addition, as the Town pursues a different character for the Kirkwood Highway corridor, possibly through the "Main Street" program, various text amendments to both the zoning and subdivision codes may be necessary. Other code changes needed to address environmental protection, housing, historic structures, infrastructure, design, and land-development issues will also be identified during this 18-month period.

12-3. Coordination with Other Government Agencies

As indicated in Chapter 11, the Town needs to remain proactive in coordinating activities with federal, state, county, and municipal governments. Issues to be addressed include sanitary wastewater collection, stormwater drainage, public drinking water supplies, flooding, housing, and transportation.

12-4. Other State Programs, Policies, and Issues

In addition to the issues discussed in Chapter 11, the problem of total maximum daily loads (TMDLs) needs to be addressed by the town. The details for addressing this issue can be found in the discussion and recommendations of Chapter 2.

Relevant Planning Principles

Implementation strategies incorporate the following goals from the 1972 plan:

To create a desirable and healthful environment in which to live and work.

To provide a coordinated pattern of land use which prevents the indiscriminate mixture of land uses and furthermore, provides for a concentration and clustering of uses to achieve harmony, order, and efficiency.

To take measures to preserve the present quality of housing in Elsmere and to prevent the emergence of blighted areas in the future.

To take measures that encourage the growth of Elsmere's economic base in order to provide for more job opportunities and a higher level of goods and services to the town's residents.

To provide a sound basis for local government operations and revenues, and a viable opportunity for annexation.

The recommendations also take into account the following from the 10-15-year vision:

Be a good place to live – people will want to live in Elsmere.

Be viewed as “Small-Town Delaware” with “Small-Town Values.”

Change “Kirkwood Highway” to “Main Street USA” program.

Create a “Re-greening of Elsmere” program.

Maintain strong neighborhood relations.

Decrease rentals and increase home-ownership.

Be known as a town you may walk around with walking trails and a shopping district.

Recommendations

Recommendation One: Revise both the zoning map and text after plan adoption and certification.

The Town should make the appropriate zoning map changes to bring the future land use plan and it into alignment. This will involve rezoning several parcels from commercial to residential. There also may be a need/opportunity to make other map revisions, which would be identified through the revision, analysis, and process.

Recommendation Two: Revise the zoning and subdivision codes text.

The Town should analyze the recommendations contained in the various sections of the Comprehensive Plan in order to make the appropriate revisions to these two codes. Issue areas would include design, housing, infrastructure, environmental protection, historic structures, intergovernmental coordination, and transportation.

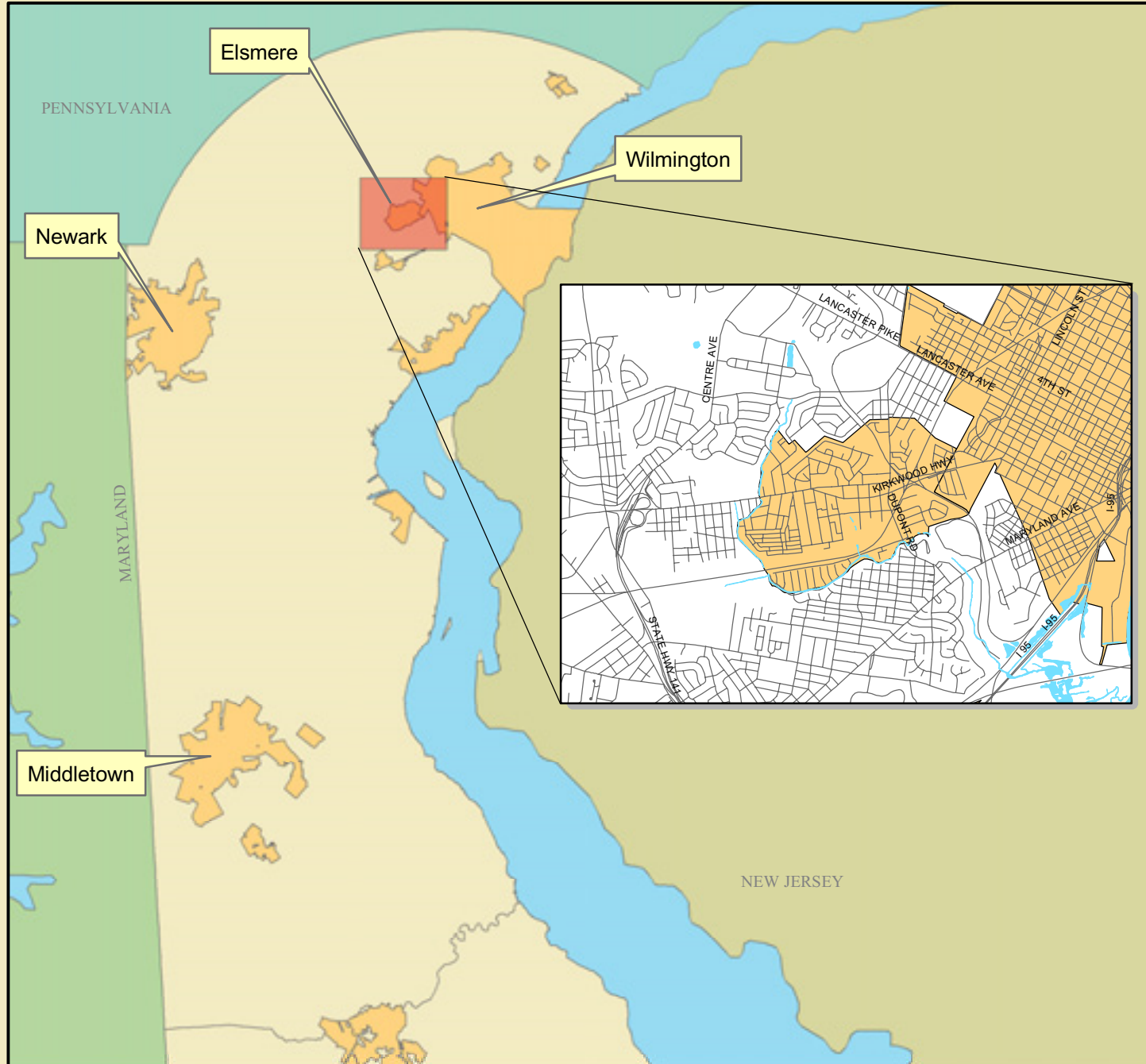
Recommendation Three: The Town should pursue the recommendations contained in Chapters 2 and 11.

