

# One Bridgeville.



**Bridgeville**<sup>™</sup>

*Delaware's Front Porch*

↑ Downtown

↑ Dining

→ Cahill Park

COMPREHENSIVE PLAN **2018**



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## ***Bridgeville Town Officials***

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Lawrence Tassone

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Former President Patricia Correll

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This plan was researched, written and designed by Lee Ann Walling of Cedar Creek Planning & Communications, Lincoln, Delaware. Most photographs, including drone photography, by Lee Ann Walling.

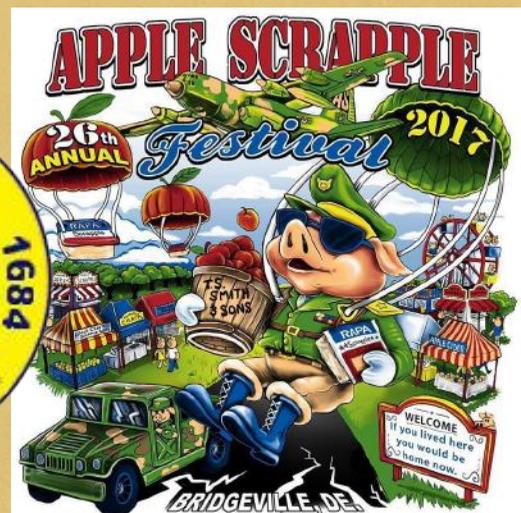
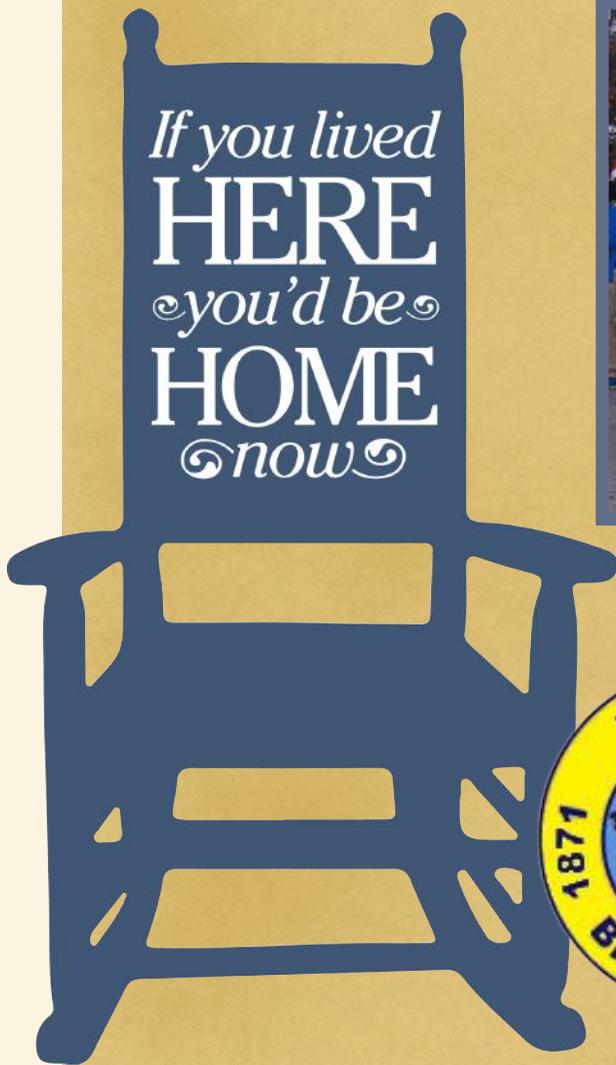
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Section 1

# Introduction and purpose



# 1. Introduction and purpose

**B**ridgeville is home. Not because of a physical address but because of the people who are a part of the community. The ones that have poured their time, talents and heart into making it a place that one can find support and family. The town librarian knows your name, knows your family and is willing to go the extra mile to help with what she can.

“The clerk at Walgreen’s greets you and speaks specifically to how your lives have progressed since last seeing each other. Where the local restaurants not only feed people but sponsor Little League teams and school functions. It’s a town with heart and something that I personally don’t want to see lost at the expense of monetary gain. Growth can still be accomplished as long as our eyes are kept on that mark.”

**- From the ‘Your Vision for Bridgeville’ survey**

## What is “One Bridgeville”?

Building a unified community in which all residents share a vision for their town’s future is an ambitious goal for a comprehensive plan. Can retirees who moved here from urban areas to live in an active-adult development share community values with residents who have lived here for decades? Can residents of Bridgeville’s historically African-American neighborhood become part of a unified, engaged community? Can existing residents accommodate new working families who seek to raise their children in reasonably priced housing in a small-town environment?

Can locally owned boutique businesses and bistros on Main Street co-exist with chain retail and restaurant options along US 13? Can the town offer respite to the tourists passing through?

The “One Bridgeville” theme emerged from conversations with local residents, community leaders and business owners. It was pervasive in an online survey conducted in January 2018. Asked to choose two descriptors to characterize Bridgeville, more than half of the 178 respondents (54%) answered “a split community—Heritage Shores and the rest of Bridgeville” (See *Figure 1-1, page 8*). Almost half of the respondents (47%) also characterized Bridgeville as an “incomplete community—need more places to shop and things to do.”

The demographics (Section 2) show a transformation from the year 2000 that is stunning. At the same time, these statistics about Bridgeville’s population signal that the divide could grow even wider.

## Why we plan

Bridgeville’s previous comprehensive plan was one of the first adopted in Delaware under a new state statute, in 2002. It was updated in 2006. Cedar Creek Planning & Communications was hired as a subcontractor to Davis, Bowen & Friedel, Bridgeville’s engineering consultant, to update the plan. Cedar Creek, a Sussex County firm, has land-use planning and public-engagement expertise.

A municipality in Delaware is required to update its comprehensive plan every 10 years, according to Title 22, Chapter 7, Section 702 of the Delaware Code.

The code lays out specific elements that must be included in a town’s comprehensive plan (see State of Delaware Comprehensive Plan [Checklist](#)). The plan is reviewed by the Office of State Planning Coordination and state agencies through the Preliminary Land Use Service. If the plan meets state requirements, it is certified by the Governor.

More important than crossing off items on a checklist is ensuring that the plan is a living and readable document that represents the realities, as well as the vision, of the Town of Bridgeville. It should not be steeped in jargon, but written in plain language. If necessary, this plan will

define or explain terms that planners and agency staff may take for granted.

The plan also must be realistic in its recommendations and implementation schedule. Bridgeville is a small, rural town with limited capacity for absorbing, prioritizing and executing a litany of recommendations. This plan takes care to make recommendations that are practical and doable.

### Public engagement

This plan builds on the public engagement efforts of previous initiatives—most notably, the Community Branding Plan (2011), Downtown Master Plan (2015), and Downtown Roadmap (2017) visioning and subsequent recommendations of Arnett, Muldrow & Associates (*see page 34*). In those efforts, extensive outreach to community leaders, business owners, residents and other stakeholders occurred. That work remains incredibly valuable to a town the size of Bridgeville and is referenced throughout this plan.

This plan also incorporates the engagement and conclusions of stakeholder exercises that were part of the 2014 Bridgeville-Greenwood Master Plan. The master plan was driven by tougher federal water-quality requirements; the plan was a blueprint for growth that incorporated environmentally sustainable initiatives such as low-impact development, tree canopy goals, and setbacks from water bodies. Several meetings and extensive interviews occurred over a period of three years (2012-2014), resulting in a plan that was reviewed by state agencies and officially adopted by both communities, including the Planning and Zoning Commission and Town Commission of Bridgeville.

### Website launched

As it began work on the plan Cedar Creek Planning & Communications launched a website,

[www.bridgevilleplan.net](http://www.bridgevilleplan.net)

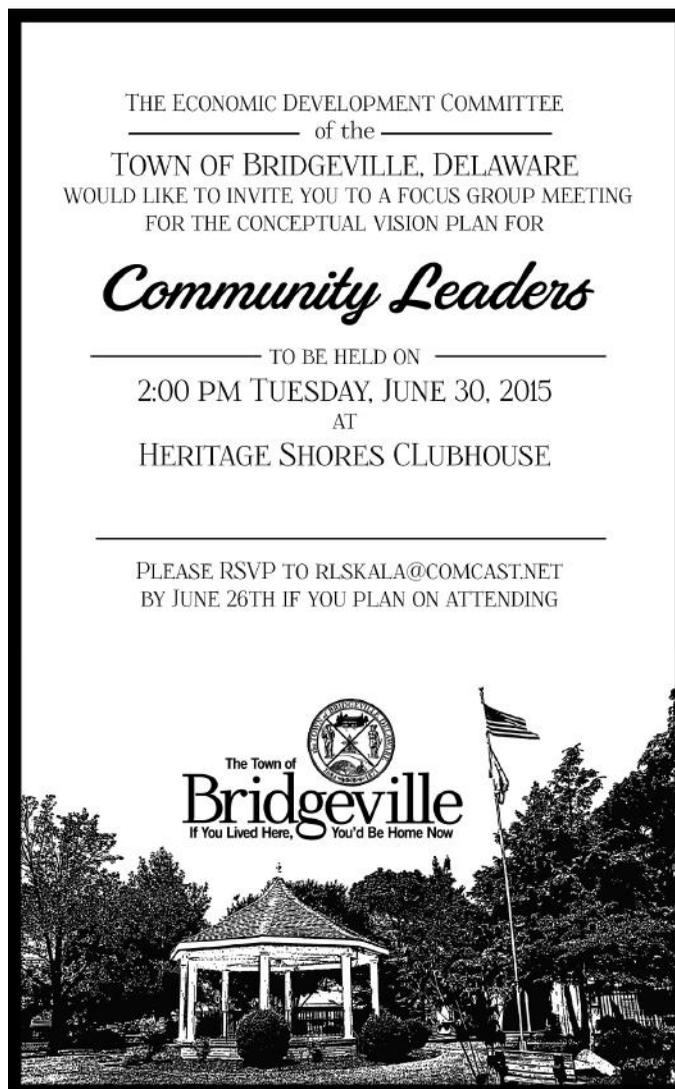
to provide information as the plan developed. The website included a regular blog with updates and featured links to the reports and resources used to inform the plan and its recommendations. Members of the community can make comments on the blog posts. The Town of Bridgeville's Facebook page has regularly provided information on the website, its posts, and the "Your Vision for Bridgeville" survey.

The website includes a signup form to receive regular updates on the plan's development via a MailChimp e-newsletter.

The website will stay up until six months after the plan is adopted by the Town Commission.

### Two surveys conducted

Davis, Bowen & Friedel conducted a survey in 2016 that was distributed to all residents in their utility bills. About 102 persons responded to the survey. They were asked questions about affordability and diversity of housing; wastewater, stormwater other infrastructure; historic preservation; community facilities; economic development; conservation; transportation; future land use; and recreation.



*This invitation is one of many sent to stakeholders for Bridgeville branding and visioning projects in 2011, 2015 and 2017.*

Most notable among the responses:

- There was very strong interest in encouraging new retail development in Bridgeville;
- There was strong interest in attracting new business and supporting existing businesses, but not as much interest in tourism;
- There was strong interest in upgrading police protection and facilities, but not in creating new facilities such as a senior center or convention center;
- There was high interest in improving water quality, but only moderate interest in preserving land;
- There was strong interest in maintaining and upgrading infrastructure such as sewer, water and stormwater facilities;
- There was only mild interest in improving the diversity and affordability of housing in Bridgeville;
- There was strong interest in maintaining and upgrading roads, but only mild interest in improving public transportation and expanding Bridgeville’s pedestrian/ bicycle network; and
- There was only mild interest in providing more parks, trails and open space.

The results of the 2016 survey were included on the Bridgeville planning website. The town directed Cedar Creek Planning & Communications to conduct an online survey via Survey Monkey in January 2018. That survey asked questions that were more qualitative and surfaced concerns about a community split between the older section of Bridgeville and Heritage Shores, the 55-plus retirement community. It also asked preference questions about

topics such as growth, economic development, housing, transportation and historic preservation.

**2018 survey results**

Of the 178 persons who responded to the survey:

- 59% live within town limits and another 36% live within the 19933 zip code (the survey ended for those who lived outside the zip code);
- 47% have lived in town less than five years;
- 74% live in Heritage Shores
- 36% have an annual incomes of \$50,000 o \$74,999
- 46% are older than 65
- 61% are retired, and
- 93% have no children in public schools

The survey was publicized on the town’s Facebook page and website, the Bridgeville Plan website, and also on Heritage Shores’ Nextdoor online communications platform.

Perhaps because more qualitative questions were asked, the overall values of the respondents shifted a bit from the 2016 survey. Those who responded were asked to rate a set of statements on a scale of 1 to 5, with 5 being “very important” and 1 being “not very important.” As in the 2016 survey, more retail and food-service choices along US 13 registered as most important to the respondents. But housing choice ranked higher in the 2018 survey:

1. More retail and food-service opportunities along US 13 in Bridgeville - **4.34**
2. Quality housing choices should be available to all residents - including teachers, nurses, government

**When I think of Bridgeville, I think of (. . . choose your top two responses)**

**Fig. 1-1**

ANSWER CHOICES	RESPONSES
▼ A retirement community	11.49% 17
▼ A "bedroom" community (people work somewhere else and live here)	6.08% 9
▼ A hometown	27.70% 41
▼ A good place to raise a family	16.22% 24
▼ A split community (Heritage Shores and the rest of Bridgeville)	54.05% 80
▼ A close-knit community where we know each other	11.49% 17
▼ An incomplete community (need more places to shop and things to do)	47.30% 70
<b>Total Respondents: 148</b>	

Source: January 2018 SurveyMonkey online survey

employees, law enforcement personnel, and seniors - **4.31**

3. It's important that Bridgeville's central business district is vibrant, with opportunities for food, entertainment and shopping - **4.27**
4. I would like to see Bridgeville's historic homes and buildings preserved - **4.23**
5. There should be more recreational opportunities for all ages - **4.04**
6. Bridgeville should plan for growth so that it is easier to walk or bike and get around without a motor vehicle - **3.9**
7. There should be more opportunities for Bridgeville residents of all ages to work in Bridgeville, either part time or full time - **3.81**

Probably the most revealing question was “When I think of Bridgeville, I think of . . .” and those taking the survey were asked to chose two responses. The largest response (see chart on opposite page) was “a split community (Heritage Shores and the rest of Bridgeville).” Respondents were able to write in comments, and there was some degree of regret and animosity expressed by both Heritage Shores and longer-term residents.

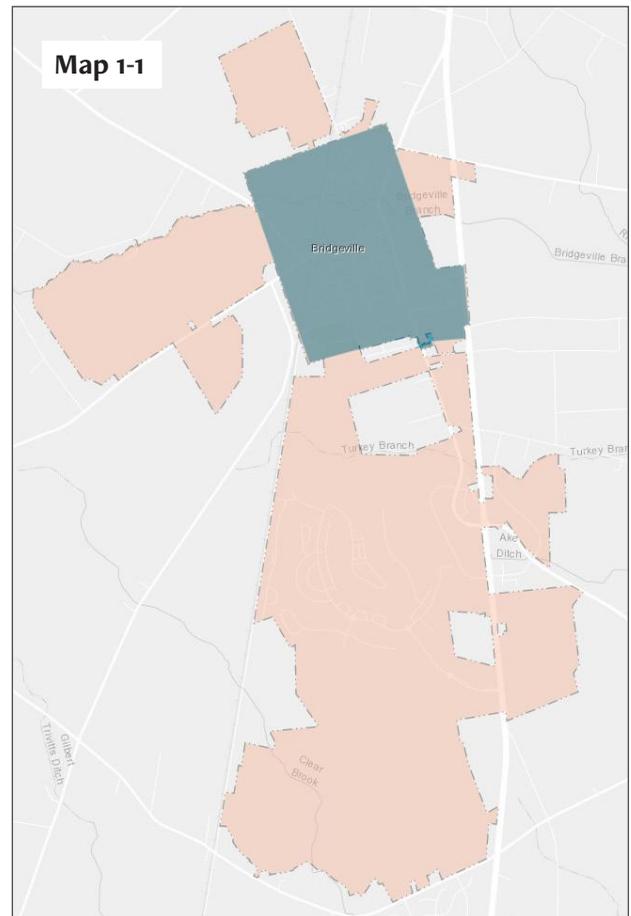
Other sentiments expressed in the survey:

- 80% preferred “unique choices such as bistros, brewpubs and cafes” to “familiar chain and fast-food restaurants on US 13”;
- 55% favored “familiar chain retail stores along US 13” to “more unique shopping in Bridgeville’s business district”;
- 81% preferred “filling in vacant areas and fixing up historic properties” to “new single-family homes in new subdivisions”;
- 62% preferred “grow and add new housing and services” to “stay about the same size”; and
- 56% favored “more opportunities to walk and bike safely” to “repair and improve roads in town.”

Of course, these are not mutually exclusive choices, but they were structured to determine what respondents valued more. In some cases, the responses are almost contradictory. For example, respondents expressed a preference for US 13 chain retail in one response, but favored unique eating choices downtown in another response.

A summary of 2018 survey responses is available at

<http://www.bridgevilleplan.net/bridgeville-survey-results/>



The teal layer represents the 2000 boundary of Bridgeville. The salmon layer is the town's current boundary.

**One** Bridgeville is a community where people of all ages, incomes and backgrounds feel like they belong and can participate in the life, activities and improvement of their town.

## Other public engagement

The draft of this comprehensive plan will be posted online for review. Readers will have the opportunity to comment online, or email comments. The Planning and Zoning Commission and Town Commission will conduct public hearings before they consider the plan. Information about the plan and relevant meetings will be posted to Bridgeville's Facebook page.

## Guiding aspirations of this plan

Based on the surveys, interviews, research and demographic data, a clear set of aspirational goals emerges from the values expressed by town leaders, residents and business owners. The plan's recommendations will be focused around the "One Bridgeville" vision and goals.

*One Bridgeville is a community where people of all ages, incomes and backgrounds feel like they belong and can participate in the life, activities and improvement of their town.*

- **Goal One: Make Bridgeville a more age-friendly and unified community.**

The percentage of Bridgeville's population that is 65 and older has doubled since the 2000 Census. The median age has increased from 33 to 53 over that period. There are recognized steps that can be taken to ensure the town and its businesses are serving the needs and interests of all its citizens, from North Bridgeville to Heritage Shores.

Community activities and initiatives should be designed to unite the entire town. Bridgeville has had several successes in this area and needs to build on them.

- **Goal Two: Encourage the development of housing that attracts working families.**

With 1,300 more homes to be built in Heritage Shores, the age of Bridgeville's population will become even more skewed over the next 10 years. The town needs to facilitate housing choices that are affordable to working families, to help Bridgeville become a more complete community.

- **Goal Three: Take definitive steps to revitalize Bridgeville's business and historic district.**

Recent efforts at branding and downtown master planning have resulted in a practical and achievable road-map for improving Bridgeville's business and historic district. This area is what makes Bridgeville *Bridgeville*, not US 13 - which could be Anywhere USA.

- **Goal Four: Be realistic but opportunistic about growth along US 13 and the northern end of Bridgeville.**

Bridgeville is still a small town in a rural area and does not have the "rooftops" to drive upscale retail stores, supermarkets and restaurants. However, it does have infrastructure and assets that could attract locally based entrepreneurs and industry. For example, access to a truck route and rail along Alternate 404 north could lay the groundwork for an agricultural business/ industrial park.

How does a comprehensive plan help a community achieve goals that in some cases sound more socio-economic and related to human capital? Land-use plans are not just about roads, wastewater and annexation maps.

In terms of these four goals, what tools should be in Bridgeville's toolbox? Does the town's zoning code pose any obstacles to the goals of One Bridgeville? What economic development strategies should the town adopt and execute to achieve these goals? What role should the town government play in being a catalyst for One Bridgeville?



*Section 2*

# Demographics & economic conditions



## 2. Demographics and economic conditions

Bridgeville has transformed its size, population and character since 2000. The town has dramatically improved its standard of living, according to U.S. Census data—outpacing Sussex County and the State of Delaware over that time period.

From 2000 to 2015, Bridgeville’s poverty rate was cut in half, from almost 25 percent to 12.5 percent (Fig. 2.1). Meanwhile, the poverty rate for Sussex County and Delaware increased slightly over that time period. That decline reflects fewer *actual* families living below poverty—85 in 2015 vs. 99 in 2000.

The town has almost doubled its median household income during that same period—from \$25,579 in 2000 to \$52,396 in 2015 (Fig. 2.2). Median household income (MHI) is a key indicator of the economic well-being of a community and is used to determine housing affordability and eligibility for various state and federal assistance programs. Bridgeville’s MHI growth rate significantly outdistanced Sussex County and the State of Delaware.

As it increased its municipal area by almost six-fold, Bridgeville’s population grew from 1,436 in 2000 to 2,354 in 2015. Growth estimates expect the population to grow to 2,677 by 2020 and 3,327 by 2030.

As the town has annexed and expanded, especially with the development of Heritage Shores, Bridgeville’s population has aged steadily. Its median age has increased

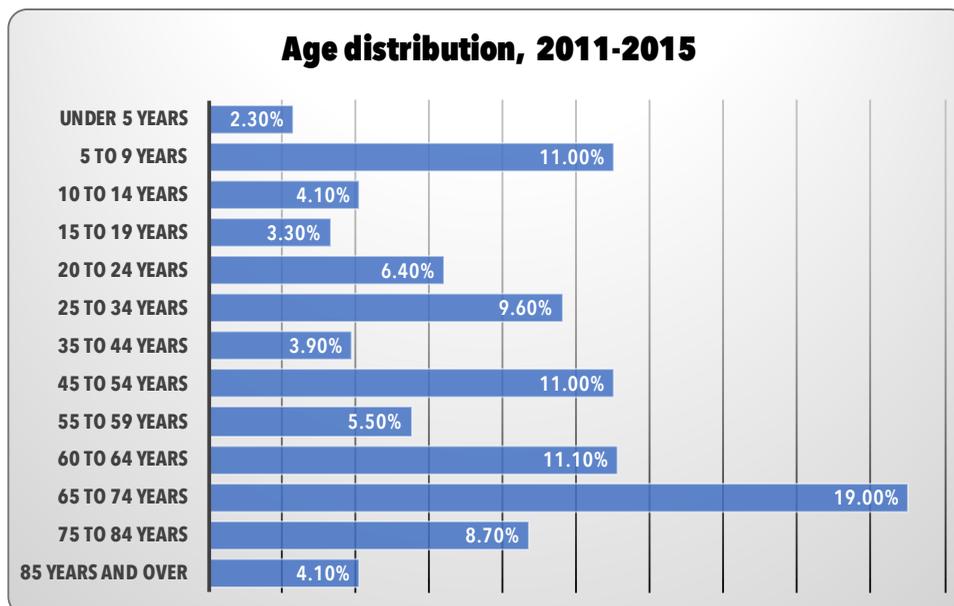
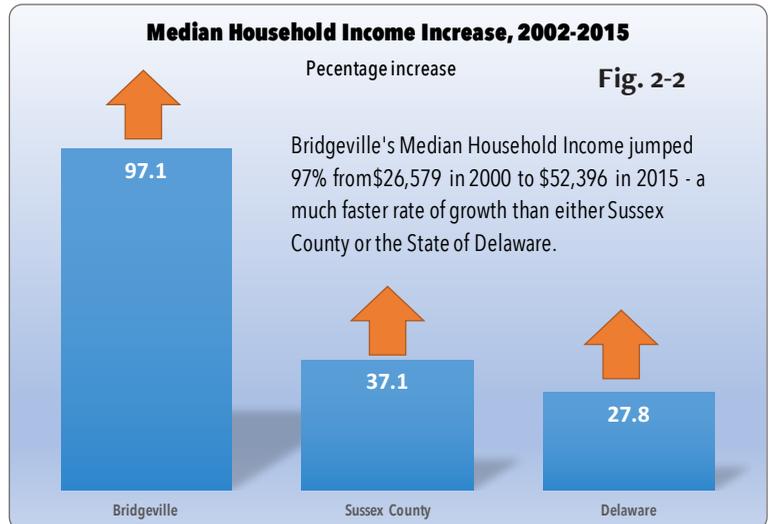
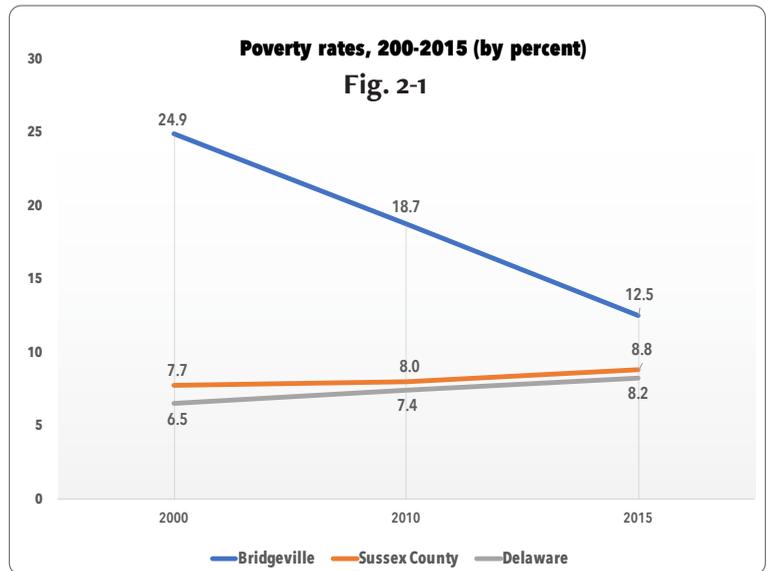


Fig. 2-3

by almost 60 percent since 2000, and the percentage of citizens 65 and over has doubled.

### A graying population Fig. 2-4

Median age	2000	2010	2015
Bridgeville	33.3	42.5	52.8
Sussex	41.1	45.4	47
Delaware	36	38.8	39.3

Pop 65 and over	2000	2010	2015
Bridgeville	16%	22%	31.8%
Sussex	18.5%	20.8%	23.3%
Delaware	13%	14.4%	15.9%

Percentage of Bridgeville citizens 65 and over has almost doubled since 2000.

### Population projections

Since the year 2000, Bridgeville’s land area has increased six-fold (see map 1-1, page 9). The town’s population has increased by 72 percent, from 1,436 to 2,463, mostly due to the steady development of Heritage Shores. Begun in 2005, Heritage Shores is a 55-plus golf course community on the southern end of town that is planned for almost 2,000 homes at buildout.

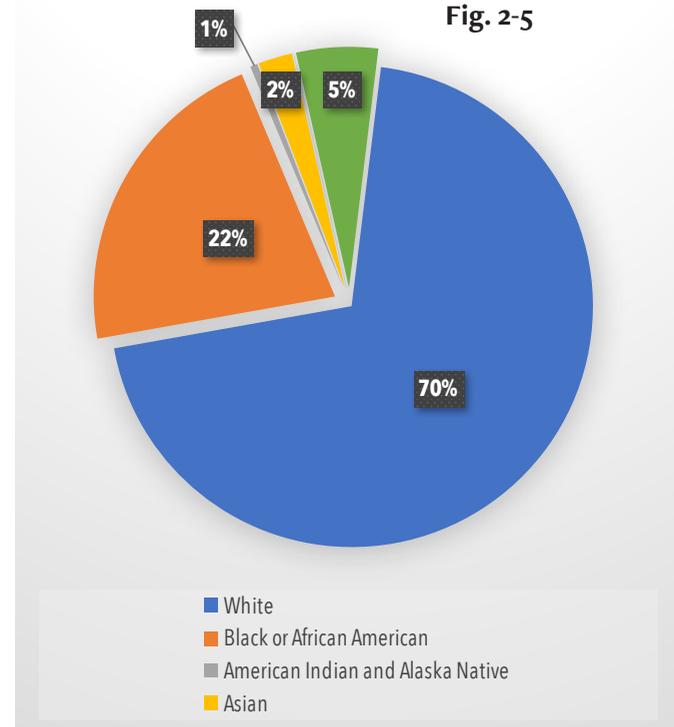
Analysis of past growth trends and the Heritage Shores pipeline result in a projected population of 3,327 by the year 2030. The Wheatley farm south of Heritage Shores was once approved for 1,800 homes; however, it was permanently preserved in 2014, leading to more conservative growth projections for the town.

The 436-acre Baldwin farm on the west side of Bridgeville is a once and future candidate for residential development. The town approved a mixed-use development of 1,800 homes and townhomes there in the early 2000s, but plans evaporated during the recession. A development on that parcel would require a revision of population projections.

The town is seeking a mix of residential, commercial and retail development within its current boundary and annexation area. A master-planning process with Greenwood in 2013-2014 yielded a buildout scenario in the region that is still valid (see Fig. 2-16 on page 20). Leaders from both towns envisioned the optimal locations for commercial development, mixed-use development, and different densities of residential development.

### Racial Composition, 2011-2015

Fig. 2-5



### Racial composition

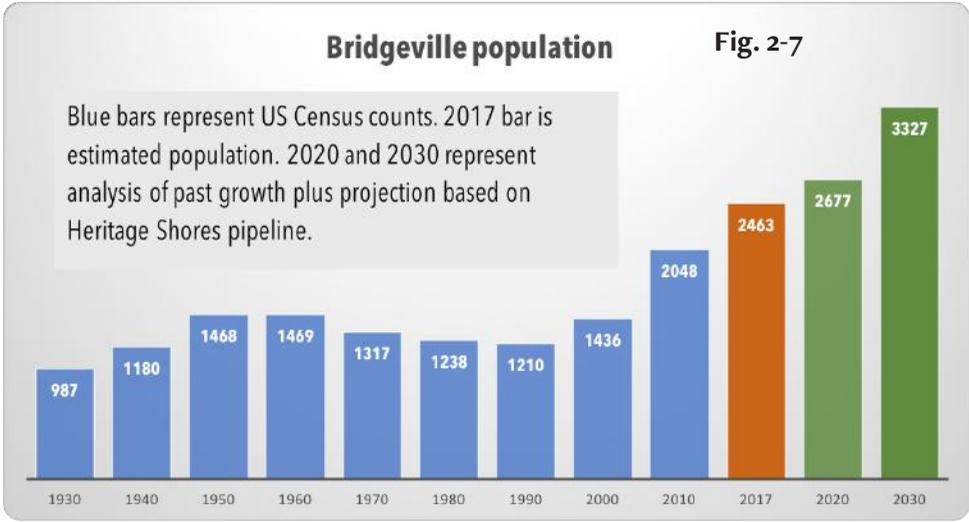
The racial composition of Bridgeville has changed since 2000. In the 2000 Census, the percentage of African-Americans in Bridgeville was 34.1%. In the Census’ 2011-2015 American Community Survey, the percentage of African-Americans had declined to 22%, due to annexations and the growth of the Heritage Shores community.

North Bridgeville, a neighborhood on the north side of Bridgeville Branch, traditionally has been home to much of the town’s minority population.

The percentage of Bridgeville residents of Hispanic origin has not changed significantly since 2000. It was estimated at 15.4% in the 2011-2015 American Community Survey. People who identify as Hispanic, Latino, or Spanish may be any race.

### Education

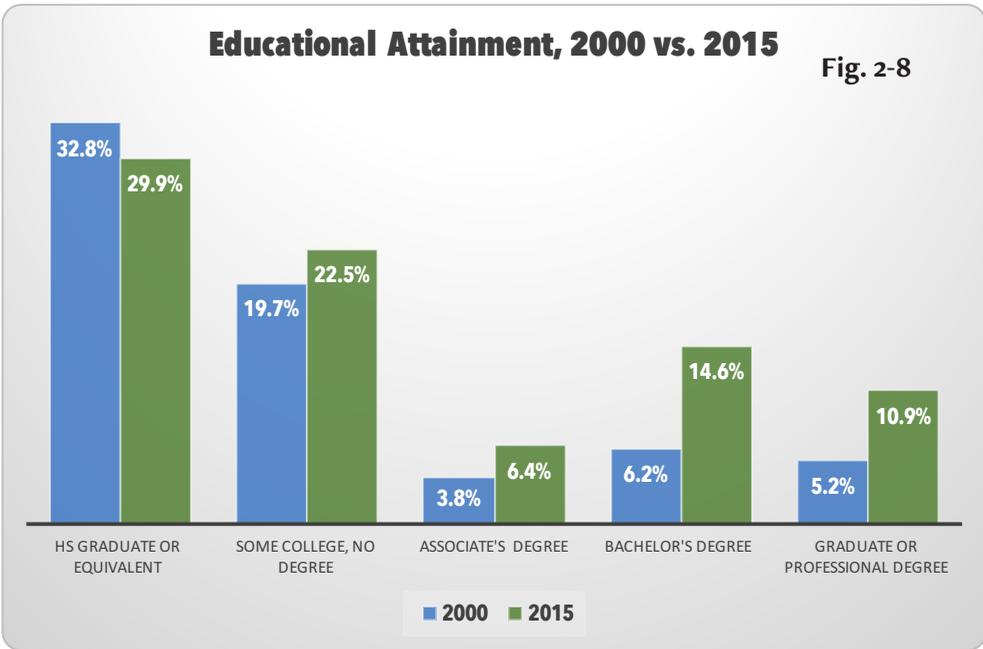
A comparison of educational levels between 2000 and 2015 show a substantial increase in the number of residents with bachelor’s and graduate degrees. The percentage of residents with bachelor’s degrees doubled, to 12.2% of the population over that time period. The percentage of residents with graduate degrees more than doubled over the same time frame. Statewide, the percentage of Delawareans with bachelor’s and graduate degrees was slightly



**About Census data:** Unless otherwise noted, this plan refers to 2011-2015 American Community Survey data for the most recent available data. The ACS is an ongoing survey conducted by the Census Bureau to provide updated information between 10-year census undertakings.

When referring to 2000 Census data, the plan uses Summary File 3 data, which comprises 813 detailed tables of Census 2000 social, economic and housing characteristics compiled from a sample of approximately 19 million housing units that received the Census 2000 long-form questionnaire. This data reaches down to the block group level for some tabulations, but only to the census tract level for others.

Census data for Bridgeville, Sussex County, Delaware and elsewhere in the United States can be viewed on the Census Bureau's [American Fact Finder](#) website.



higher, according to the 2011-2015 American Community Survey.

Fig. 2-6

Educational attainment 25 and older (2012-2016)	Bridgeville	Sussex County
HS graduate or equivalent	27.0%	34.7%
Some college, no degree	20.9%	18.5%
Associate's degree	9.7%	9.1%
Bachelor's degree	12.2%	13.9%
Graduate or professional degree	12.1%	10.0%

### Community profile

Beyond the dry data, what kind of community is Bridgeville and who are the people who live there? Detailed information is available about the buying habits, political beliefs, hobbies, and other socioeconomic traits of Americans via Tapestry Segmentation conducted by ESRI, the organization that provides mapping and data analysis tools. The dominant segment in the census tract that includes Bridgeville is called "Heartland Communities." Tapestry provides this description:

*"Well settled and close-knit, Heartland Communities are semirural and semiretired. These older householders are primarily homeowners, and many have paid off their mortgages. Their children have moved away, but they have no plans to leave their*

homes. Their hearts are with the country; they embrace the slower pace of life here but actively participate in outdoor activities and community events. Traditional and patriotic, these residents support their local businesses, always buy American, and favor domestic driving vacations over foreign plane trips.”

They are less diverse than the country as a whole. Most of them own their home and a domestic truck or SUV. They participate in public activities to support their community and enjoy country music, hunting and fishing. They are somewhat old-fashioned about going paperless and still prefer to bank and pay their bills in person, although most have high-speed internet at home or on their cell phones.

Retirees in this market depress the average labor force participation rate to less than 60%. but the unemployment rate is comparable to the US. They tend to spend a lot less than the national average on everything from housing to food to entertainment.

National retailers, fast-food franchisers and other business prospectors examine this type of segmentation info before making a location decision. Familiarity with such data and the census information in this section could help further the town’s economic development goals.

### The Bridgeville workforce

Only 51 people actually live and work in Bridgeville (see US Census data at right). Every day, 684 persons—93% of the town’s full-time employed workforce—leave Bridgeville to work somewhere else. Every work day, 774 full-time workers come into Bridgeville from elsewhere.

Bridgeville’s unemployment rate from 2011-2016 averaged 12.7%, higher than Delaware’s at 7.1%.

The chart on page 17 shows the zip codes where Bridgeville residents are working. The highest percentage are working in the Seaford (12.9%), Bridgeville (11.6%) and Georgetown (9.3%) and Greenwood (7.8%) zip codes.

People who work in Bridgeville are coming from the Bridgeville zip code (17.7%), the Seaford zip code (17%), the Greenwood zip code (12%) and the Laurel zip code (5.3%).

Bridgeville has a much smaller percentage of residents participating in the labor force than in Sussex County as a whole, the state or country. Only 43% of residents 16 or older are part of the civilian labor force, compared to 63% in Delaware, 63.1% in Sussex County and 63.5% in the United States. In the year 2000, almost 60% of Bridgeville residents 16 and older were in the civilian labor force.

**Only 51 persons both live and work in Bridgeville. Every work day 684 residents (93.1% of working population) leave the town limits to work somewhere else.**

<b>BRIDGEVILLE LABOR MARKET SIZE (primary, full-time jobs)</b>		
<b>2015</b>		
	Count	Share
Employed in Bridgeville	825	100.0%
Living in Bridgeville	735	89.1%
Net Job Inflow (+) or Outflow (-)	90	-
<b>In-Area Labor Force Efficiency (primary, full-time jobs)</b>		
<b>2015</b>		
	Count	Share
Living in Bridgeville	735	100.0%
Living and Employed in Bridgeville	51	6.9%
Living in Bridgeville but employed outside	684	93.1%
<b>In-Area Employment Efficiency (primary, full-time jobs)</b>		
<b>2015</b>		
	Count	Share
Employed in Bridgeville	825	100.0%
Employed and Living in Bridgeville	51	6.2%
Employed in Bridgeville but living outside	774	93.8%

**Source:** OnTheMap, US Census Bureau Center for Economic Studies 2002-2015 Longitudinal Employer-Household Dynamics Origin-Destination Employment Statistics (LODES)

**LABOR FORCE PARTICIPATION RATES 2012-2016** **Fig. 2-10**

Sussex County					Bridgeville			
Age group	Total	Labor Force Participation Rate	Employment/Population Ratio	Unemployment rate	Total	Labor Force Participation Rate	Employment/Population Ratio	Unemployment rate
Population 16 years and over	174,269	63.1%	56.8%	7.1%	2,036	42.9%	37.5%	12.7%
16 to 19 years	8,183	43.6%	34.9%	20.1%	37	24.3%	24.3%	0.0%
20 to 24 years	10,871	79.3%	68.3%	13.8%	191	70.2%	55.0%	21.6%
25 to 29 years	11,048	83.4%	77.7%	6.6%	72	100.0%	48.6%	51.4%
30 to 34 years	11,013	83.8%	76.7%	7.9%	103	82.5%	82.5%	0.0%
35 to 44 years	21,247	82.2%	77.0%	6.1%	112	58.9%	58.9%	0.0%
45 to 54 years	27,537	80.3%	76.3%	4.9%	260	79.2%	76.2%	3.9%
55 to 59 years	16,429	69.0%	65.0%	5.9%	144	45.1%	41.7%	7.7%
60 to 64 years	16,794	48.7%	45.6%	6.4%	294	40.5%	38.8%	4.2%
65 to 74 years	31,575	25.3%	24.2%	4.5%	568	18.1%	13.4%	26.2%
75 years and over	19,572	6.7%	6.1%	7.9%	255	5.9%	5.9%	0.0%

**INDUSTRY BY OCCUPATION, BRIDGEVILLE, AGE 16 AND OLDER (2011-2015)** **Fig. 2-11**

Category	Total	Management, business, science, and arts occupations	Service occupations	Sales and office occupations	Natural resources, construction, and maintenance occupations	Production, transportation, and material moving occupations
	Estimate	Percentage	Percentage	Percentage	Percentage	Percentage
Civilian employed population 16 years and over	816	22.3%	21.6%	29.4%	17.0%	9.7%
Agriculture, forestry, fishing and hunting, and mining	10	0.0%	0.0%	60.0%	40.0%	0.0%
Construction	41	0.0%	12.2%	39.0%	48.8%	0.0%
Manufacturing	102	17.6%	0.0%	0.0%	26.5%	55.9%
Wholesale trade	19	0.0%	0.0%	100.0%	0.0%	0.0%
Retail trade	129	11.6%	18.6%	65.9%	0.0%	3.9%
Transportation and warehousing, and utilities	43	0.0%	9.3%	9.3%	58.1%	23.3%
Information	32	0.0%	0.0%	43.8%	40.6%	15.6%
Finance and insurance, and real estate and rental and leasing	69	31.9%	0.0%	68.1%	0.0%	0.0%
Professional, scientific, and management, and administrative and waste management services	94	51.1%	34.0%	14.9%	0.0%	0.0%
Educational services, and health care and social assistance	141	51.8%	36.9%	11.3%	0.0%	0.0%
Arts, entertainment, and recreation, and accommodation and food services	92	0.0%	35.9%	20.7%	43.5%	0.0%
Other services, except public administration	42	14.3%	61.9%	0.0%	23.8%	0.0%
Public administration	2	0.0%	0.0%	0.0%	0.0%	100.0%
<b>PERCENT IMPUTED</b>						
Industry	16.9%	(X)	(X)	(X)	(X)	(X)

Industries (left column) are based on the North American Industry Classification System (NAICS). Occupational codes (top row) are based on Standard Occupational Classification (2010). The smaller the sample, the higher the margin for error. Because of the relatively small sample size, such a chart should be considered a relative, but by no means exact, approximation of the employment of Bridgeville residents.