These two chapters contain recommendations involving environmental protection and intergovernmental coordination, providing the framework for achieving the desired goals contained in the Comprehensive Plan.




Appendix A. Maps

Map 1.	Elsmere and Surrounding Region
Map 2.	Aerial View
Map 3.	Regional Hydrology
Map 4.	Parks
Map 5.	Roads and Boundaries
Map 6.	Existing Land Use
Map 7.	Zoning
Map 8.	Future Land Use
Map 9.	Adjacent Areas, Zoning
Map 10.	Areas of Concern
Map 11.	State Investment Strategies

Town of Elsmere, Delaware

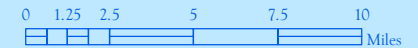


Map 1. Elsmere and Surrounding Region

-  Study Area
-  Roads
-  Rivers, Lakes, & Ponds
-  Municipal Boundaries



July 2004



Sources:

Base map - New Castle County road file developed from tax parcels.
(March 2003).

Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in
cooperative agreement between the State of Delaware and the
USGS (1991-1993).

Municipal Boundaries - Office of State Planning (June 2003).




Note:

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



Town of Elsmere, Delaware

Map 2. Aerial View

-  Rivers, Lakes, & Ponds
-  Parcel Boundaries
-  Municipal Boundary



July 2004

0 250 500 1,000 1,500 2,000
Feet

Sources:

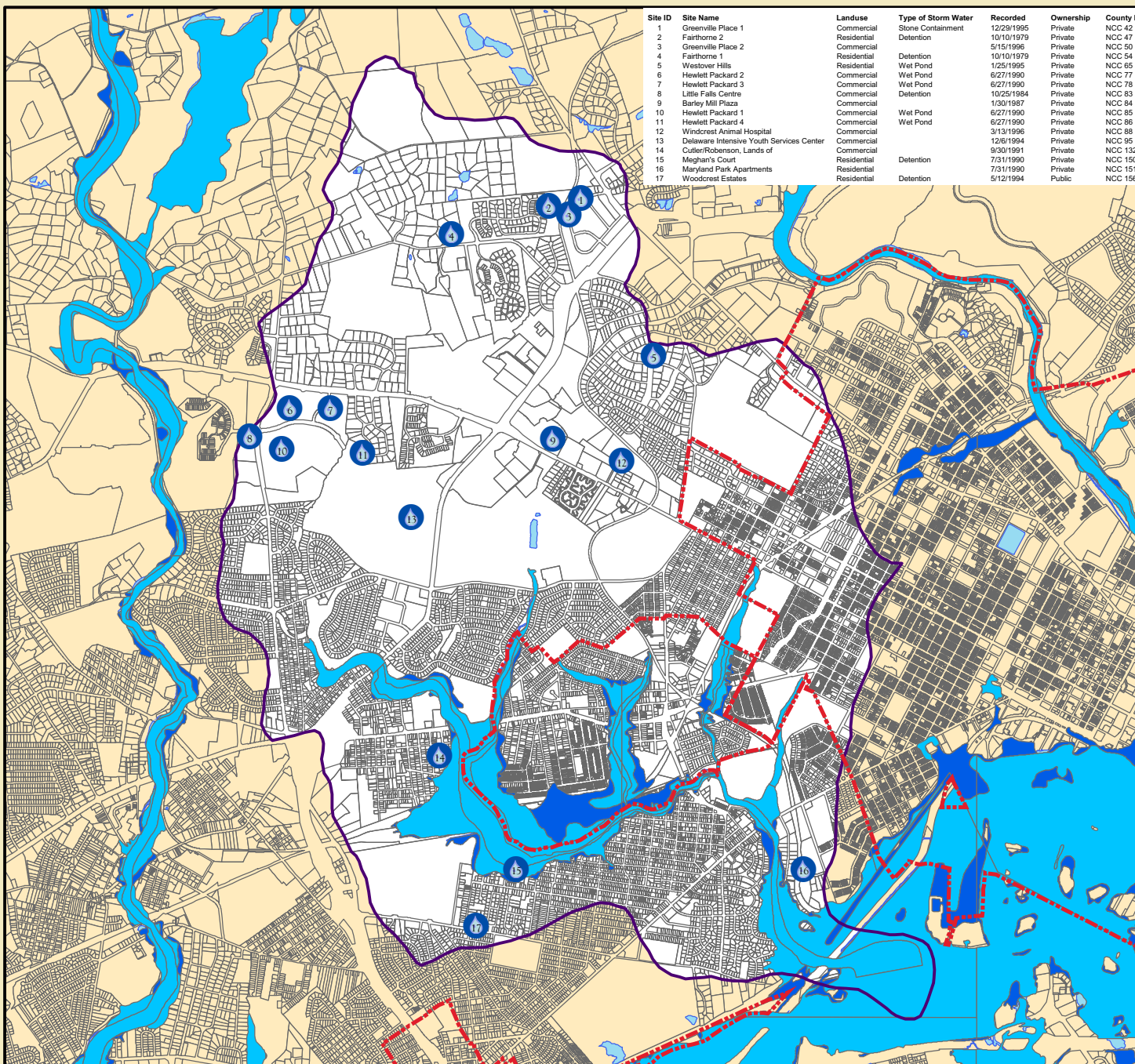
Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
Parcels - New Castle County, Department of Land Use, 2002.
Digital Orthophoto Quarter Quads (DOQQs) - Delaware Department of Transportation (DelDOT), 2002.