### A population aging in place

The large daily inflow and outflow of workers, with so few residents both working and living in the town, is probably tied to the relatively large percentage of residents who are older and not working. These statistics indicate that, compared to 2000, Bridgeville now has a sizable population of older residents who are aging in place.

That population poses both challenges and opportunities in terms of ensuring that appropriate shopping and services are accessible to these residents and also ensuring that barriers to aging in place and maintaining affordable housing are limited. These challenges and opportunities will be discussed in the Housing Choice section.

According to statistics from the US Census Bureau’s Center for Economic Studies, employment in Bridgeville (vs. the employment of Bridgeville residents who work outside town limits) is characterized by:

- More educational services jobs
- Fewer manufacturing jobs
- Fewer health care and social assistance jobs
- Fewer retail jobs
- More wholesale trade jobs
- More transportation and warehousing jobs
- More workers 55 and older
- Fewer Hispanic workers
- Comparable income levels

### Bridgeville area’s largest employers

The Woodbridge School District is Bridgeville’s largest employer,



The RAPA scrapple plant in Bridgeville employs about 50 people.

WHERE BRIDGEVILLE RESIDENTS WORK		
Fig. 2-12	2015	
	Count	Share
19973 (Seaford)	95	12.9%
19933 (Bridgeville)	85	11.6%
19947 (Georgetown)	68	9.3%
19950 (Greenwood)	57	7.8%
19963 (Milford)	45	6.1%
19901 (Dover)	28	3.8%
19952 (Harrington)	23	3.1%
19966 (Millsboro)	23	3.1%
19956 (Laurel)	15	2.0%
19971 (Rehoboth)	15	2.0%
19720 (New Castle)	14	1.9%
19801 (Wilmington)	14	1.9%
19904 (Dover)	13	1.8%
19977 (Smyrna)	13	1.8%
19943 (Felton)	12	1.6%
19958 (Lewes)	11	1.5%
21643 (Hurlock, Md.)	11	1.5%
21804 (Salisbury, Md.)	11	1.5%
19934 (Camden)	9	1.2%
21632 (Federalsburg, Md.)	9	1.2%
19711 (Newark)	8	1.1%
19802 (Wilmington)	7	1.0%
19975 (Selbyville)	7	1.0%
21629 (Denton, Md.)	7	1.0%
21801 (Salisbury, Md.)	7	1.0%
All Other Locations	128	17.4%

### Wage distribution in Bridgeville Fig. 2-13

Earnings (2015)	Count	Share
\$1,250 per month or less	211	25.6%
\$1,251 to \$3,333 per month	282	34.2%
More than \$3,333 per month	332	40.2%

**Source:** OnTheMap, US Census Bureau Center for Economic Studies 2002-2015 Longitudinal Employer-Household Dynamics Origin-Destination Employment Statistics (LODES)

Fig. 2-14

PERCENTAGE OF FAMILIES AND PEOPLE WHOSE INCOME IN THE PAST 12 MONTHS IS BELOW THE POVERTY LEVEL	
All families	12.5%
With related children of the householder under 18 years	39.5%
With related children of the householder under 5 years only	23.1%
Married couple families	3.4%
With related children of the householder under 18 years	13.8%
With related children of the householder under 5 years only	37.5%
Families with female householder, no husband present	55.5%
With related children of the householder under 18 years	77.2%
With related children of the householder under 5 years only	0.0%
<b>All people</b>	
All people	20.7%
Under 18 years	58.6%
Related children of the householder under 18 years	58.6%
Related children of the householder under 5 years	81.5%
Related children of the householder 5 to 17 years	55.6%
18 years and over	11.5%
18 to 64 years	17.5%
65 years and over	2.4%
People in families	19.9%
Unrelated individuals 15 years and over	24.3%

with about 130 persons working at the two schools in town (see table 4-1, page 33). The largest private employer in the area is Pet Poultry Products, which is located along the railroad tracks on the western end of town. Most of the top private employers in the Bridgeville area are agricultural-related (Pet Poultry, RAPA Scrapple), industrial (OA Newton), restaurant and fast food (Jimmy’s Grille, McDonald’s), and convenience and grocery (Food Lion, Royal Farms).

The mix of employment is discussed more thoroughly in the Economic Development section.

### Bridgeville-Greenwood Master Plan

From 2012-2014, the towns of Bridgeville and Greenwood participated in a master-planning exercise to project growth and its impact on the Nanticoke watershed. Meeting together over several months, town leaders agreed on several guiding principles:

1. Preserve community character and the natural, historic and cultural assets that make the town special.
2. Contain growth on US 13 and around new high school

to encourage development in both towns.

3. Enhance agribusiness sector and value preserved and working farms.
4. Make infrastructure improvements that will be cost-effective for residents while protecting water quality in the Nanticoke and its tributaries.
5. Unite key sections of towns with bike/walk paths to improve community connectedness.

With assistance from the University of Delaware and the Office of State Planning Coordination, town leaders looked at alternative scenarios for growth and the affect each would have on population, water and wastewater, water quality, commuter miles traveled and other factors.

The methodology is described in detail in “A Master Plan for Bridgeville and Greenwood: Sustainable Growth in the Nanticoke Watershed” (August 2014). The resulting master plan and buildout scenario is shown on pages 20-21.

While the master plan covers both towns and not just

Fig. 2-15

<b>DETAILED INCOME INFORMATION FOR BRIDGEVILLE</b>		
<b>Income and benefits in 2015</b>	<b>Estimate</b>	<b>Percent</b>
Total households	1,005	1,005
Less than \$10,000	80	8.0%
\$10,000 to \$14,999	75	7.5%
\$15,000 to \$24,999	76	7.6%
\$25,000 to \$34,999	124	12.3%
\$35,000 to \$49,999	136	13.5%
\$50,000 to \$74,999	248	24.7%
\$75,000 to \$99,999	105	10.4%
\$100,000 to \$149,999	115	11.4%
\$150,000 to \$199,999	36	3.6%
\$200,000 or more	10	1.0%
Median household income (dollars)	52,396	(X)
Mean household income (dollars)	59,027	(X)
<b>With earnings</b>		
Mean earnings (dollars)	49,303	(X)
<b>With Social Security</b>		
Mean Social Security income (dollars)	23,129	(X)
<b>With retirement income</b>		
Mean retirement income (dollars)	36,335	(X)
<b>With Supplemental Security Income</b>		
Mean Supplemental Security Income (dollars)	8,709	(X)
<b>With cash public assistance income</b>		
Mean cash public assistance income (dollars)	2,423	(X)
With Food Stamp/SNAP benefits in the past 12 months	200	19.9%
<b>FAMILIES</b>	<b>679</b>	<b>679</b>
Less than \$10,000	16	2.4%
\$10,000 to \$14,999	42	6.2%
\$15,000 to \$24,999	47	6.9%
\$25,000 to \$34,999	76	11.2%
\$35,000 to \$49,999	105	15.5%
\$50,000 to \$74,999	174	25.6%
\$75,000 to \$99,999	87	12.8%
\$100,000 to \$149,999	86	12.7%
\$150,000 to \$199,999	36	5.3%
\$200,000 or more	10	1.5%
Median family income (dollars)	59,792	(X)
Mean family income (dollars)	67,277	(X)
Per capita income (dollars)	25,782	(X)
Median earnings for workers (dollars)	20,908	(X)
Median earnings for male, full-time, year-round	50,909	(X)
Median earnings for female, full-time, year-round	32,273	(X)

Fig. 2-16

<b>Buildout by the Numbers (from A Master Plan for Bridgeville and Greenwood - August 2014)</b>			
Category	Existing	Current Comp Plans	Master Plan
Dwelling Units	4637	54600	13129
Residents	12019	136262	33311
Employees	7449	36740	19279
Children	2989	28584	6878
Commercial Taxes	\$153,779	\$1,223,528	\$497,502
Residential Taxes	\$421,400	\$5,305,830	\$1,287,295
Commercial Vehicle Travel per day (miles)	75112	677423	259548
Residential Vehicle Travel per day (miles)	46370	525480	131,290
Commercial Wastewater (gallons/day)	135112	685423	371548
Residential Wastewater (gallons/day)	881030	10374000	2494510
Commercial Water Use (gallons/day)	168889	856779	464435
Residential Water Use (gallons/day)	881030	10374000	2494510
Impervious cover percentage	16.6	75.82	29.52

Source: University of Delaware. "Existing" means what is currently on the ground in the study area. "Current Comp Plans" means buildout of the existing town and county comprehensive plans (now being revised). "Master Plan" is the new buildout scenario chosen by the two towns..



Bridgeville's wastewater treatment plant will be shut down. Under an agreement with Sussex County and the City of Seaford, Bridgeville and Greenwood waste will be pumped to Seaford's plant. The agreement could affect growth in the town and along the US 13 corridor.

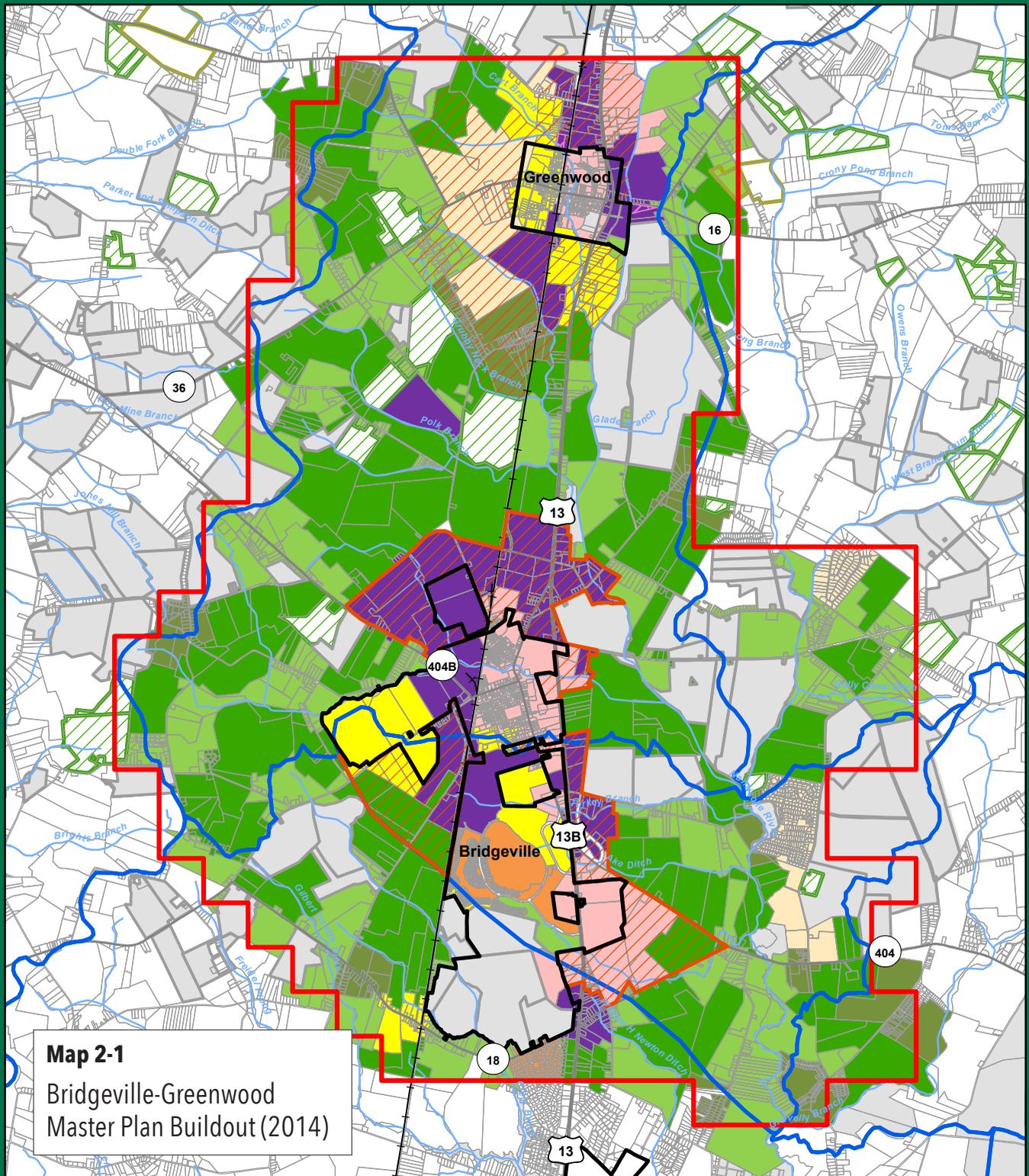
Bridgeville, the plan and agreed-upon buildout scenario were formally adopted by the two towns. The assumptions and methodology used to model full buildout are still the most recent effort to project the long-term effects of growth in the area.

The buildout is expected to occur over a 30- to 50-year period—well beyond the scope of this plan.

The scenario developed and agreed to by the Master Plan Steering Committee envisions a more realistic buildout for which community leaders can plan. It represents more focused, less sprawling development supporting more directed, "town-like" growth that is more cost-effective for taxpayers and ratepayers.

The basic principles of the master plan are carried forward in this comprehensive plan while recognizing some major developments since the Master Plan was adopted in 2014—most notably, the town's wastewater agreement with Sussex County and the City of Seaford. The town will no longer operate its own treatment plant, and the county will pump effluent from Bridgeville and Greenwood to Seaford for treatment.

This regionalization of wastewater service will have a positive impact on water quality within the Nanticoke/Chesapeake watershed. It will also affect the rate of growth and where that growth will occur along the US 13 corridor. This project will be discussed in Section 5, Wastewater and Water.

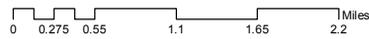


**Map 2-1**  
 Bridgeville-Greenwood  
 Master Plan Buildout (2014)

- |                              |                                    |
|------------------------------|------------------------------------|
| Study Area                   | Areas of Local Interest or Concern |
| Municipal Boundaries         | Annexation Areas                   |
| <b>Land Use Type</b>         | Agricultural Districts             |
| T100A - Rural                | Agricultural Easements             |
| T20A - Rural                 | Agricultural Expansion             |
| T5A - Rural                  | Out of Play 2010                   |
| T2 - SubUrban                | Watershed Boundaries               |
| T4 - SubUrban                | Parcel Boundaries                  |
| T4 - SubUrban Mixed          | Major Roads                        |
| T6 - Urban Mixed             | Railroads                          |
| T30K - Employment            | Hydrology                          |
| Bridgeville Annexation Areas |                                    |

**Bridgeville/Greenwood  
 Master Plan  
 Parcel based - Composite  
 with Annexation Areas**

Final Draft - March 2014



Sources:  
 Composite - Developed by the Town of Bridgeville and the Town of Greenwood, created by the University of Delaware, Sustainable Coastal Community Initiative (SCCI), 12/13.  
 Agricultural Preservation - Delaware Department of Agriculture, 03/14.  
 Parcel Boundaries - Sussex County Mapping and Addressing Dept., 08/13.  
 Municipal Boundaries - Office of State Planning Coordination (OMB), 03/13.  
 Watershed Boundaries - U.S. Geological Survey.  
 Roads - Delaware Department of Transportation, September 2011.  
 Out of Play areas - Taken from Investment Strategies for Policies & Spending, 09/10.  
 Note:  
 This map is provided by the University of Delaware, Sustainable Coastal Community Initiative (SCCI) 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 SCCI, nor will SCCI be held responsible for any use of this document for purposes other than that it was intended.



## Section 2

### Key findings to be addressed in recommendations

Since the 2000 Census, Bridgeville has doubled its percentage of citizens 65 and older, and the median age has increased 20 years.

With more than 1,200 homes still on the way in Heritage Shores, Bridgeville needs to understand and embrace the elements of an “age-friendly community” so that its residents can safely and comfortably age in place.

While the poverty rate has been cut in half since the 2000 Census, there are still disadvantaged residents who live in poverty and experience substandard living conditions.

30 percent of Bridgeville’s population is non-white. With the increasing size and influence of Heritage Shores, intentional steps should be taken to include more diverse stakeholders from throughout Bridgeville in community decision-making.

With a depressed labor-market participation rate because of the large number of retirees, more local part-time jobs and volunteer opportunities may help build connection to the community.



*Section 3*

# Housing Choice



# 3. Housing Choice

Bridgeville’s residential landscape has been reshaped by the gradual buildout of Heritage Shores, a multi-phased, 55-plus community that will eventually include almost 2,000 homes. As discussed in the previous section, Heritage Shores has altered the answer to the question, “Who is Bridgeville?”

In 2000, Bridgeville’s median home value was \$79,900. In 2016, it was \$234,600—an increase of 184%. That growth outpaced Delaware and Sussex County (see chart below). In 2000, there were 636 housing units in Bridgeville; in 2016 there were 1,166.

No other municipality in western Sussex has experienced this rate of growth in either number or value of housing units.

Other major changes to Bridgeville’s housing picture include:

- The percentage of homes that date to 1960 or earlier dropped from 57.3% to 25.6% in 2016;
- The percentage of renter-occupied homes decreased from 47.7% in 2000 to 26.9% in 2016;
- Home ownership increased from 52.3% in 2000 to 73.1% in 2016—an increase of 40%;
- There were 109 vacant housing units in Bridgeville in

2016, 9.3% of the total; and

- The percentage of residents—both homeowners with a mortgage and renters—who are considered burdened with housing costs has increased since 2000.

Overall, the Delaware State Housing Authority considers Bridgeville’s housing market to be “stable,” while markets in Seaford and Laurel are considered “distressed.” In stable areas, a balance of market-rate and subsidized housing should be built and maintained.

Out of 1,166 total housing units, 170 (15%) are publicly subsidized (see table, page 27).

### The Heritage Shores pipeline

Begun in 2005, Heritage Shores is a 55-plus golf course community on Bridgeville’s southern perimeter that will build out to almost 2,000 homes. It consists of five phases, and the first two phases of 486 lots are completed.

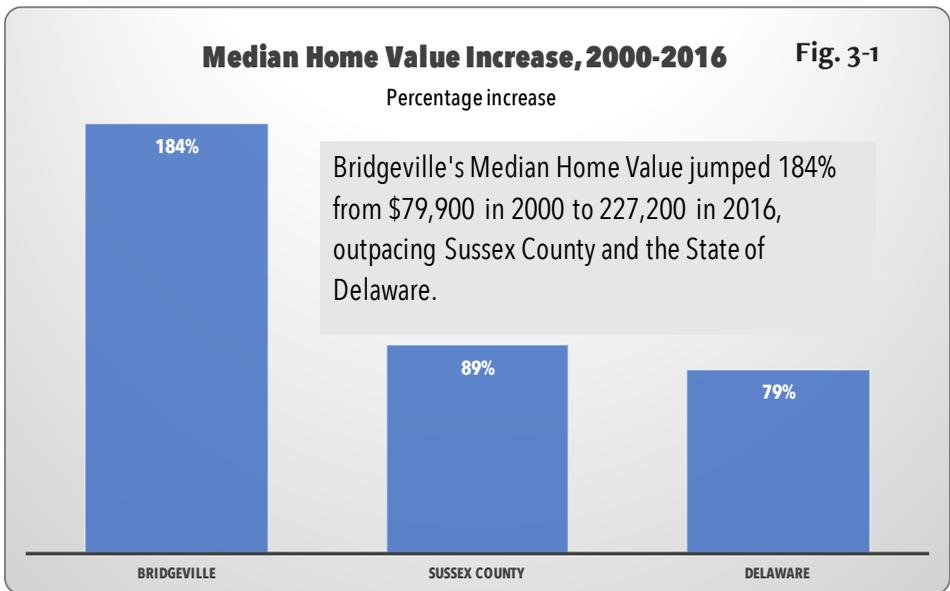
The current developer, Providence of Brookfield, was completing the development of Phase 3, with 276 lots, in late 2017. Also at the end of 2017, the developer was engineering Phase 4, with 494 lots, and expects to begin development in 2018. Total buildout is expected to be 1,753 lots.<sup>1</sup>

The concept for this phase includes a gridded, town-like

<sup>1</sup> Information provided by Brad Koch, Senior Development Director, Brookfield Residential, in a May 16, 2018 email.

Data at right are from the 2012-2016 American Community Survey five-year estimates, US Census Bureau.

**No other municipality in western Sussex has experienced this rate of growth in either number or value of housing units.**



BRIDGEVILLE HOUSING STATISTICS <span style="float: right;">Fig. 3-2</span>		
Category	Estimate	Percent
<b>HOUSING OCCUPANCY</b>		
Total housing units	1,166	1,166
Occupied housing units	1,057	90.7%
Vacant housing units	109	9.3%
<b>Homeowner vacancy rate</b>		
Homeowner vacancy rate	1.5	(X)
<b>Rental vacancy rate</b>		
Rental vacancy rate	5.0	(X)
<b>YEAR STRUCTURE BUILT</b>		
Total housing units	1,166	100%
Built 2014 or later	26	2.2%
Built 2010 to 2013	110	9.4%
Built 2000 to 2009	355	30.4%
Built 1990 to 1999	73	6.3%
Built 1980 to 1989	110	9.4%
Built 1970 to 1979	108	9.3%
Built 1960 to 1969	86	7.4%
Built 1950 to 1959	84	7.2%
Built 1940 to 1949	31	2.7%
Built 1939 or earlier	183	15.7%
<b>HOUSING TENURE</b>		
Occupied housing units	1057	100%
Owner-occupied	773	73.1%
Renter-occupied	284	26.9%
<b>VALUE</b>		
Owner-occupied units	773	100%
Less than \$50,000	29	3.8%
\$50,000 to \$99,999	50	6.5%
\$100,000 to \$149,999	88	11.4%
\$150,000 to \$199,999	126	16.3%
\$200,000 to \$299,999	252	32.6%
\$300,000 to \$499,999	218	28.2%
\$500,000 to \$999,999	10	1.3%
\$1,000,000 or more	0	0.0%
Median (dollars)	234,600	(X)
<b>MORTGAGE STATUS</b>		
Owner-occupied units	773	773
Housing units with a mortgage	430	55.6%
Housing units without a mortgage	343	44.4%

AFFORDABILITY: SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME (SMOCAPI) <span style="float: right;">Fig. 3-3</span>		
Housing units with a mortgage (excluding units where SMOCAPI cannot be computed)	430	430
Less than 20.0 percent	197	45.8%
20.0 to 24.9 percent	43	10.0%
25.0 to 29.9 percent	53	12.3%
30.0 to 34.9 percent	53	12.3%
35.0 percent or more	84	19.5%
Not computed	0	(X)
<b>Housing unit without a mortgage (excluding units where SMOCAPI cannot be computed)</b>		
Less than 10.0 percent	111	32.4%
10.0 to 14.9 percent	91	26.5%
15.0 to 19.9 percent	49	14.3%
20.0 to 24.9 percent	46	13.4%
25.0 to 29.9 percent	5	1.5%
30.0 to 34.9 percent	5	1.5%
35.0 percent or more	36	10.5%
Not computed	0	(X)
<b>GROSS RENT</b>		
Occupied units paying rent	281	281
Less than \$500	97	34.5%
\$500 to \$999	148	52.7%
\$1,000 to \$1,499	31	11.0%
\$1,500 to \$1,999	5	1.8%
\$2,000 to \$2,499	0	0.0%
\$2,500 to \$2,999	0	0.0%
\$3,000 or more	0	0.0%
Median (dollars)	582	(X)
No rent paid	3	(X)
<b>GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME (GRAPI)</b>		
Occupied units paying rent (excluding units where GRAPI cannot be computed)	270	270
Less than 15.0 percent	26	9.6%
15.0 to 19.9 percent	34	12.6%
20.0 to 24.9 percent	36	13.3%
25.0 to 29.9 percent	60	22.2%
30.0 to 34.9 percent	8	3.0%
35.0 percent or more	106	39.3%
Not computed	14	(X)

layout where Heritage Shores joins with the older section of town.

The original developer built a small percentage of duplexes and triplexes, and original plans called for four condominium buildings in the vicinity of Heritage Shores' Sugar Beet Market. Plans changed to provide only single-family homes, including some as small as 1,100 square feet with only one bedroom.

As noted in the demographics section of this plan, Heritage Shores has dramatically transformed the character of Bridgeville. The population, in general, is now more financially comfortable and significantly older than it was in 2000. A much lower percentage of the town's residents, 43%, are in the civilian labor force, down from almost 60% in 2000.

### Affordability in Bridgeville

The conventional public policy indicator of housing affordability in the United States is the percent of income spent on housing. Housing expenditures that exceed 30 percent of household income have historically been viewed as an indicator of a housing affordability problem.

By that yardstick, it would appear from census statistics that a higher percentage of Bridgeville residents are struggling with housing burdens than in 2000. According to the 2011-2016 American Community Survey (see table on page

25), 31.8% of residents with a mortgage spend more than 30% of their monthly income on housing-related expenses; 42.3% of renters would be considered burdened with housing costs higher than 30% of their monthly incomes.

For residents with a mortgage, Bridgeville's newer retiree population may be making a lifestyle choice. They are choosing to devote larger shares of their incomes to homes with more amenities. These households often still have enough income left over to meet their non-housing expenses, so while they exceed the 30 percent rule of thumb they are not struggling to make ends meet.

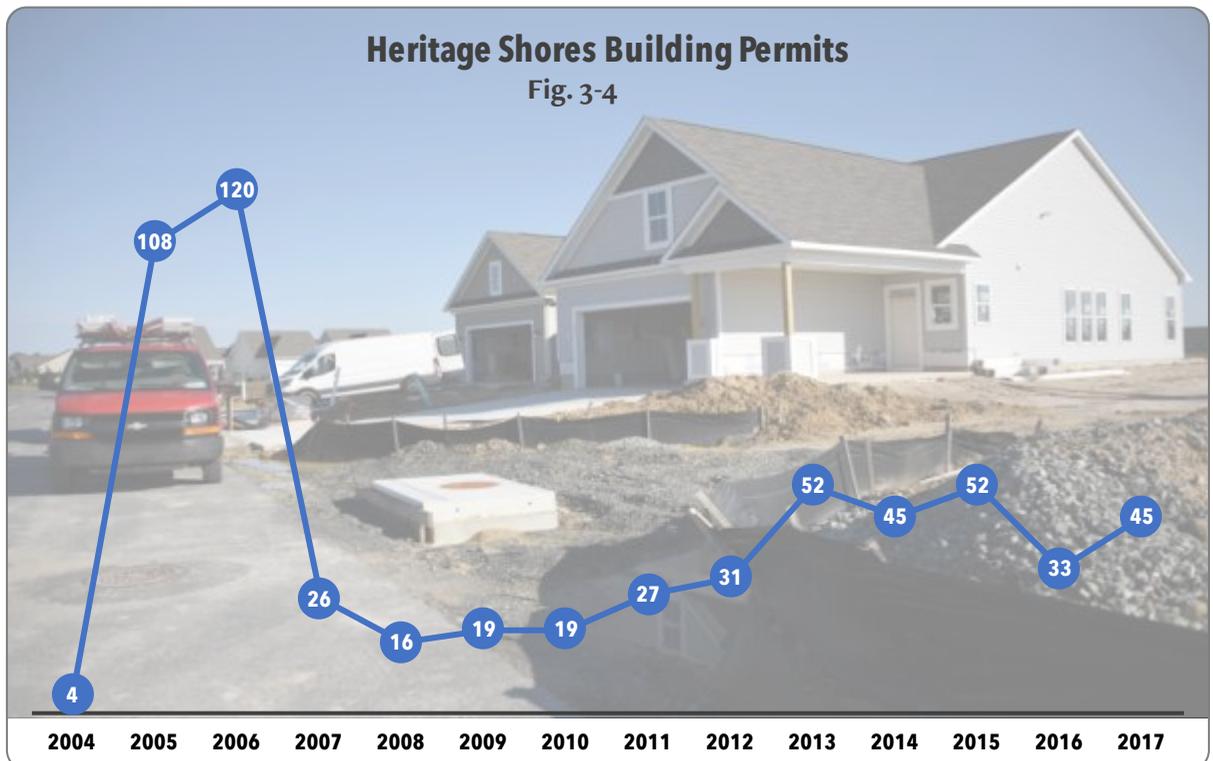
In the case of Bridgeville's renters, those percentages probably indicate an affordability problem. Low vacancy rates throughout Sussex County can drive up the cost of available rental housing. The rental vacancy rate in Bridgeville is 5.0%, compared to 7.7% for the state.

The median gross rent in Bridgeville is \$582, compared to \$968 for all of Sussex County. While that median rent doesn't appear too high, other related housing costs threatening affordability could be utilities. Lower-cost rental housing tends to have attributes such as poor insulation and lack of regular maintenance that drive up utility costs.

The Delaware State Housing Authority suggests that Bridgeville would benefit from small- or moderate-scale rental projects that are at or just below market rates.

*Permits for 2017 are through November. Almost all of the residential permits are for Heritage Shores, the five-phased planned community of 2,000 homes on the southern end of Bridgeville. Over this same period only a handful of non-Heritage Shores permits were issued.*

**Source:** Town of Bridgeville



**SUBSIDIZED HOUSING IN BRIDGEVILLE** Fig. 3-5

NAME	ADDRESS	MANAGEMENT	TOTAL UNITS	TYPE	YEAR BUILT
Canterbury Estates	304 Canterbury Apartments	Severn Management Company	24	Family	1983
Elizabeth Cornish Landing Annex	100 Elizabeth Cornish Lane	USDA	12	Family	2004
Elizabeth Cornish Landing Apts.	100 Elizabeth Cornish Lane	USDA	34	Family	1996
Elizabeth Cornish Landing II	100 Elizabeth Cornish Lane	USDA	16	Family	2005
Market Street Apartments	310 Market Street	Tri-State Associates	34	Elderly	1993
Lavery Lane	1 Lavery Lane	DSHA	50	Family	1990
<b>TOTAL UNITS</b>			<b>170</b>		

**Source:** Delaware State Housing Authority. The Market Street Apartments will be renovated by Milford Housing Development Corporation in 2018.

### The “Missing Middle”

While the statistics point to Heritage Shores’ role in transforming the nature of Bridgeville, the town should consider rebalancing its housing portfolio (and community amenities) to attract more working families such as teachers, government employees, nurses and law enforcement professionals. These new residents could live in a town-like development of diverse housing styles that provide more affordable options.

The Baldwin farm on the west side of Bridgeville was once approved for such a development, called Lindenmere. It included a range of styles from two-bedroom condo to five-bedroom manor homes, street-front shops and loft apartments. Lindenmere even conceived of a satellite community college campus and small medical campus.

The 1,800-unit plan evaporated during the recession of the late 2000s, but Lindenmere provides a real-world example of how Bridgeville could diversify its housing stock and provide what housing analysts call the “Missing Middle.” These are housing types that provide a smaller footprint and a walkable scale. They help create shared community spaces such as a green or court.

They are intended to be intergenerational, attracting older residents who would like to age in place in a community where they can walk to many services. As Baby Boomers age, the Missing Middle meets a market demand for units with less square footage in walkable communities.

Housing styles that comprise the Missing Middle can include, along with single-family homes:

- Carriage houses
- Townhouses
- Bungalows
- Courtyard apartments
- Side-by-side or stacked duplexes
- Four-plexes
- Small multiplexes with five to ten apartments or condos
- Work/live units

### Aging in place strategies

Because Bridgeville’s population skews older, the town should consider housing strategies that help its residents age in place. According to an AARP study, 90 percent of people age 65 and over would prefer to stay in their own homes as they get older — and not go to a nursing home or assisted living facility.

“Aging in place” is defined by the U.S. Centers for Disease Control and Prevention (CDC) as “the ability to live in one’s own home and community safely, independently and comfortably, regardless of age, income or ability level.”

This concept will appear throughout this plan, not just in the housing section. Even more financially self-sufficient citizens would like to have the services they need and want close by, as well as be comfortable and safe in their homes. Bridgeville can aspire to be an “age-friend-

## What is an age-friendly community?

The World Health Organization's Global Network of Age-Friendly Cities and Communities has identified **eight domains of livability** that influence the quality of life of older adults.

The domains are also used as a framework and starting point by the U.S.-based towns, cities and counties that belong to the AARP Network of Age-Friendly Communities. These principles apply not only to the housing element of this plan, but to economic development, transportation, open space and recreation, and community facilities.

### The 8 domains are:

**Outdoor spaces and accessible buildings.** Community garden, grandparent park, parklet, street trees, shared-use community buildings

**Transportation.** Driving shouldn't be the only way to get around. Is the town safe for pedestrians and walkers, including those in wheelchairs? What condition are sidewalks in? Are there visible crosswalks? Is there alternative transit?

**Housing.** As discussed in this section, ensure that housing options allow residents to age in place.

**Social participation.** Bridgeville has a high percentage of older adults who are not in the labor force. Do they have opportunities to volunteer and get involved in community life?

**Respect and social inclusion.** Do churches and other community organizations offer intergenerational opportunities and activities—including physical activities?

**Work and civic engagement.** An age-friendly community provides ways older people can (if they choose) continue to work for pay, volunteer their skills and be actively engaged in community life.

**Communication and information.** Age-friendly communities recognize that not everyone has a smartphone or Internet access and that information needs to be disseminated through a variety of means.

**Community and health services.** At some point, every person of every age gets hurt, becomes ill or simply needs some help. While it's important that care be available nearby, it's essential that residents are able to access and afford the services required.

For more information, go to the American Association of Retired Persons' [Age-Friendly Communities website](#).

ly community,” livable for all ages with walkable streets, housing and transportation options, access to key services and opportunities for residents to participate in community activities.

The AARP's Livable Communities initiative supports the efforts of neighborhoods, towns, cities and rural areas to be great places for people of all ages. AARP recommends the consideration of several less conventional housing types and ensuring that town codes allow them. They are:

- **Cohousing.** In a cohousing situation each person or family purchases a residence — be it an apartment, townhouse or even a single-family house — which contains everything a typical home would have (i.e., a kitchen, bathroom, bedroom and living room). However, the residences are linked to a shared space, such as a yard and gardens, and a large common room, dining area and kitchen that can accommodate group meals or gatherings.

The point of cohousing is community and being able to live independently without living entirely alone. Cohousing setups are typically intergenerational and don't involve staff-provided services, but they can be age-specific. A few “senior cohousing communities” have been built, and some allow residents to hire household and care services as needed.

- **House sharing.** In these arrangements a person who has a home may invite a friend or family member, or even a tenant, to move in and help with expenses and chores. The setup might involve people of the same age or generation and the arrangement is one of peers residing together for companionship and cost efficiency. Sometimes two or more friends actually purchase or rent a residence together and become housemates.

- **Villages.** Members pay an annual fee in return for services such as transportation, yard work, and bookkeeping. The village itself usually has only one or two paid employees, and most do not provide services directly. Instead, the village serves as a liaison — some even use the word *concierge*. The help comes from other able-bodied village members, younger neighbors, or youth groups doing community service. Villages also provide lists of approved home-maintenance contractors, many of whom offer discounts to members. By relying on this mix of paid and volunteer help, members hope to cobble together a menu of assistance similar to what they would receive at a retirement community, but without uprooting their household.

## Accessory dwelling units

In Bridgeville especially, there are vacant lots that could be converted into condominiums or market-rate apartments. Knowledge of changing demographics and a creative marketing strategy could bring new residents into the core of town. New residents who could walk or bike to the library and Main and Market streets would benefit local businesses and encourage the startup of new ones.

Another strategy for creating more affordable opportunities to live downtown is permitting Accessory Dwelling Units (ADUs), also called “granny flats,” with prescriptive design guidelines so they would fit in the historic areas of town. Permitting ADUs would allow residents in larger, older homes to provide living space for a family member or other caregiver, or to collect rental income that allows them to stay put.

The town should also consider allowing and regulating short-term rentals such as Airbnb, a worldwide online vacation rental network that would enable residents to rent out a room, an ADU, or their home to visitors who are interested in nature, heritage or cultural tourism.

2 “Accessory Dwelling Units, a Practical Option to Promote Affordability,” 2010, Delaware State Housing Authority.

According to the Delaware State Housing Authority, “ADUs are independent housing units created within single-family homes or on their lots. An ADU can provide supplementary housing that can be integrated into existing single-family neighborhoods to provide a typically lower priced housing alternative with little or no negative impact on the character of the neighborhood.

“Furthermore, ADUs can provide homeowners with a means of obtaining, through tenants, in the ADU or the principal unit, rental income, companionship, security and services.”<sup>2</sup>

Bridgeville currently offers a much lower sewer impact fee for infill residential development. This discount could be an additional incentive to build in the established downtown area.



*Accessory dwelling units (ADUs) such as these would fit in with the character of Bridgeville and offer options to citizens who would like to age in place and not move in with family members or enter a nursing home.*

## Section 3

### Key findings to be addressed in recommendations

Bridgeville has high-end homes for retirees and large older homes in town, but virtually no homes in the middle—in town-like, walkable neighborhoods with a variety of housing styles.

New housing should meet the needs of working families. This housing could also be available to seniors seeking smaller lots and home sizes, but who do not want to live in an age-restricted community.

Residents, who are disproportionately older, should have services, housing types and other options available that enable them to age in place.

One option is allowing accessory dwelling units (“granny flats”) that fit with the character of the community.

One unmet need may be smaller, market-rate apartment complexes.

Incentives such as the state historic tax credit and USDA grants and loans provide assistance for repairing and rehabilitating historic homes.



## Section 4

# Economic development & downtown vitality



## 4. Economic development and downtown vitality

Bridgeville has a rather unique central business district. There is commercial development at both ends of Market Street, with a residential section in between. Agricultural-related businesses dominate the western end at the railroad tracks. More traditional commercial buildings line the east end, ending at Town Hall on Main Street.

Compared to some of its neighbors, the US 13 corridor through Bridgeville is less developed. However, major corridor improvements including the upgrade of the US 13/404 intersection and addition of service roads have positioned the town to attract chain retail and fast-food establishments. Some major parcels still remain undeveloped along the highway frontage.

Unlike some of its western Sussex neighbors, Bridgeville has assets that make it a ready candidate for redevelopment and economic growth:

- Healthy demographics that indicate a rising standard of living;
- A central business district that, while it has some challenges, is in reasonably good shape with relatively few dilapidated or vacant structures;
- Major infrastructure in place and parcels ready for development along US 13;
- A steady flow of tourists headed to and from Delaware's shore points;
- The planned regionalization of wastewater service that

makes commercial development in the US 13 corridor more attractive; and

- A large contingent of retirees who could be deployed as reliable part-time employees and/or community volunteers.

As mentioned before, no community in western Sussex (or western Kent County, for that matter) is better positioned for growth. However, that growth could occur in one of two ways: haphazardly and inefficiently, straining town services and Bridgeville's small-town character; or thoughtfully and on the town's own timetable, saying "no" to projects that would degrade the community's character and pushing assertively for development that meets Bridgeville's long-term needs.

Several recent studies (2011, 2015, 2017) commissioned by the former Delaware Economic Development Office lay out very practical, data-driven recommendations for Bridgeville, particularly for the business district. There is no need to reinvent the wheel in this area, and this plan will reiterate those recommendations and encourage the town to strategically implement them.