Note:

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



Town of Elsmere, Delaware

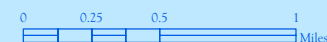


Map 3. Regional Hydrology

- Municipal Boundaries
- Parcel Boundaries
- BMPs
- Little Mill Creek Basin
- Rivers, Lakes, & Ponds
- 100 Year Flood
- 500 Year Flood



July 2004



Sources:

Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).

Parcels - New Castle County, Department of Land Use, 2002.

Class A and Recharge WSPA - Community Wells taken from the Water Resource Protection Area (WRPA) Maps, 2000

Flood Plains - Federal Emergency Management Agency (FEMA).


Note:

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




Town of Elsmere, Delaware

Map 4. Parks


 Municipal Boundary

2002 Outdoor Recreation Inventory (ORI) Parks

 County

 Municipal

 Parcel Boundaries

 Rivers, Lakes, & Ponds



July 2004

0 250 500 1,000 1,500 2,000
Feet

Sources:

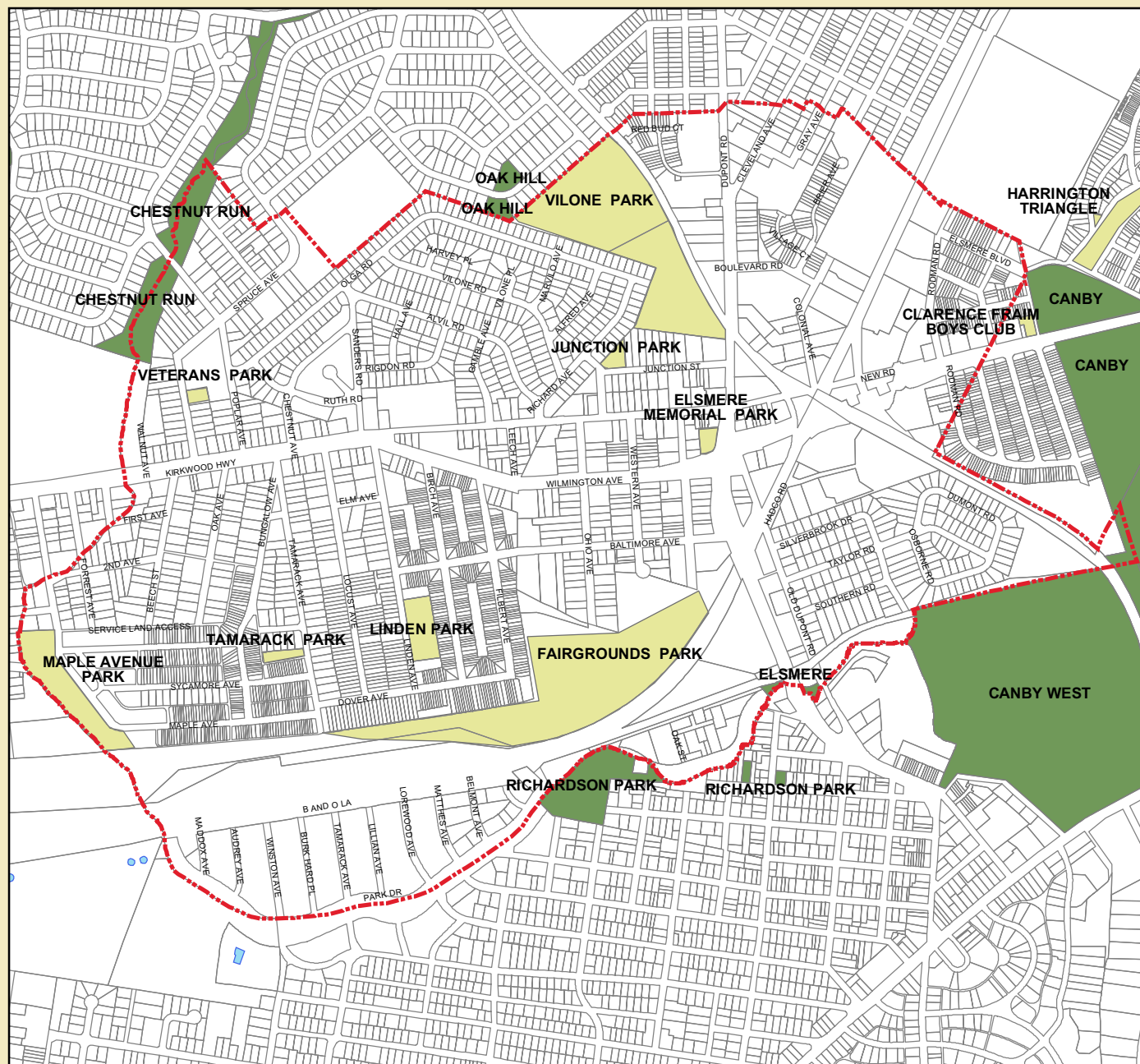
Parks - Delaware Department of Natural Resources and Environmental Control (DNREC), Division of Parks and Recreation, September 2002.

Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).

Parcels - New Castle County, Department of Land Use, 2003.






Note:

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



Town of Elsmere, Delaware

Map 5. Roads and Boundaries

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



July 2004

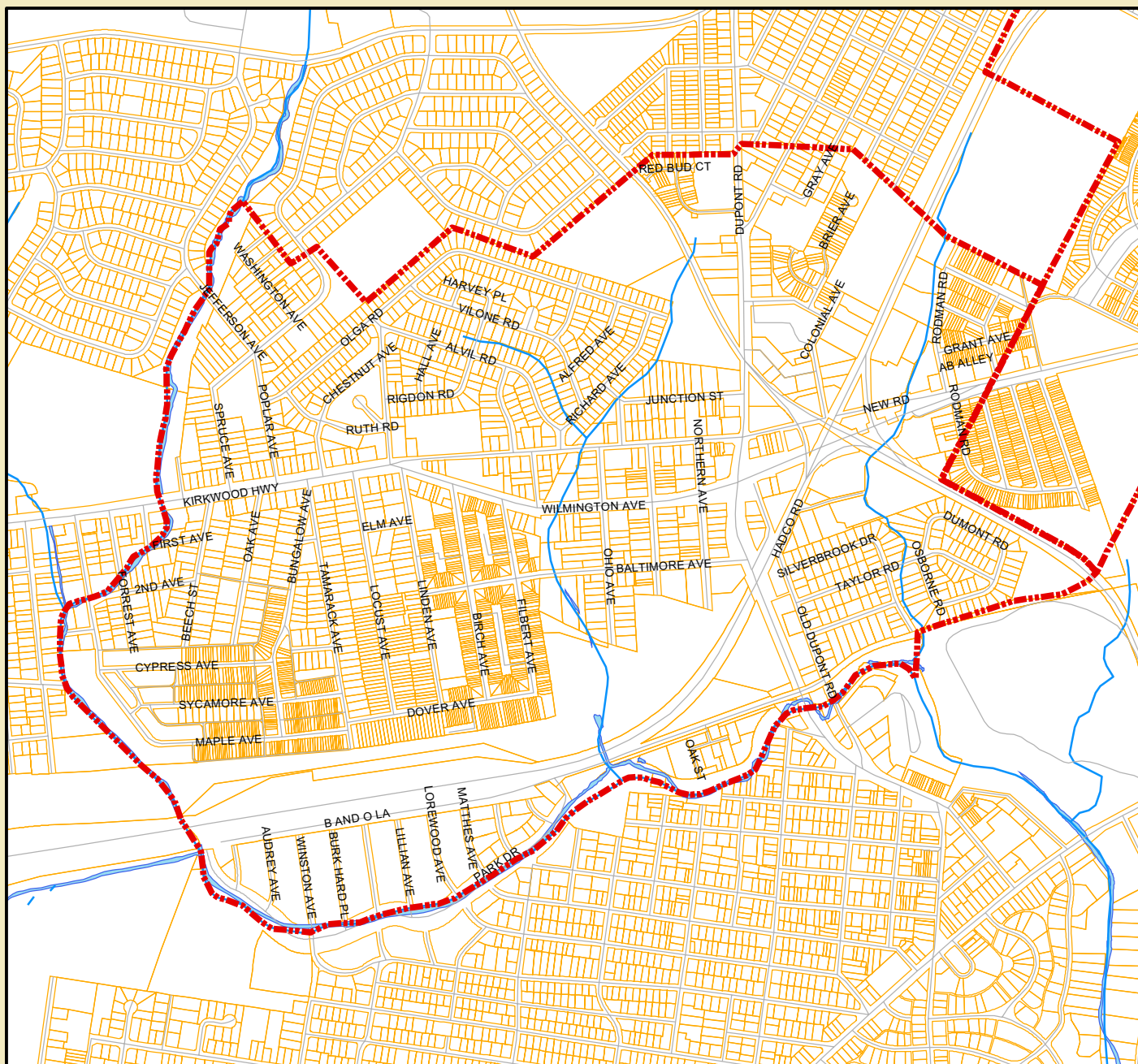
0 250 500 1,000 1,500 2,000
Feet

Sources:

Base map - New Castle County road file developed from tax parcels (2003)
Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
Parcels - New Castle County, Department of Land Use, (2001).













Note:

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



Town of Elsmere, Delaware

Map 6. Existing Land Use

-  Municipal Boundary
-  Single Family Residential
-  Multi-family Dwellings
-  Institutional
-  Office
-  Commercial
-  Manufacturing
-  Transportation/Utilities
-  Park and Recreation
-  Vacant
-  Non-Elsmere Parcels
-  Rivers, Lakes, & Ponds



July 2004

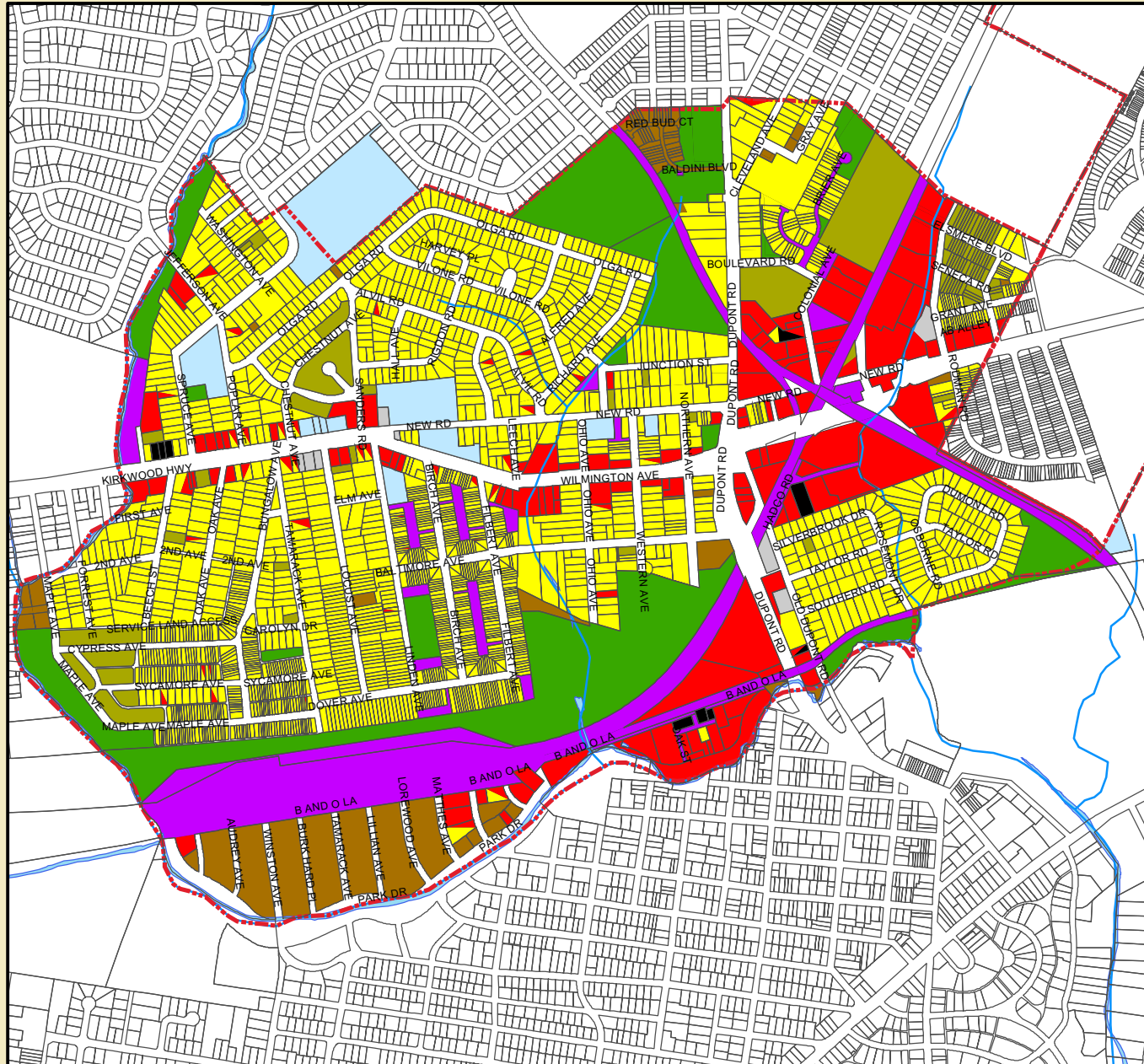
0 250 500 1,000 1,500 2,000
Feet

Sources:

Land Use - Institute for Public Administration, University of Delaware 2001, amended by Elsmere Staff.
Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
Parcels - New Castle County, Department of Land Use, 2001.