### Key recommendations

This section lays out a four-part strategy for repositioning Bridgeville and more effectively deploying its strengths, while shoring up a few weaknesses:

- Strategically implement the very specific recommenda-

*The 2015 Downtown Plan (see bottom of page 34) visualized a brewpub that would attract tourists and others from beyond town limits where the old Dollar General used to be. The Market Street building is now functioning as an antiques and collectibles store.*



LARGEST EMPLOYERS IN AND ADJACENT TO BRIDGEVILLE				Fig. 4-1
	Company name	Address	In town	Employees
1	Woodbridge School District	Woorbridge Middle School and Phillis Wheatley ES	yes	130
2	Pet Poultry Products Inc	7494 Federalsburg Rd	yes	100
3	Trinity Transport Inc	18119 Sussex Hwy	no	93
4	Mc Donald's	18733 Sussex Hwy	no	80
5	Jimmy's Grille	18541 S Main St	yes	75
6	Heritage Shores	34 Royal View Drive	yes	70
7	OA Newton & Son	16356 Sussex Hwy	no	60
8	Ralph & Paul Adams Inc	103 Railroad Ave	yes	51
9	Food Lion	9537 Bridgeville Ctr # 1	no	50
10	Messick & Gray Constr Inc	9003 Fawn Rd	no	50
11	Superior Tube Co Inc	9097 Shepherds View Ln	no	50
12	State Police	9265 Public Safety Way	no	41
13	Sonic Drive-In	18757 Sussex Hwy	no	40
14	Pyramid Transport Inc	18119 Sussex Hwy # 2	no	35
15	R & M Buses Inc	513 S Cannon St	yes	30
16	Mark IV Trucking (Pet Poultry)	7494 Federalsburg Rd	yes	30
17	Miller Metal Fabrication (OA Newton)	16356 Sussex Hwy # 2	no	30
18	That Granite Place	18089 Sussex Hwy	no	30
19	Royal Farms	18657 Sussex Hwy	yes	29
20	TS Smith & Sons	8899 Redden Rd	no	25

**Source:** Info combined from ESRI Business Analyst Desktop, 2016 and Reference USA, 2017 with assistance from University of Delaware's Institute for Public Administration.

**Pet Poultry, Bridgeville's largest private employer, is the leader in providing pre-processed animal food products to the pet food industry for more than 47 years, serving the major food processors in the United States.**

tions on retail development offered in the 2015 Downtown Plan;

- Apply for the state's Downtown Development District (DDD) program, if the opportunity arises again;
- Fully embrace Bridgeville's brand, including the "Delaware's Front Porch" rocking chair;
- Consider a professional approach to attracting business to Bridgeville, particularly the commercial parcels along the US 13/404 corridors and the northern sector of Bridgeville, which is planned for industrial/manufacturing growth along a truck route and rail.

The town is currently relying on its appointed Economic Development Committee of volunteers to identify and carry out economic development goals. The group has received \$20,000 to date from the town and is motivated to achieve its goals, but needs to determine if it is engaged in mostly a marketing effort or is willing to do the heavy

lifting of carrying out the recommendations in the 2015 and 2017 reports and in this plan.

For example, who will be prepared to plan and oversee the recommended facade improvements? Or make the polished pitch to a prospective brewpub owner, farm-to-table restaurateur, or chain hotel developer? Bridgeville needs to match its attractive assets and demographics to a professionalized and systematic economic development strategy.

### 1. Downtown Visioning recommendations

Because Bridgeville is a National Main Street affiliate, the former Delaware Economic Development Office engaged professional consulting assistance in branding; conducting a charrette to envision downtown redevelopment; and developing specific architectural guidelines for that redevelopment. These efforts, in 2011, 2015 and 2017, yielded many practical and achievable recommendations in the form of

branding guidance, a downtown master plan, and other recommendations for revitalizing the business district. The firm also made recommendations for commercial development along the US 13 corridor.

Very few towns the size of Bridgeville receive this quality and detailed level of service from a planning and architectural firm that does business throughout Delaware and the country and provides cutting-edge services and recommendations.

Bridgeville’s leadership should thoroughly familiarize itself with these plans and recommendations and make them the foundation of a strategy to revitalize its business district and attract new commercial development to the US 13 corridor.

### **Retail opportunities**

The 2015 Downtown Plan focused on Bridgeville’s primary trade area within the 19933 zip code. A retail leakage study indicated \$22.5 million in shopping dollars going outside of the trade area—to Dover, the beach area, online retailers, etc. While it is impossible to recapture that entire amount, the plan pointed out several opportunities to direct dollars into Bridgeville:

- A store that carries hobbies, toys, games and/or sporting goods;
- Two downtown boutique clothing stores; and
- Two to three full-service restaurants viewed as absolutely required for a downtown renaissance.

The 2015 Downtown Plan also identified the opportunity to create a niche with antiques, collectibles and used furniture.

The 2015 plan cited the potential for a farm-to-table, farm-to-store, and destination farmstead-themed niche for Bridgeville—building on the successes of local agricultural entrepreneurs such as T.S. Smith & Sons, Vanderwende Farm Creamery, and Evans Farms Produce Market.

In 2017, a followup Downtown Roadmap noted that a restaurant or two would change the dynamics of downtown because of the expanded hours. Current businesses are only open during the day and mostly attract people who do not work.

Because Market Street has a residential component in between two commercial segments, the 2015 Downtown Plan highlighted the potential to convert residences into appropriate commercial spaces, such as a clothing boutique or gallery.

### **Downtown improvements**

- Facade improvements
- Streetscapes
- Addressing dilapidated and/or vacant buildings
- Delineating parallel parking along Market Street

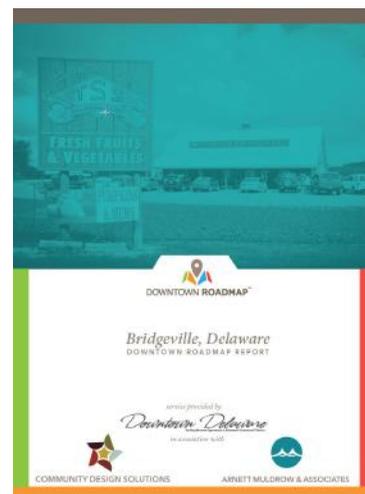
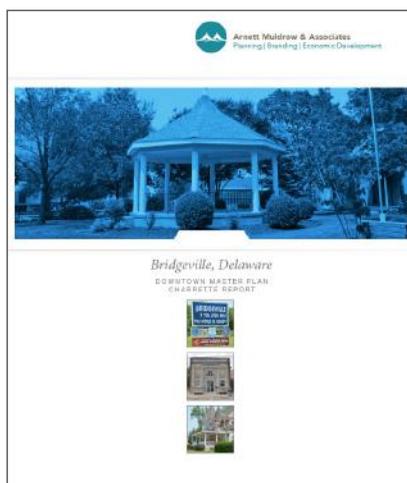
Small towns across the country have implemented these recommendations and successfully transformed business districts.

**Facade improvements.** The reports recommend two options for restoring and improving facades along Market Street. One option is a holistic facade master plan that can improve many facades at once. Property owners give the town a temporary easement, and facade improvement proceeds under a single source of project management with uniform architectural guidelines and construction.

*2015 and 2017 reports by Arnett, Muldrow & Associates. The 2015 report will be referred to as the **2015 Downtown Plan**; it details recommendations for revitalization and economic development in Bridgeville’s business district, with additional recommendations for the US 13/404 corridor.*

*The **2017 Downtown Roadmap** was an update to the 2015 Downtown Plan.*

*A previous **2011 Branding Plan** made initial recommendations for a community brand.*



Under the second option, facade improvement occurs with an annual component grant that enables a property owner to proceed with improvements incrementally—with awnings and then signage, for example. This approach may be more practical in a small town such as Bridgeville.

Under either approach, the town could offer property owners matching grants for building improvements. With a program such as the Downtown Development District (DDD) initiative, property owners could receive rebates for their investments.

**Downtown vibrancy.** The 2017 Downtown Roadmap report also recommends another component grant program, to encourage “vibrancy” in the business district—bistro tables, splashes of color such as umbrellas, parklets and public art. Another recommendation is for fixtures that make the downtown “sticky” with interactive games such as bocce ball, cornhole and giant checkers sets.

In 2017, the Bridgeville Economic Development Committee launched “Fabulous Fridays,” with expanded downtown hours. Vendors located in a parking lot next to the Downtown Alley antiques store. There were food trucks, games, ice cream and other attractions. This initiative was considered successful and will continue.

A first-time Christmas parade also attracted residents and visitors to downtown Bridgeville in 2017.

**Streetscapes.** The reports recommend improving the two primary corridors through Bridgeville (Market Street and Main Street) with shade trees, plantings, crosswalks, way-finding signage, banners, and other beautification efforts. This provides tourists with a positive first impression and a temptation to stop rather than pass through.

**Addressing dilapidated and/or vacant buildings.** The town does require owners of vacant buildings to register those buildings and pay an annual fee based on the length of time the building has been vacant. The fees should be increased and property owners required to submit a plan for the building’s rehabilitation/reuse. The fees collected from this effort could be used for such initiatives as facade improvements, streetscapes and beautification, purchase and rehabilitation, or demolition. Several towns in Delaware have such an ordinance.

**Vacant building treatment.** The town can adopt a vacant building treatment strategy that requires empty storefronts to be decorated to appear occupied—with artwork, murals, history or other useful information.



*The final phase of Heritage Shores (circled) is planned to be laid out in a grid-like manner to blend in with the rest of Bridgeville.*

**Delineating parking along Market Street.** The 2015 Downtown Plan observes that a continuous white line along Market Street to delineate parking spaces is confusing; to some drivers, it is treated like another travel lane. At the least, the town should delineate individual parking spaces; making the roadway appear narrower would improve the attractiveness and walkability of the business district.

#### ***Future connection to Heritage Shores***

The 2015 Downtown Plan also points out that the final phase of Heritage Shores is planned to be a more town-like, denser grid that will be an appropriate fit with the older section of Bridgeville.

The town’s leadership should insist on this grid pattern and a mix of housing styles so that the link between Heritage Shores and the rest of Bridgeville will be as seamless as possible. For those concerned about “One Bridgeville” and perceived separation of Heritage Shores from the commu-

nity fabric of town, the design and execution of this last phase is critical.

## 2. Downtown Development District

The Downtown Development Districts Act was created to leverage state resources in a limited number of designated areas in Delaware’s cities and towns to:

- spur private capital investment in commercial business districts and other neighborhoods;
- stimulate job growth and improve the commercial vitality of Delaware’s cities and towns; and
- help build a stable community of long-term residents in downtowns and other neighborhoods.

The program offers a mix of local and state incentives and rebates for qualified real-property investments by homeowners, business owners, developers and nonprofits. Municipalities cannot initiate a DDD project.

As of early 2018, eight municipalities had designated Downtown Development Districts—including Seaford, Laurel, Milford and Georgetown in Sussex County. If another round of DDD applications opens, Bridgeville should consider applying to create a district. For a town the size of Bridgeville, the maximum DDD size is 85 acres.



A DDD application is rated on three factors:

- Need and impact, 50%
- The plan for the district, 30%
- A package of local incentives, 20%

In other DDD communities, local incentives have included reductions or waivers of local taxes, impact fees and permit fees; matching grants for facade improvements; matching grants for sidewalk repairs and enhancements; zoning flexibility; and expedited approvals.

The state grant program, administered by the Delaware State Housing Authority, provides rebates of up to 20 percent of qualifying costs for rehabilitation, demolition and new construction for small projects (up to about \$250,000); and graduated rebates for large projects up to \$1.5 million per building or facility.

Residential and commercial owners of historic properties within the DDD would also be priority recipients of Delaware’s historic tax credit.

The map at right is a first attempt to delineate a Downtown Development District for Bridgeville. It includes the Market Street business district and surrounding blocks of historic homes and comprises about 47 acres.

## 3. Fully embrace Bridgeville’s brand

In 2011, the former Delaware Economic Development Office engaged Arnett, Muldrow & Associates to work with the Bridgeville community and develop a brand. The brand was updated in 2015 during the Downtown Plan visioning process described in this section.

“Bridgeville: Delaware’s Front Porch” resulted from Bridgeville residents reflecting on what they value and what matters to them about their community. A town seal is not a brand. A slogan is not a brand. A brand evokes an emotion about a place and what is special about it. It is effective as a brand statement for new residents, tourists, shoppers and businesses.

Bridgeville is the first town in Delaware encountered by tourists driving to the beach. It is the last town in Delaware before they re-enter the reality of urban traffic congestion and their workday lives. The rocking chair represents a frame of mind; it is a symbol not of elderly people but of a lifestyle that values porches and conversation, a more leisurely pace set apart from urban congestion, fresh fruits and vegetables, and tree-lined streets with kids on bicycles.

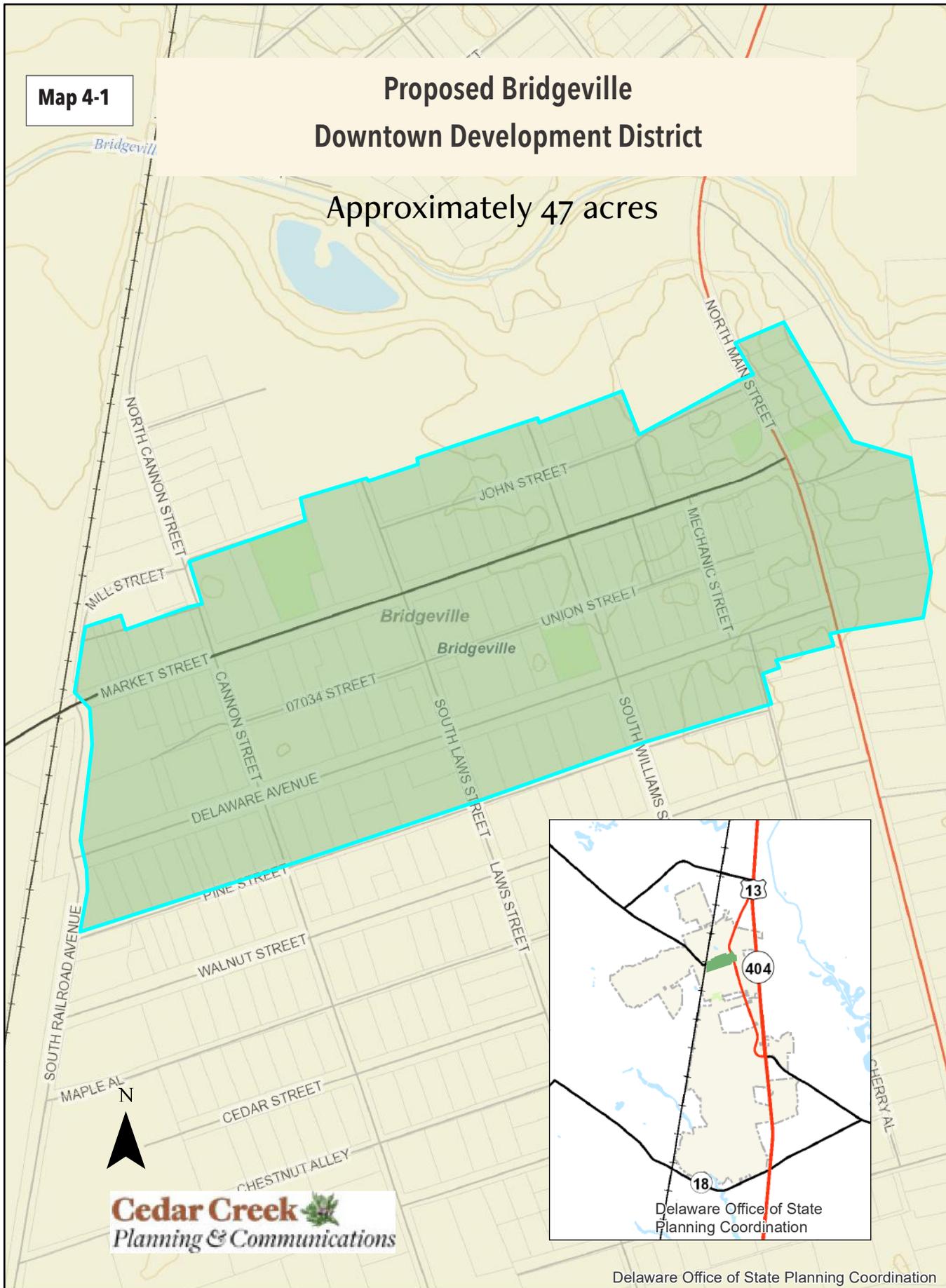
As many other towns have done with their symbols, Bridgeville can have fun with the rocking chair and build on it as the symbol of the town’s brand. Painting contests, placement of colorful chairs in front of businesses and throughout town, street art, branded rocking chairs for



Map 4-1

# Proposed Bridgeville Downtown Development District

Approximately 47 acres



Delaware Office of State Planning Coordination



Left, painted ships appear throughout downtown Milford to celebrate the city's history. Right, all kinds of chairs are appearing in municipal spaces for residents and visitors to enjoy. These lounge chairs are in Detroit.

sale—the rocking chair lends itself to whimsy.

When developing the brand, the work product included a detailed [style guide](#) for using it—typography, colors, variations that include the “If You Lived Here You’d Be Home Now” slogan, signage and wayfinding, correct and incorrect usage, etc. The brand is available to any community group, nonprofit, business or other entity that wishes to use it.

#### **4. Consider a professional approach to attracting business to Bridgeville, particularly the commercial parcels along the US 13/404 corridors.**

Highway development does not define a town. Fast-food restaurants and chains along a highway corridor could be Anywhere USA, and they are not as beneficial to the local economy. As the infographic (*Fig. 4-2*) on the next page shows, independent local businesses recirculate a much higher percentage of their revenues back into the community.

Still, the infrastructure already in place along US 13 and the intersection with 18/404, presents an opportunity to attract additional commercial development that will serve both residents and tourists passing through. The parcels surrounding the intersection already are served by sewer.

Most frequently mentioned are a hotel, additional grocery store and perhaps a full-service restaurant. Available parcels were reviewed with Sussex County commercial development experts. They point out that with a population of only 2,463 (2017), Bridgeville does not have the “rooftops” to attract national retailers and restaurant chains, hotels and more upscale supermarkets.

However, a local entrepreneur with knowledge of events, people and their interests, and other area dynamics could make a hotel or other desired enterprise work along 13/404. Sports at the Beach is an example of a locally owned business that has been able to tie in with tourism, hotel chains and a regional attraction to sports.

These are complicated waters for a small town without an economic development professional to help navigate. Attracting and identifying development interest—as well as negotiating the best deal for taxpayers and future residents—is beyond the expertise of even larger cities.

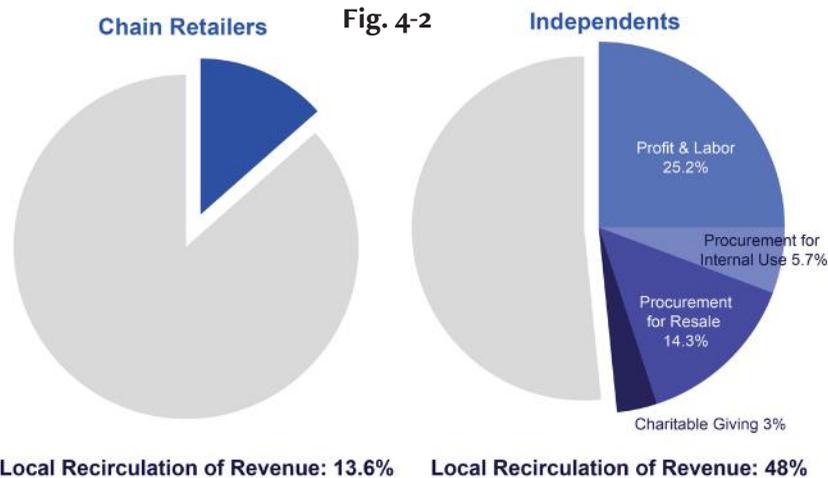
There are many stories of “big box” and other national chains extracting incentives from towns, forcing tax giveaways, offering only a “one-size-fits-all” design option, and tying local governments’ hands regarding future use of the property when the corporation abandons it.

Bridgeville should consider two recommendations to ensure that commercial and residential development will help, rather than harm, the town:

- 1) Contract the services of an independent consultant knowledgeable about commercial development and the demands of national players. Perhaps those services can be shared with other smaller municipalities in Delaware.
- 2) Require a fiscal impact study for certain commercial and residential development projects to determine and understand the potential short- and long-term costs to taxpayers and ratepayers (*see explanation, page 96*).

The 2015 Downtown Plan (*see page 34*) suggests that the commercial parcels at the southwest intersection of US 13 and Route 404 could be master planned as a commercial

## Local Economic Return of Indies v. Chains



\*Compiled results from nine studies by Civic Economics, 2012: [www.civiceconomics.com](http://www.civiceconomics.com)  
Graph by American Independent Business Alliance: AMIBA.net

Left, research shows that local businesses recirculate a much higher percentage of their revenues within the local economy than retail and fast-food chains do.