Note:

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



Town of Elsmere, Delaware

Map 7. Zoning

- R-1 One Family Dwelling
- R-2 One/Two Family Dwelling
- R-GA Garden Apartment
- CC Community Commercial
- HD Highway Development
- GI General Industry
- Municipal Boundaries
- Rivers, Lakes, & Ponds
- Railroads



July 2004

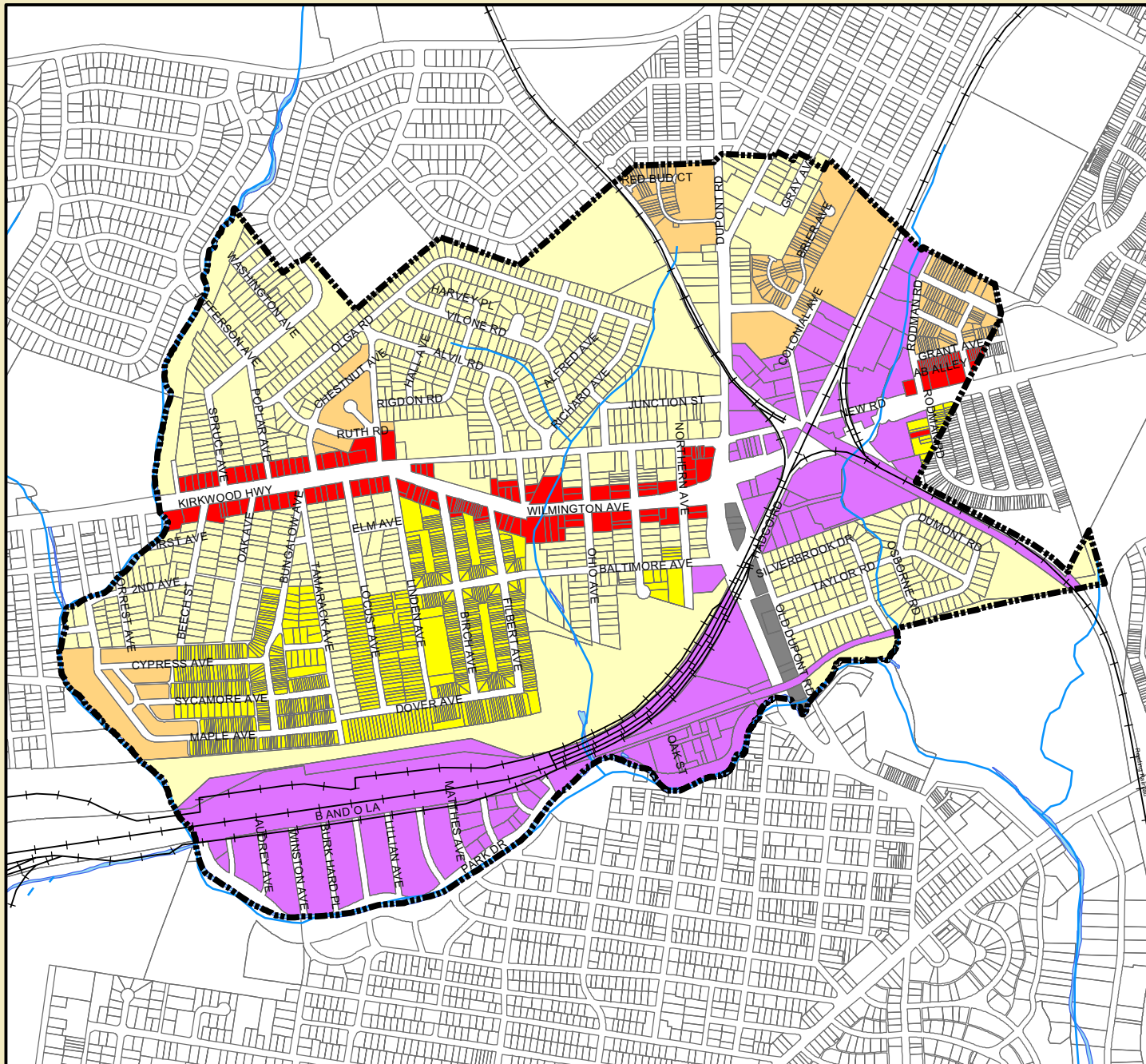
0 250 500 1,000 1,500 2,000
Feet

Sources:

Zoning - Town of Elsmere
 Hydrology - USGS 7.5 Minute Series Topographic Maps.
 Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Parcels - New Castle County, Department of Land Use, 2002.

Note:

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



Town of Elsmere, Delaware

Map 8. Future Land Use

-  Residential
-  Commercial
-  General Industry
-  Institutional
-  Parks and Recreation
-  Highway Development
-  Transportation
-  Municipal Boundaries
-  Rivers and Streams



July 2004



Sources:

Land Use - Institute for Public Administration, University of Delaware 2002.
Base map - Delaware Department of Transportation centerline file (1997)
created from Digital Orthophoto Quarter Quads (1997).
Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in
cooperative agreement between the State of Delaware and the
USGS (1991-1993).
Parcels - New Castle County, Department of Land Use, 2002.

Note:

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



Town of Elsmere, Delaware

Map 9. Adjacent Areas, Zoning

New Castle Co. Wilmington

NC5	CR	R2
NC6.5	ON	R3
NC15	OR	R5B
NCsd	I	C1
NCth	HI	C2
NCap		O
S		
CN		

(See Appendix 2 for Zoning Category Explanations)

○ One-Mile Radius From Town Center



July 2004

0 950 1,900 3,800
Feet

Sources:

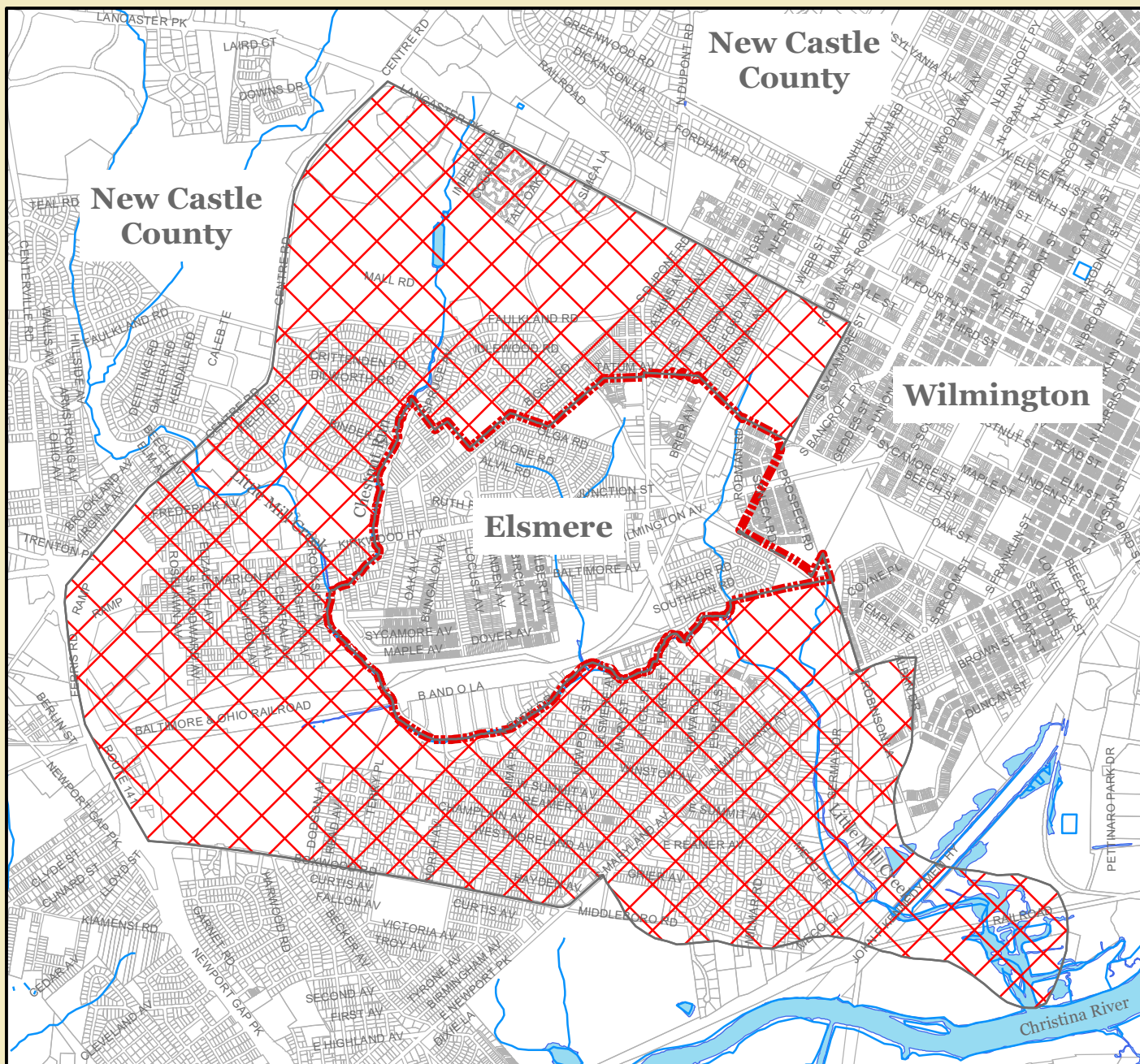
Base map - New Castle County road file developed from tax parcels (2003)
Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
Parcels - New Castle County, Department of Land Use, (2001).