For more information on the multiplier effects of chains vs. independent businesses, see

<https://www.amiba.net/resources/multiplier-effect/>

Below, the 2015 Downtown Plan proposed a commercial center with internal street networks at the southwest intersection of US 13 and Route 404.

development with internal street networks and a common area or green. The area could become more of a “place” rather than a commercial strip of unrelated uses. Heritage Shores residents would not need to drive on US 13 to get to it.

### Focus on agricultural industry in northern Bridgeville

The northern end of Bridgeville, including parcels within the town’s annexation area, is served by rail and a truck route and already includes some manufacturing and agricultural related industry. In previous planning exercises such as the 2014 Bridgeville-Greenwood Master Plan, which focused on both towns (see pages 18-20), town leaders envision this area as an employment center, away from residential development, that could accommodate more intensive uses.

The town should consider seeking economic development expertise and study the feasibility of developing an agricultural-industry focus for that area. The Southern Maryland Agricultural Development Commission is working to create an agricultural business park and innovation center. The vision is to handle food processing and distribution, new farmer incubation, meat and seafood processing, warehouse space and more.

The town’s economic development focus needs to be balanced: Bridgeville needs to clearly delineate downtown revitalization and economic development goals vs. plans to increase commercial development along US 13/404. It needs to set definitive design standards and ensure that development in either location does not harm the town’s character—especially in the Market Street business district.



## Section 4

### Key findings to be addressed in recommendations

Recognize the town's significant demographic and infrastructure strengths while ensuring that all segments of the population benefit from economic development.

Adopt clear-cut goals and deliverables for the Economic Development Committee, perhaps including technical and/or marketing assistance.

Apply to make a portion of Bridgeville's business and historic core a Downtown Development District if the application process is reopened.

Follow the branding and downtown visioning recommendations of 2011, 2015 and 2017 for revitalizing the business district through attraction of specific business, facade improvements, vacant building initiatives, streetscaping and branding.

Embrace the rocking chair: Be creative and use Bridgeville's branding to generate a feeling about the town and its values.

Insist that the future phase connecting between Heritage Shores and the rest of Bridgeville is laid out as a town-like grid so that the development flows seamlessly into the town's older residential district.

Pursue a professional approach to attracting commercial businesses along US 13. Ensure that the town's interests are protected in terms of fiscal impacts, traffic and appropriate building facades.



*Section 5*

# Wastewater and water



# 5. Wastewater and water

## An aging plant with problems

At the beginning of 2017, the Town of Bridgeville was confronting the replacement of an aging wastewater treatment plant that did not meet federal water quality standards.

The plant was constructed in 1986. Subsequent upgrades in 1997 enabled the plant to use spray irrigation as an option for disposing of treated waste. More repairs and upgrades occurred in 2009, 2011 and 2014.

A 2016 preliminary engineering report by Davis, Bowen and Friedel pronounced that the plant “has reached the end of its useful life.” To meet the conditions of its federal permit and meet water quality standards for the Nanticoke and Chesapeake watersheds, the town was essentially looking at building a new treatment plant.

The plant is permitted for 800,000 gallons per day and also serves the Town of Greenwood. The US Environmental Protection Agency had fined the town for violations of its permit because it exceeded limits for dissolved oxygen and nitrogen, and because of the poor condition of the plant. In May 2016, the town signed a consent order with EPA that mandated system improvements on a short timeline.

An October 2016 DBF report laid out five alternatives for replacement of the plant’s core treatment infrastructure. The engineering consultants recommended an enhanced nutrient removal (ENR) process called Four Stage Bardenpho, to be constructed with a smaller footprint on the existing plant site.

The improvements were estimated at almost \$16 million and would require Bridgeville residents to pass a referendum.

## A four-government solution

In February 2017, the leadership of Bridgeville and Greenwood reached out to Sussex County in search of an alternative. A Western Sussex County Sewer District was proposed, connecting with the City of Seaford for an estimated project cost of \$12.68 million. No new plant would be constructed in Bridgeville.

Sussex County will install all of the required infrastructure and improvements to existing facilities that will accommodate the transmission of waste to Seaford. The plan is to construct a force main to Seaford down US 13 and a new

lift station near the US 13/46 intersection in Seaford. From there it will be directed to Seaford’s Ross lift station and through that city’s existing sewer network.

Bridgeville, Seaford and Sussex County governing bodies all have approved this approach. This solution is widely viewed as a win for all jurisdictions, as well as for the State of Delaware, because:

- For Bridgeville, the project provides a long-term, less expensive solution to the town’s chronic wastewater-treatment challenges. It also relieves the town of state and federal obligations to meet stricter Nanticoke/Chesapeake water-quality restrictions for its major point source, the treatment plant.
- For Seaford, the re-allocation of Bridgeville’s nitrogen and phosphorus will permit Seaford’s plant to be more fully utilized and provide environmental benefits to the Chesapeake Bay, enabling the wastewater to be treated to a higher level than is currently possible in Bridgeville. Seaford also will have partners to share the cost of future expansion that will provide greater economy of scale.
- For Sussex County, the project means a more viable interconnected western sewer system network; it also allows for enhanced central sewer service to the US 13 corridor in the municipalities as well as the unincorporated areas.
- For the State of Delaware, particularly the Department of Natural Resources and Environmental Control, the project helps meet state and federal water quality goals for the Nanticoke/Chesapeake watershed and enables more efficient and affordable wastewater treatment by regionalizing two municipal systems.

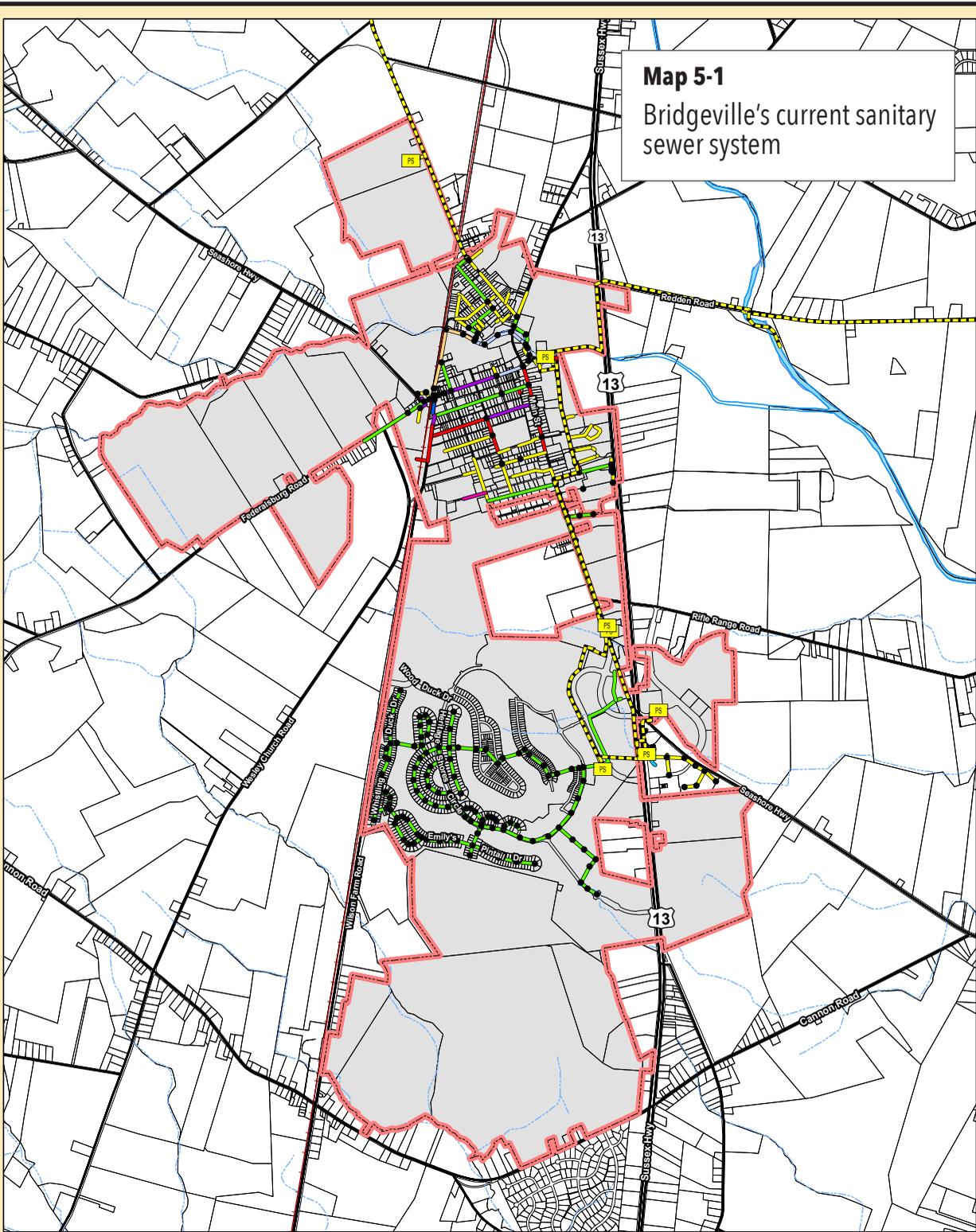
The Sussex County Engineer has submitted the \$12.7 million project to DNREC for funding, expected to come from a combination of loans and grants. Grants would total \$4 million—half from DNREC and half from the US Department of Agriculture (USDA). The remainder would be loaned from a combination of USDA Rural Development and DNREC’s Clean Water State Revolving Fund, depending on the availability of federal funds.

## Costs to customers

Sussex County’s service charge to all customers in its

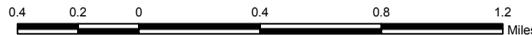
### Map 5-1

Bridgeville's current sanitary sewer system



This drawing has been prepared, in part, based on public-domain information furnished by others. While this information is believed reliable for conceptual planning purposes, DBF cannot verify its accuracy and assumes no responsibility for any errors or omissions incorporated into it.

Legend		Gravity Sewer Mains
Town Limits	Pump Station	4 INCH
Tax Parcels	Forcemain	6 INCH
Roadways	Manhole	8 INCH
Waterways		10 INCH
Railroad		12 INCH
		15 INCH
		18 INCH
		21 INCH
		24 INCH
		30 INCH



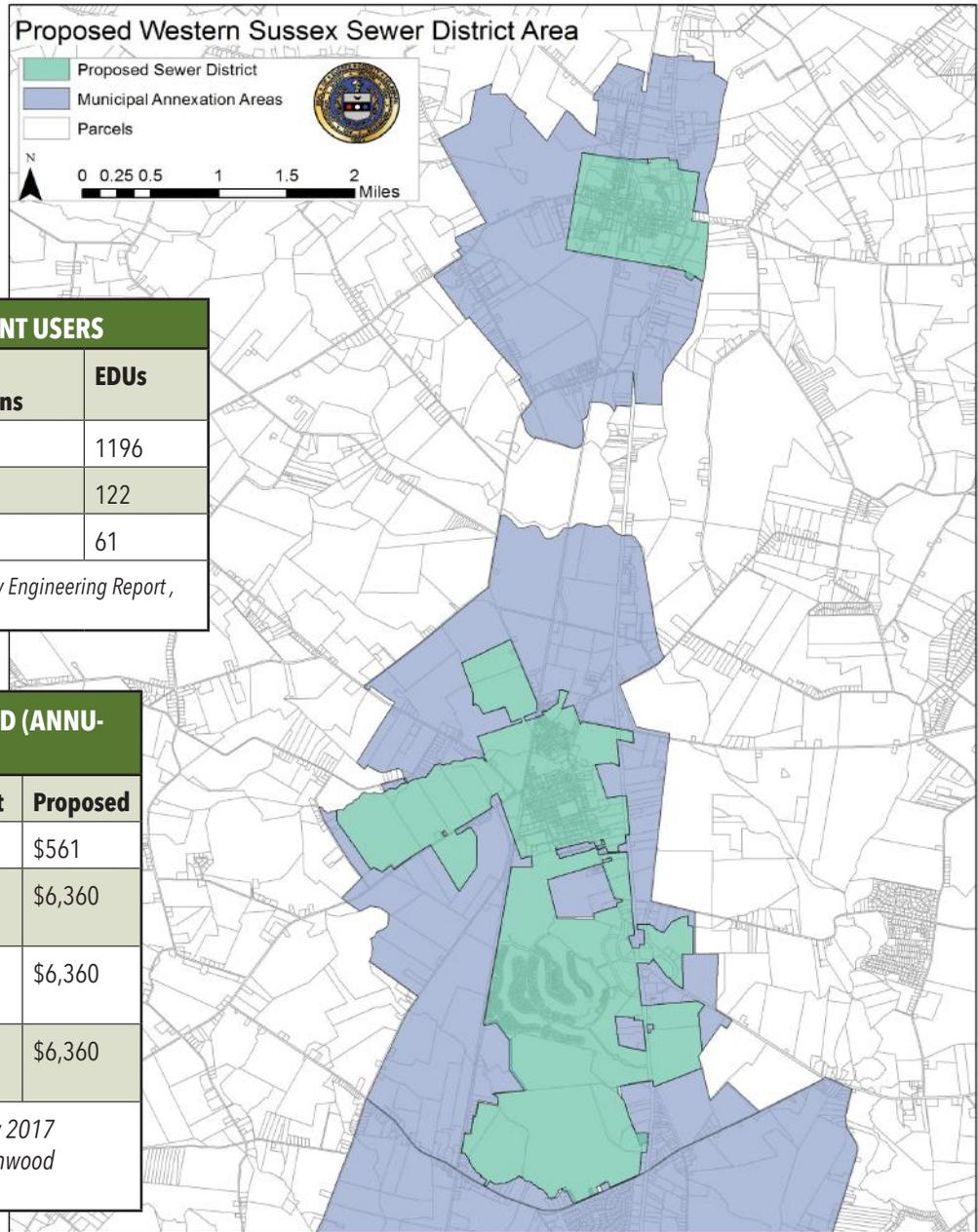
The Town of Bridgeville  
COMPREHENSIVE PLAN

Adopted Feb 2002  
Adopted Sept 2006  
Adopted Sept 2016



**Map 5-2**

**Proposed Western Sussex Sewer District Area**



**Fig. 5-1**

<b>BRIDGEVILLE TREATMENT PLANT USERS</b>		
	<b># of connections</b>	<b>EDUs</b>
Residential	1196	1196
Commercial	97	122
Industrial	2	61

*Source: Town of Bridgeville Preliminary Engineering Report, April 2016, Davis, Bowen & Friedel*

**Fig. 5-2**

<b>SEWER RATES PER HOUSEHOLD (ANNUAL)</b>		
	<b>Current</b>	<b>Proposed</b>
User charge	\$288	\$561
Connection charge (Bridgeville)	\$6,000	\$6,360
Connection charge (Greenwood)	\$1,750	\$6,360
Infill (in town) connection charge - Bridgeville	\$1,080	\$6,360

*Source: Town of Bridgeville and July 2017 presentation to Bridgeville and Greenwood commissioners*

system is \$286 per year per Equivalent Dwelling Unit (a house, mobile home, apartment, etc.). It is billed quarterly to all customers countywide. Proposed debt service is estimated at \$275 per EDU, for a total cost of \$561 per year per EDU.

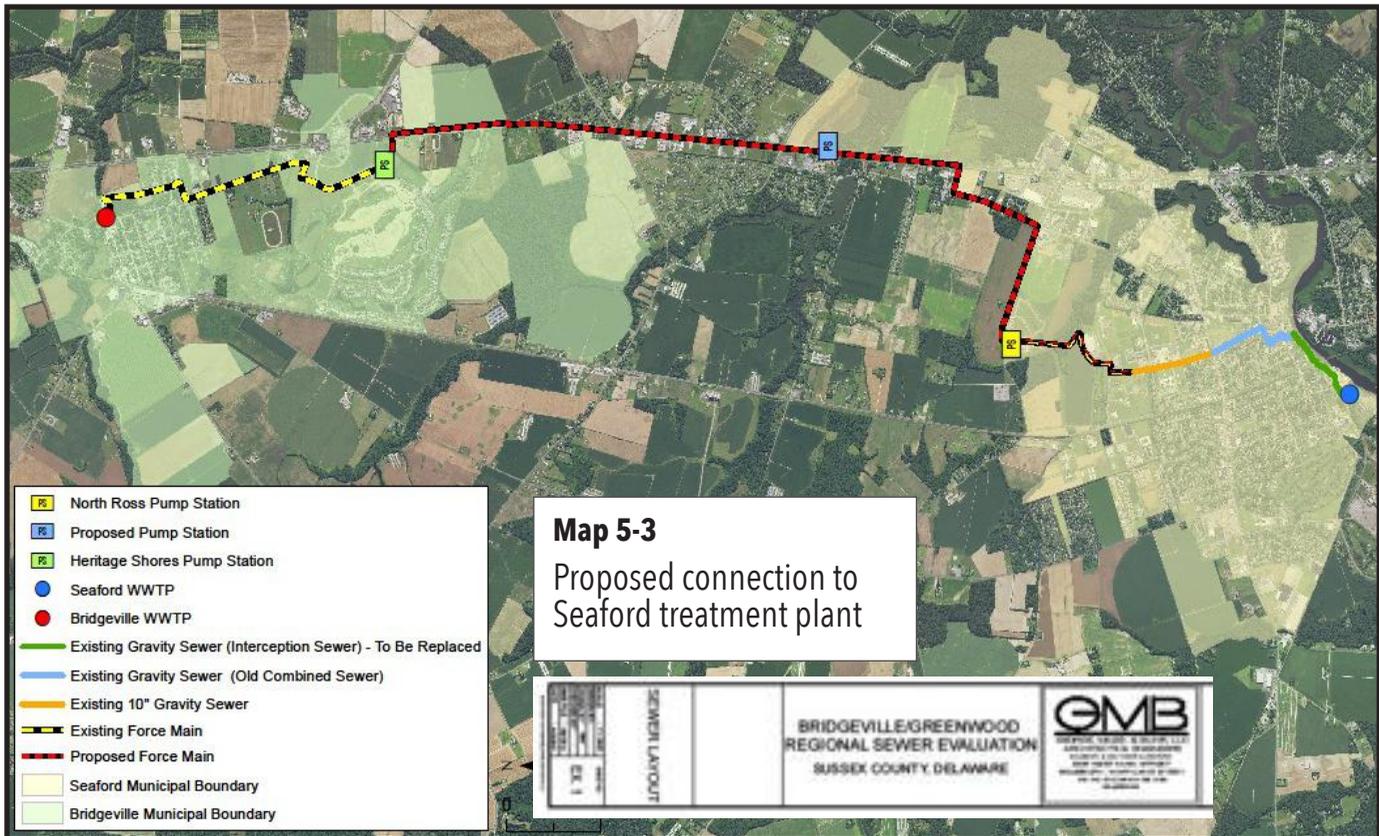
Sussex County rolls all necessary future treatment and transmission upgrades into the system-wide user charge. Historically, annual user charge increases have been +/- 2%.

All potential future customers within and outside the municipal boundaries of the Western Sussex district area will pay the identical debt service contributing to rate stabilization.

Sussex County’s sewer connection charge (impact fee) in FY 2018 is \$6,360 which compares favorably with the current Town of Bridgeville impact fee of \$6,000. However, the current impact fee in Greenwood is lower at \$1,750 per EDU. After sewer district creation all fees are expected to be adjusted.

**Impact on growth**

Bridgeville’s current treatment plant has a capacity of 800,000 gallons per day, and current usage is approximately 300,000 gallons per day. Under the new agreement with Seaford and Sussex County, both Bridgeville and Greenwood would be limited to 500 gallons per minute, which equates to 720,000 gallons per day. In addition,



tion, Seaford’s consulting engineers determined that EDU growth within the entire Western Sussex Sewer District Area should be limited to 2.3% per year over the first 10 years and 3.0% growth through 2045.

Sussex County’s engineers say this growth rate translates into approximately 142 EDUs / year every year for the entire sewer basin for the first 10 years. The final limitation of 3% is based on a conservative assumption and equates to approximately 189 EDUs per year until 2045.

According to documents describing the proposed path forward, allowable annual growth rates are higher than aggregate past growth rates experienced by the Seaford and the towns of Bridgeville, Greenwood and Blades and are viewed as posing no hindrance to municipal growth.

The current agreement between Sussex County and the City of Seaford on behalf of the Blades Sewer District Area allows for capacity set asides and additional capacity purchases based on need. The Western Sussex Area agreement would mirror the one for Blades with the added option to also “sell” unused capacity.

Sussex County operates four wastewater treatment plants, allowing for high waste strength transfers if additional treatment capacity were needed.

Even with reassurances, it is important to calculate where

Bridgeville would be in terms of these limits on wastewater capacity when Heritage Shores is built out over the next 15 years (about 1,200 more homes); a project such as the 1,800-unit mixed-residential development on the Baldwin Farm were revived; and a large industrial or commercial user, such as a hotel, proposed to locate in Bridgeville. Growth in Seaford also needs to be factored in.

In addition, the plan also would allow between 100 and 200 homes within the county to tie into the new sewer line between Bridgeville and Seaford.

## Water infrastructure

In response to a 2012 Water Facility Plan Update by Davis, Bowen & Friedel, Bridgeville has made significant improvements to its water system during this decade.

The current water system’s permitted allocation by the State of Delaware is 540,000 gallons per day; 16,200,000 gallons per month; and 98,000,000 gallons per year. In October 2017, Bridgeville requested an increase in its allocation, to 1 million gallons per day.

### **System improvements continue**

In 2014, Bridgeville approved obtaining a loan for up to

EXISTING WELLS		
Fig. 5-3		
Well number	Design Capacity (gpm)	Aquifer
No. 2 *	85	Columbia - unconfined
No. 2D	235	Frederica - confined
No. 5D	300	Cheswold - confined
No. 5F	150	Frederica - confined
No. 6**	725	Columbia - unconfined
No. 6 backup**	725	Columbia - unconfined
<b>Total available capacity</b>	<b>1,495</b>	

EXISTING WATER USAGE			
Fig. 5-4			
Description	Average water usage (gpd)	EDU based on 270 gpd/EDU	Estimated peak water usage (gpd)
Bridgeville - residential/commercial	183,000	678	325,000
Bridgeville - industrial user (RAPA)	13,000**	48	20,000**
Bridgeville - industrial user (Cannon Cold Storage)	40,000**	148	53,000**
Bridgeville - schools	6,000	28	9,000
<b>TOTAL</b>	<b>242,000**</b>	<b>896</b>	<b>407,000**</b>
** based on actual collected data			

\* Actual design capacity 250 gpm, but well is throttled back due to blending requirements associated with nitrates.

\*\* Cannot operate No. 6 and Backup No. 6 at the same time because they use the same power source.

\$1.2 million for the improvements which included:

- Insulation in Well Buildings 2 and 5 to improve energy efficiency (*completed except for vapor barrier*);
- Upgrading the alarm system that notifies Town staff of concerns with the wells, storage tanks, and treatment systems (*completed*);
- Replacing approximately 800 service meters with radio read meters to improve staff efficiency and allow staff time for other priorities such as hydrant testing and water main flushing (*completed*); and
- Replacing the aged and deteriorated 4-inch water main in Walnut Street from South Railroad Avenue to South Main Street with about 2,400 feet of 10-inch water main. Included in this project should be replacement of the 4-inch water main on Laws Street from Walnut Street to Cedar Street with about 400 feet of 8-inch water main (*completed*).

**Other projects described in the 2012 report include:**

- Implementing a storage tank maintenance program for the town's elevated tanks which would include cleaning, testing, painting, and other necessary repairs. *Completed.*
- Continuing efforts to test and flush hydrants on a schedule, as well as perform annual exercising of water system shut-off valves. *Ongoing.*
- Install a security fence around Well Building 6 and Back-

up Well #6 that is decorative in nature to blend in with the surroundings. The fence would be about 400 feet long with an estimated cost of this project is \$37,000. *To be completed in 2018 under capital improvements plan.*

- Replace the aged and deteriorated 4-inch water main in Oak Street from North Cannon Street to Second Street with about 550 feet of 8-inch water main. Included in this project should be replacement of the 6-inch water main on Laws Street from Sussex Street to Jacob Avenue with about 750 feet of 8-inch water main; replacement of the 6-inch water main on Cherry Lane from Walnut Street to Maple Street with about 200 feet of 8-inch water main. The estimated cost of these replacements is \$254,000. *Scheduled for Fiscal Year 2019.*

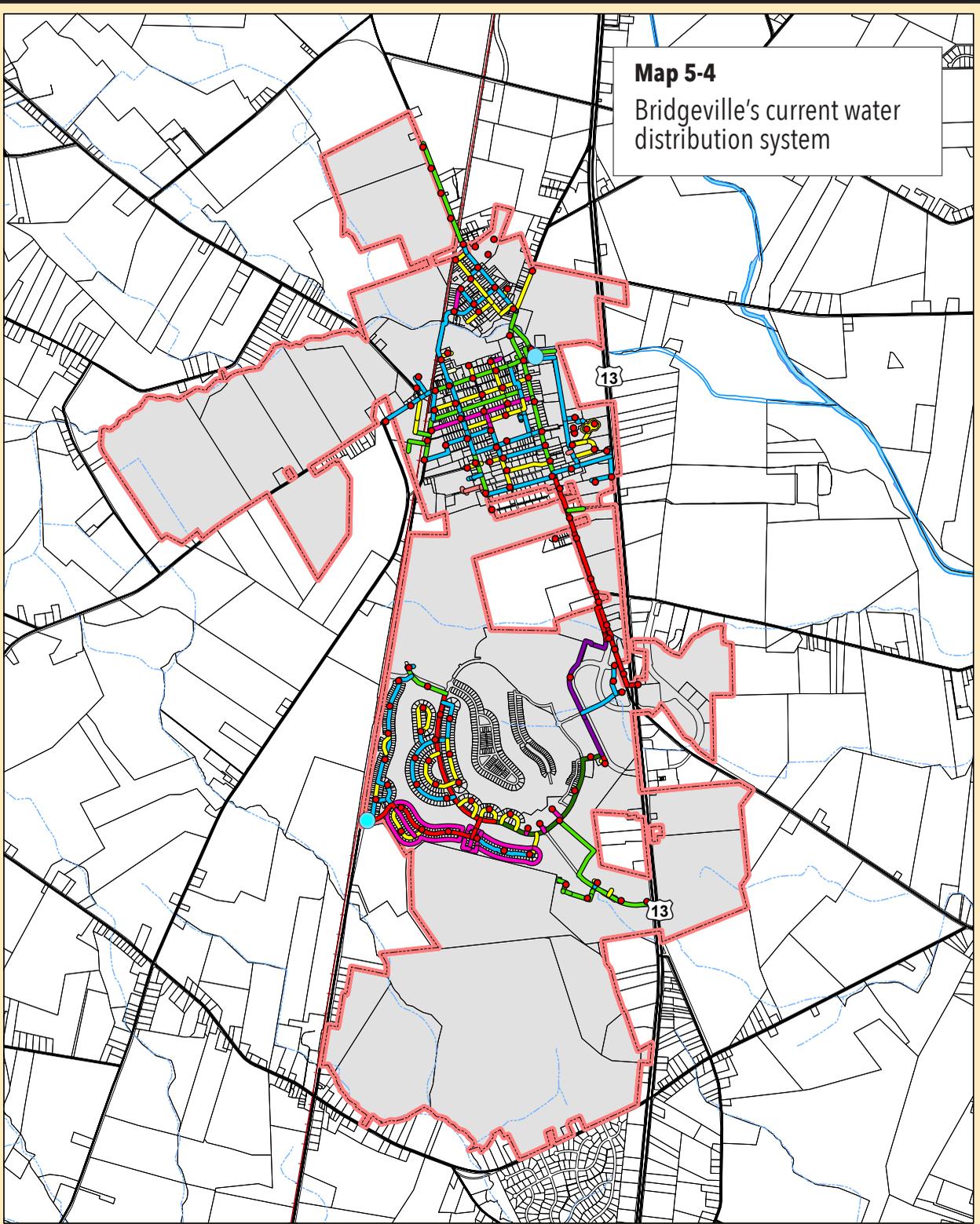
**Certificate of Public Convenience and Necessity**

To be able to serve an area with water, municipalities and private providers must obtain a Certificate of Public Convenience and Necessity from the Delaware Public Service Commission, according to Title 26, § 203C of Delaware Code. One of the goals in the 2012 report is to expand the town's CPCN Service Area to cover all town-annexed property or other possible property that could be considered for annexation in the future, as presented in this updated comprehensive plan.

Under that section of the code, municipalities are not required to follow the same notification requirements as private providers:

**Map 5-4**

Bridgeville's current water distribution system

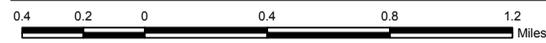


Legend		Watermains
Town Limits	Elevated Storage Tank	W 1 inch
Tax Parcels	Fire Hydrant	W 2 inch
Roadways		W 3 inch
Waterways		W 4 inch
Railroad		W 6 inch
		W 8 inch
		W 10 inch
		W 12 inch
		W 14 inch
		W 16 inch

**The Town of Bridgeville  
COMPREHENSIVE PLAN**

**Adopted Feb 2002  
Adopted Sept 2006  
Adopted Sept 2016**

This drawing has been prepared, in part, based on public-domain information furnished by others. While this information is believed reliable for conceptual planning purposes, DBF cannot verify its accuracy and assumes no responsibility for any errors or omissions incorporated into it.



“The provisions of this section shall not apply to any municipality that has extended its boundaries by annexation as provided for in Chapter 1 of Title 22 provided the municipality operates a water utility that will be expanded or extended into the annexed territory and no certificate of public convenience and necessity shall exist for the annexed territory. The municipality shall promptly give notice to the Public Service Commission of the completion of such annexation.”

Map 5-5 on page 49 is Bridgeville’s updated CPCN service area as territory is annexed according to the provisions of its charter.

**Water treatment**

According to the 2012 report, the town currently is fortunate not to require an advanced water treatment plant in order to provide high quality water for its users. Current treatment is pH adjustment and a corrosion inhibitor for the unconfined wells in the Columbia aquifer, along with disinfection and fluoride for all wells. Each well building (total of three) houses its own treatment systems sufficient to provide the necessary treatment for two wells (total of six).

The use of unconfined wells is prevalent in the area. However, agricultural land use creates a relatively high risk of nitrate contamination, as experienced in Well No. 2, with shallower wells. Well No. 6 and Backup Well No. 6 are located near a large wooded area, which has resulted in low nitrates within its source water. The use of deeper wells in the area typically yields lower quantity with somewhat elevated mineral content.

The mixing of well water is required to find a balance between the desire for a high quantity of water available in shallow aquifers, with potentially high nitrates, and the lower quantity available from deeper aquifers with less risk of surface contamination. This mixing scenario—using a combination of deep and shallow wells—allows the water to meet standards and avoids the need for special treatment of the well water to remove nitrates and/or minerals.

**Water storage**

The Town currently has two elevated storage tanks with a total storage volume of 525,000 gallons:

- One 125,000 gallon elevated storage tank centrally located in town at the wastewater treatment plant behind Town Office which is in good condition. This was constructed by Brown Steel Construction Company in 1975.
- One elevated storage tank with a volume of 400,000 gallons located near Wilson Farm Road within Heritage

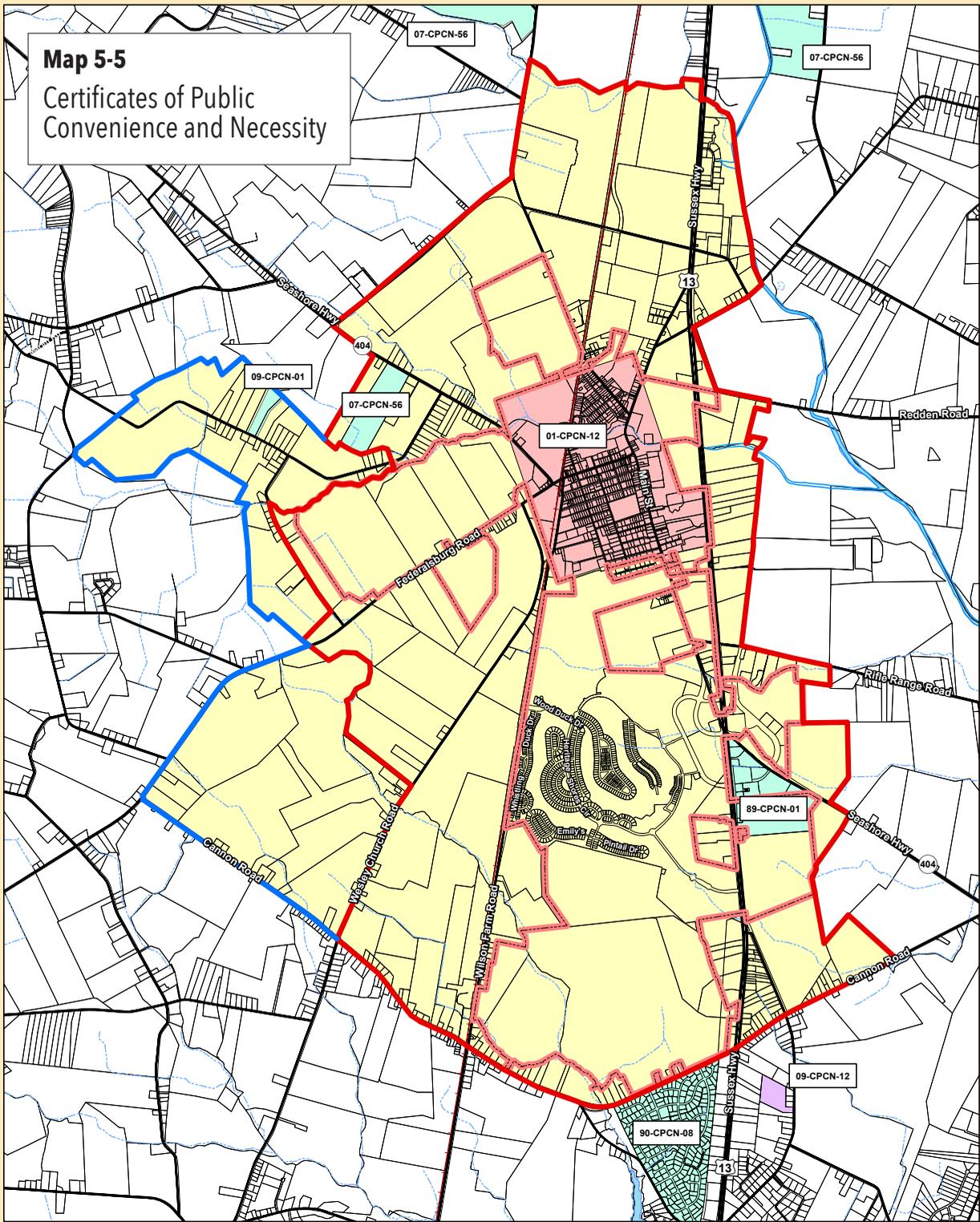
<b>PROJECTED BUILDOUT FOR BRIDGEVILLE'S WATER SYSTEM</b>	
<b>Existing and Annexed Properties</b>	<b>Water at 270 gpd/EDU</b>
Bridgeville infill and existing	1,381
Heritage Shores	2,000
Heritage Shores Golf Course	16
Passwater's Commercial	134
Bridgeville Mall (wastewater only)	0
Bridgeville Park Center (wastewater only)	0
Highway One Hotel	50
Greenwood (wastewater only)	0
Gateway Farr Commercial	108
Beach Commercial Realty	11
Tull Group LLC	11
Miller Furniture	40
Hunsberger	154
Sylvia Motel Commercial	27
Town Square Bariglio Commercial	187
Reynolds Farm 90 Acre Commercial	334
Bridgeville Commons Phase I	66
Bridgeville Commons Phase II	392
Bridgeville Professional Center	1
<b>Total</b>	<b>4,912</b>
<b>Average Daily Flow (gallons per day)</b>	<b>1,326,240</b>
<b>Source: DBF Water Facility Plan, 2012</b>	

Although buildout conditions of EDU's are more than five times that of current conditions, these water demands are likely to be phased over upcoming decades. The actual housing, commercial, and industrial markets will determine phase-in needs and could vary greatly. For planning purposes, anticipated average growth predictions are between 67 to 134 EDU's per year, based on 60 and 30 year buildout times, respectively.

Shores. This was constructed by Caldwell Tank Company in 2007.

This storage is considered adequate into the future for existing, infill and active developments. To meet buildout for all annexed lands, an additional 5,500 gallons of storage capacity would be required. That facility would likely be at the north end north end of Bridgeville.

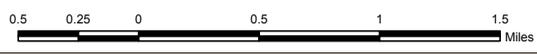
**Map 5-5**  
**Certificates of Public Convenience and Necessity**



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		<b>CPCN Company</b>

**The Town of Bridgeville  
 COMPREHENSIVE PLAN**  
 Adopted Feb 2002  
 Adopted Sept 2006  
 Adopted Sept 2016



## Source water protection

The 2014 Bridgeville-Greenwood Master Plan recommended that the Town of Bridgeville adopt an ordinance to protect the sources of drinking water for the town. These sources include the Excellent Recharge Areas, where rainfall is more easily infiltrated back into underground aquifers so it can be reused, and the areas around public wellheads. (See Map 5-6, page 51.)

Such an ordinance, which Delaware Code requires when towns exceed 2,000 in population, limits the amount of impervious cover (paved and man-made surfaces such as parking lots, rooftops and driveways) and the types of uses that can occur within or near these source water protection areas. As the percentage of impervious surfaces increases within a watershed, the potential for flooding and water pollution from runoff increases.

Specifically, Delaware Code Title 7, §6082 states:

*(b) The counties and municipalities with populations of 2,000 persons or more, with the assistance of the Department (of Natural Resources and Environmental Control), shall adopt as part of the update and implementation of the 2007 Comprehensive Land Use Plans, the overlay maps delineating, as critical areas, source water assessment, wellhead protection and excellent ground-water recharge potential areas. Furthermore, the counties and municipalities shall adopt, by December 31, 2007, regulations governing the use of land within those critical areas designed to protect those critical*

*areas from activities and substances that may harm water quality and subtract from overall water quantity.*

Bridgeville's population exceeded 2,000 in the 2010 Census. Bridgeville adopted a Source Water Protection ordinance in 2016, working with DNREC's Source Water Assessment and Protection Program and Tidewater Utilities, which owns private wells at Bridgeville Mall.

When drafting its ordinance, Bridgeville researched the ordinances of similar-sized municipalities and followed the template for a [draft model ordinance](#) developed by DNREC.