Note:




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



Town of Elsmere, Delaware



Map 10. Area of Concern

-  Streams
-  Rivers, Lakes, & Ponds
-  Parcel Boundaries
-  Elsmere Boundary
-  Area Of Concern



July 2004



Sources:

Base map - New Castle County road file developed from tax parcels (2003)
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Parcels - New Castle County, Department of Land Use, (2001).





Note:

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



Town of Elsmere, Delaware

Map 11.
State Investment Strategies

-  Community
-  Developing Area
-  Rural
-  Secondary
-  Roads
-  Parcel Boundaries
-  Rivers, Lakes, & Ponds
-  Municipal Boundaries



July 2004

0 500 1,000 2,000 3,000 4,000
Feet

Sources:

State Investment Strategies and Agricultural Preservation Districts - Office of State Planning and Coordination, 2002.
Base map - Roads - New Castle County (2003)
Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
Parcels - New Castle County, Department of Land Use, 2002.

Note:

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



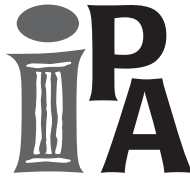
Appendix B. Zoning**City of Wilmington**

R1	One-family detached dwellings (6,500 sq. ft.)
R2	One-family detached dwellings and one-family semi-detached dwellings (2,500 to 4,000 sq. ft.)
R2A	One-family detached and semi-detached dwellings with conversions (1,000 to 4,000 sq. ft.)
R3	One-family row houses (1,600 to 4,000 sq. ft.)
R4	Row houses with conversions (1,600 to 3,000 sq. ft.)
R5A	Low density (1,600 to 43,560 sq. ft.)
R5A1	Low-medium-density apartment houses (1,000 to 4,000 sq. ft.)
R5B	Medium density (1,000 sq. ft. per family)
R5C	High density (1,000 sq. ft. per family)
C1	Neighborhood shopping
C1A	A neighborhood commercial
C2	Secondary business centers
C3	Central retail
C4	Central office
C5	Heavy commercial
C6	Special commercial
M1	Light manufacturing
M2	General industrial
W1	Waterfront manufacturing
W2	Waterfront manufacturing/commercial
W3	Waterfront low intensity manufacturing/commercial recreation
W4	Waterfront residential/commercial

New Castle County

NC2A	Single-Family (2 acres)
NC40	Single-Family (40,000 sq. ft)
NC21	Single-Family (21,000 sq. ft.)
NC15	Single-Family (15,000 sq. ft.)
NC10	Single-Family (10,000 sq. ft.)
NC6.5	Single-Family (6,500 sq. ft.)
NC5	Single-Family (5,000 sq. ft.)
NCSD	Semi-Detached Residential
NCTH	Residential Townhouses
NCGA	Garden Apartments
NCAP	Apartments
NCPUD	Existing Planned Development
NCMM	Manufactured Mobile
S	Suburban
ST	Suburban Transition
SE	Suburban Estate
SR	Suburban Reserve
TN	Traditional Neighborhood
CN	Commercial Neighborhood
CR	Commercial Regional
ON	Office Neighborhood
OR	Office Regional

BP	Business Park
I	Industrial
HI	Heavy Industrial
EX	Extraction

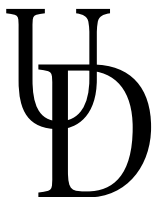


***Institute for Public Administration
College of Human Services, Education & Public Policy
University of Delaware
180 Graham Hall
Newark, DE 19716-7380***

phone: 302-831-8971 e-mail: ipa@udel.edu fax: 302-831-3488

www.ipa.udel.edu

The Institute for Public Administration (IPA) is a public service, education and research center that links the resource capacities of the University of Delaware with the complex public policy and management needs of governments and related nonprofit and private organizations. IPA provides direct staff assistance, research, policy analysis, training, and forums while contributing to the scholarly body of knowledge. Program areas include civic education, conflict resolution, health care policy, land use planning, organizational development, school leadership, state and local management, water resources planning, and women's leadership. IPA supports and enhances the educational experiences of students through the effective integration of applied research, professional development opportunities, and internships. Jerome Lewis is the director of the Institute and can be reached at 302-831-8971.



An Equal Opportunity/Affirmative Action Employer

The University of Delaware is committed to assuring equal opportunity to all persons and does not discriminate on the basis of race, color, gender, religion, ancestry, national origin, sexual orientation, veteran status, age, or disability in its educational programs, activities, admissions, or employment practices as required by Title IX of the Education Amendments of 1972, Title VI of the Civil Rights Act of 1964, the Rehabilitation Act of 1973, the Americans with Disabilities Act, other applicable statutes and University policy. Inquiries concerning these statutes and information regarding campus accessibility should be referred to the Affirmative Action Officer, 305 Hullihen Hall, (302) 831-2835 (voice), (302) 831-4563 (TDD).