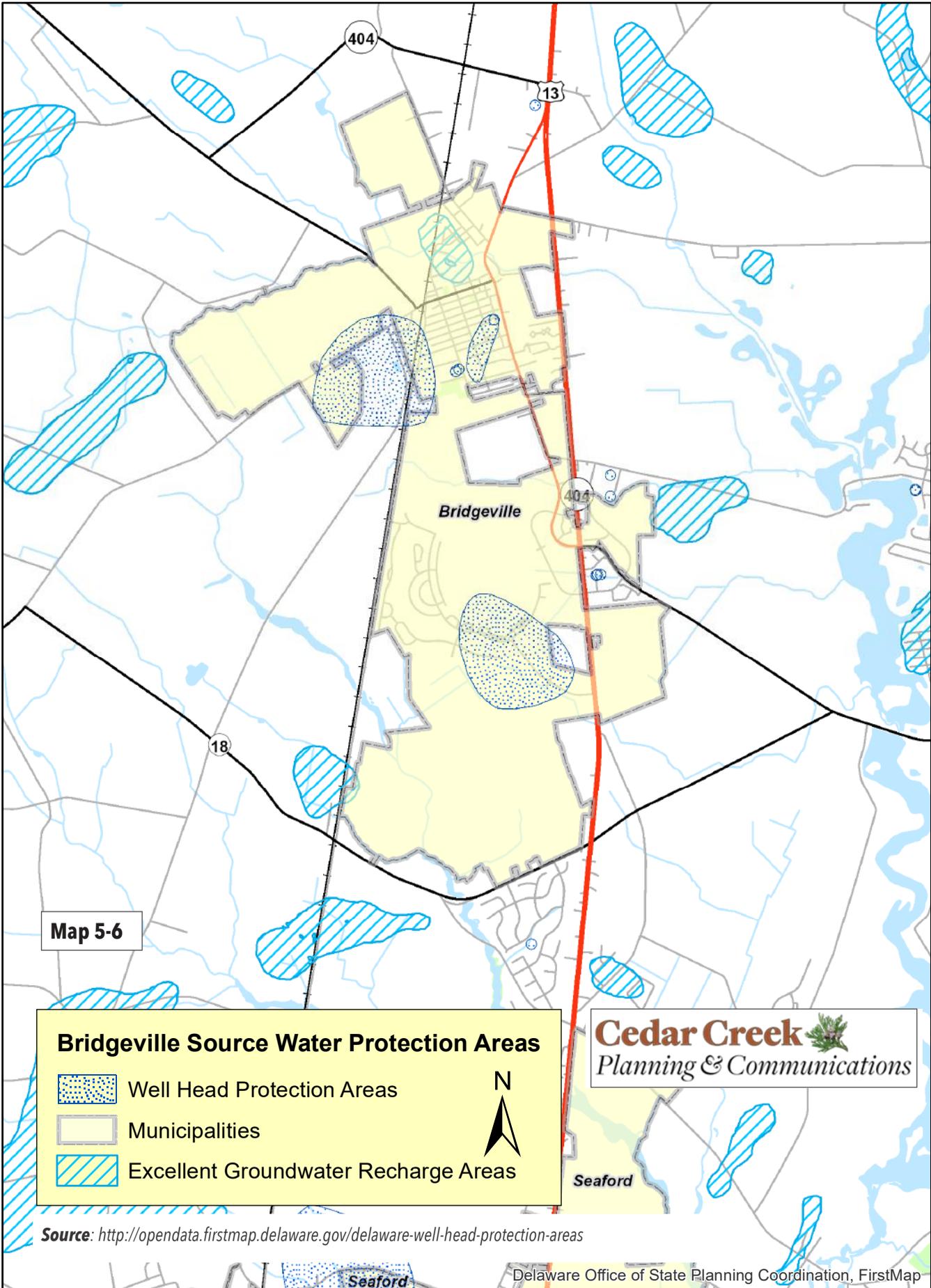
Section 234-72 of Bridgeville's Land Use and Development Code states that the purpose of establishing a Source Water Protection District is to "protect public health and safety by minimizing contamination of aquifers, (and) preserving and protecting existing and potential sources of drinking water supplies."

The ordinance includes a matrix of permitted and prohibited uses within wellhead protection zones and groundwater recharge areas. It prescribes limits on impervious cover (paved and other man-made surfaces) and requires an environmental impact assessment report if new development exceeds those limits. It carves out an exception for previously developed areas and infill.

The [complete ordinance](#) is available online.

*With water system upgrades and a source water protection ordinance, Bridgeville is protecting its water infrastructure and supply.*





## Section 5

### Key findings to be addressed in recommendations

Ensure that water Certificate of Public Convenience and Necessity (CPCN) as shown in this plan on page 49 (Map 5-5) satisfies the requirements of Title 26, § 203C of Delaware Code.

The town should be satisfied, via buildout analysis, that the limits on growth imposed by the new regional sewer district will not put undue restraints on commercial, industrial or residential growth.

The town should consider continuing reduced or waived sewer connection charges for infill (redevelopment or development on vacant lots already served by town infrastructure) as an incentive to locate in Bridgeville's core.

Bridgeville and Seaford should consider an intergovernmental agreement with Sussex County governing wastewater services in the municipalities' annexation areas.

Bridgeville should ensure that it gets full environmental "credit" and relief from future regulatory burdens because it will eliminate its entire waste load allocation with the Seaford-Sussex County agreement.



*Section 6*

# Environment, open space and recreation



# 6. Environment, Open Space and Recreation

Bridgeville has grappled with, but is now taking definitive steps to resolve, environmental challenges within the town. There also are many more opportunities to have a long-term positive effect on environmental sustainability and the quality of life in Bridgeville. As used here, “sustainability” simply means that future generations will still be able to experience the qualities that make Bridgeville an attractive place to live and visit.

This section describes several environmental and recreational issues that are prominent in Bridgeville. The topics are:

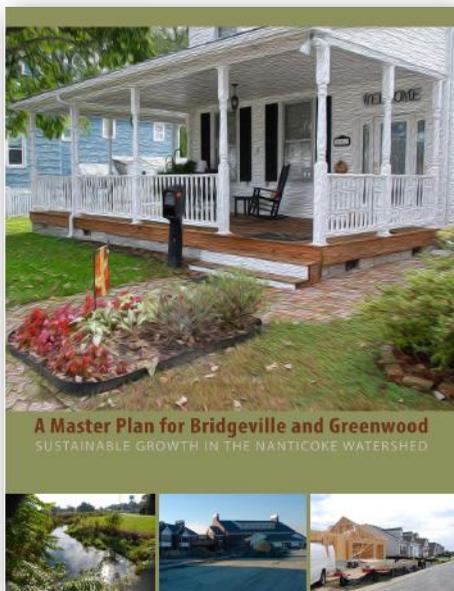
- The water quality challenge
- Municipal stormwater requirements
- Tree canopy
- Low-impact development
- Flood plains and sea level rise
- Open space, parks and recreation

## The water quality challenge

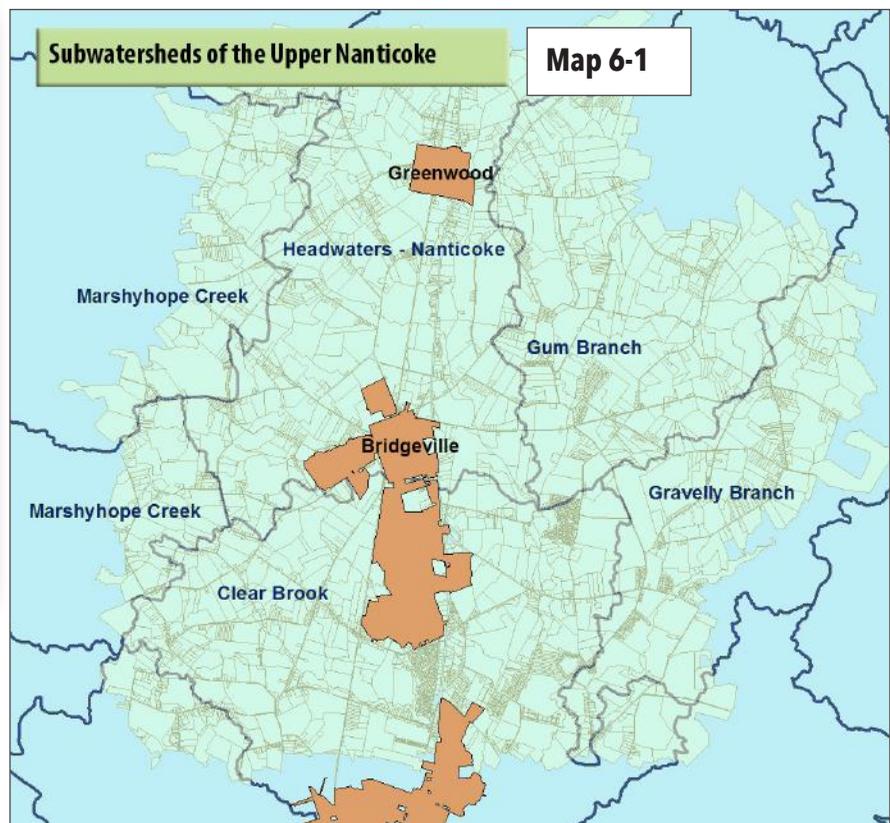
Bridgeville sits astride the Headwaters and Clear Brook subwatersheds of the Upper Nanticoke. A watershed is an area that is drained by a particular body of water, and the branches that traverse Bridgeville ultimately drain to the Chesapeake Bay. The three branches, from north to south, are Bridgeville Branch, Turkey Branch, and Clear Brook.

The Bridgeville and Clear Brook branches are considered “impaired” because they do not meet federal Clean Water Act standards for concentrations of pollutants such as nitrogen and phosphorous (*see Map 6-3, page 57*). The US Environmental Protection Agency and the State of Delaware have adopted much tougher restrictions on how much of these pollutants can enter the Chesapeake Watershed—a Total Maximum Daily Load (TMDL), or in essence, a pollution “diet.”

States have developed detailed roadmaps that demon-



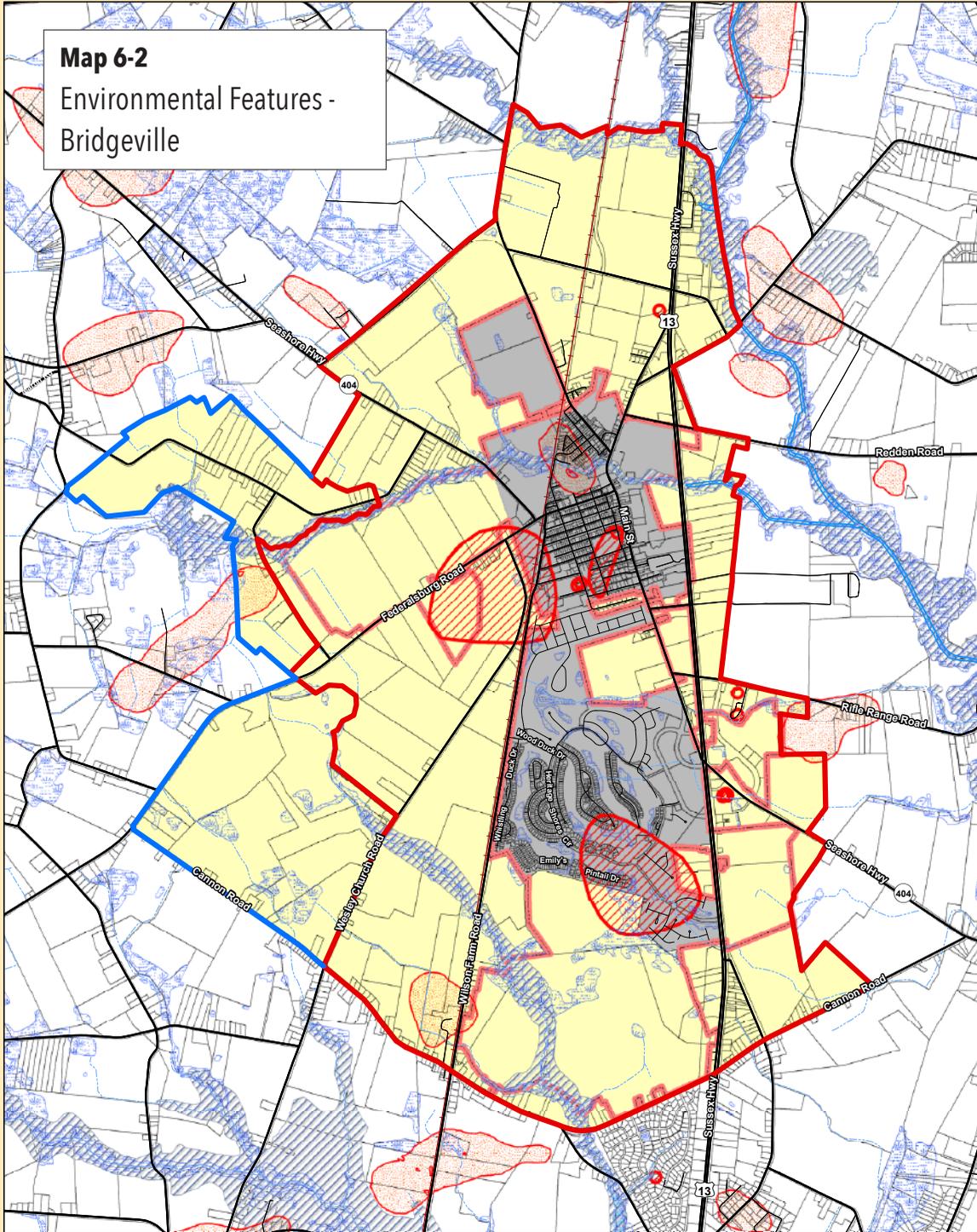
Above, click on the Master Plan to view it. Right, subwatersheds of the Nanticoke River in the Bridgeville-Greenwood area.



# Environmental Features

**Map 6-2**

Environmental Features -  
Bridgeville



**Legend**

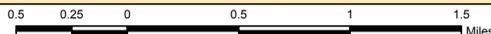
- |                          |                         |
|--------------------------|-------------------------|
| Groundwater Recharge     | FEMA Flood Zone         |
| Excellent Recharge Area  | 100-yr Flood Zone       |
| Wellhead Protection Area | DNREC Possible Wetlands |
| Non-tidal                | Waterways               |
| Short-Term Growth Area   | Long-Term Growth Area   |

**The Town of Bridgeville  
COMPREHENSIVE PLAN**

April 2018-FINAL



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strate how they plan to implement strategies that will achieve pollution goals for the watershed by 2025. Delaware's Watershed Implementation Plan, the roadmap, was approved by EPA in 2012.

The Watershed Implementation Plan identifies specific pollution reduction practices, from a variety of sources, and provides the guidance for reducing nutrient and sediment pollution in the Chesapeake Bay drainage basin.

In response to that plan, called the WIP, the towns of Bridgeville and Greenwood prepared and approved a master plan for sustainable growth in the Nanticoke Watershed.

The 2014 Master Plan offered several recommendations for helping both towns achieve the water-quality standards by 2025. This comprehensive plan will include those recommendations that are still practical and have not yet been implemented.

### Developments since Master Plan

There have been significant developments since the Master Plan was adopted in 2014 that will have a positive impact on water quality in the Bridgeville area.

#### Wastewater treatment plant

The Bridgeville Wastewater Treatment Plant is one of four "point" sources in Delaware's portion of the Chesapeake watershed. Point-source contamination can be traced to specific points of discharge from facilities such as treat-

ment plants and factories. The aging plant discharges treated waste into the Nanticoke River by either stream discharge (Bridgeville Branch) or land application at its spray-irrigation site.

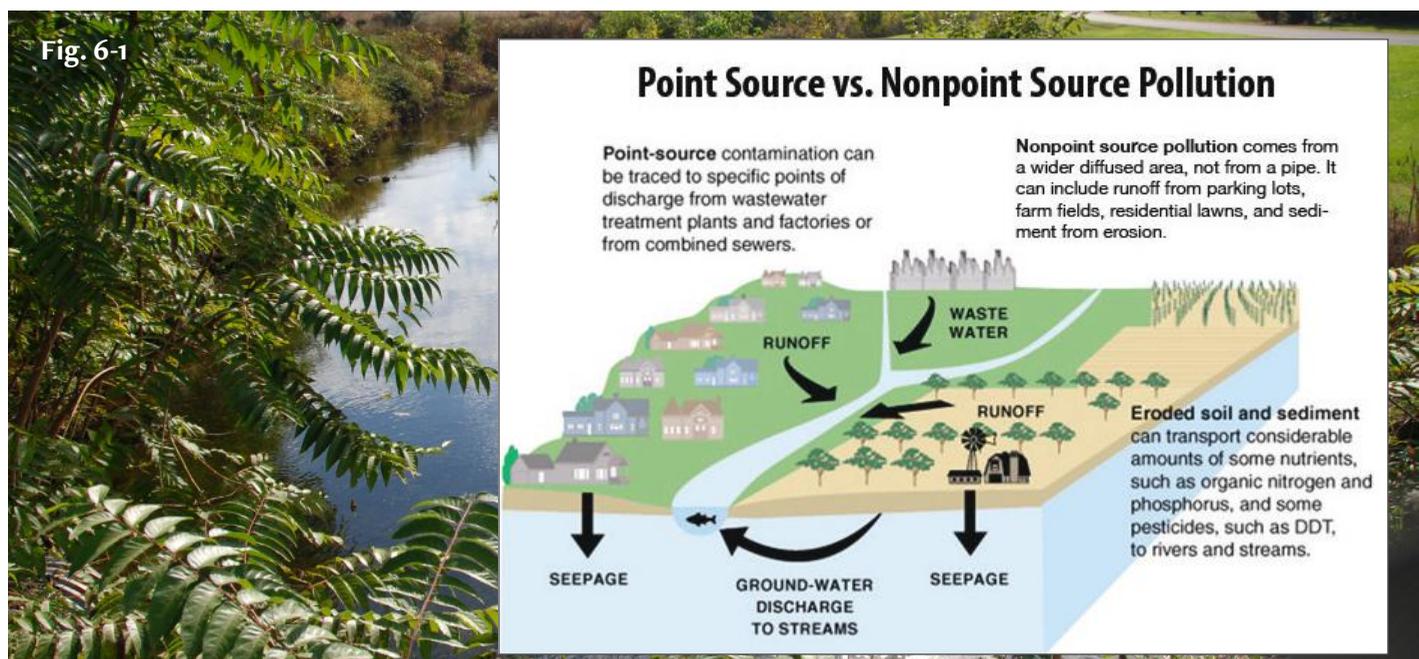
The plant currently has a permitted flow of 800,000 gallons a day. But because of stream discharge limits, the plant is effectively near capacity, according to a Wastewater Facility Plan update prepared by Davis Bowen and Friedel Inc. in October 2013:

*"The existing wastewater treatment plant is an aged plant that has exceeded its life expectancy. This is evident by high maintenance costs as well as the continual deterioration of structures and processes. In addition, the existing treatment process is not capable of meeting the stream discharge limits as stated in the Town's new stream discharge permit. The existing wastewater treatment plant and current disposal method equates to the Town being at 96% capacity."*

The average nitrogen effluent at the existing plant is 30 milligrams per liter, while the new Chesapeake standard is set at 4 mg/l. As discussed in Section 5, the town was faced with a cost-prohibitive upgrade of its plant and decided in 2017 to partner with Sussex County and the City of Seaford to send the waste of both Greenwood and Bridgeville to Seaford to be treated and discharged.

The new Western Sussex Sewer District regionalizes wastewater treatment, is a less expensive option for the town and its ratepayers, and essentially sends Bridgeville's entire point-source load to Seaford, which will have the

<sup>1</sup> "Town of Bridgeville Wastewater Facility Plan Update," October 2013, prepared by Davis, Bowen and Friedel Inc., page 1.





This map, provided by DNREC's Watershed Assessment and Management Section, shows which segments in and near the town are considered impaired.

capacity to accept it and treat it to the new water-quality standards. DNREC’s Environmental Finance section strongly supports this solution to a long-standing environmental problem in Bridgeville.

**Sourcewater Protection Ordinance**

In 2016, Bridgeville adopted an ordinance protecting its sources of drinking water, as required by state law. Such an ordinance, which Delaware Code requires when towns exceed 2,000 in population, limits the amount of impervious cover (paved and man-made surfaces such as parking lots, rooftops and driveways) and the types of uses that can occur within or near these sourcewater protection areas. As the percentage of impervious surfaces increases within a watershed, the potential for flooding and water pollution from runoff increases.

The ordinance and Source Water Protection map are included in the Wastewater and Water section.

**Permanent protection of large farm**

The Wilson and Wheatley farms, comprising almost 500 acres just south of Heritage Shores, was once slated for an 1,800-unit housing development. In January 2014, permanent agricultural easements were placed on both

farms, and they will remain in agriculture. About 275 acres are forest and palustrine (nontidal, low-salinity) forested wetlands and not farmed. It is classified as wood duck habitat and considered habitat for other rare, threatened or endangered species. Clear Brook Branch within the preserved properties flows to Hearn’s Pond and on to the Nanticoke River.

Development of these parcels and conversion of the forest and wetlands to homes, streets and would have significantly impacted water quality and habitat and diminished the town’s tree canopy.

These farms remain within Bridgeville’s town limits and there are no plans to deannex them.

**Other environmental issues**

There are other environmental issues that Bridgeville should be aware of and that will be addressed in plan recommendations. Many of them were included in the 2014 Bridgeville-Greenwood Master Plan and are still relevant.

**Municipal stormwater requirements**

Besides pollution by wastewater treatment plants and other “point” sources, “nonpoint” sources also affect

**Six minimum control measures required for Phase II MS4s**

Fig. 6-2

1. **Public Education and Outreach**—Distributing educational materials and performing outreach to inform citizens about the impacts polluted stormwater runoff discharges can have on water quality.
2. **Public Participation/Involvement**—Providing opportunities for citizens to participate in program development and implementation, including effectively publicizing public hearings and/or encouraging citizen representatives on a stormwater management panel.
3. **Illicit Discharge Detection and Elimination**—Developing and implementing a plan to detect and eliminate illicit discharges to the storm sewer system (includes developing a system map and informing the community about hazards associated with illegal discharges and improper disposal of waste).
4. **Construction Site Runoff Control**—Developing, implementing, and enforcing an erosion and sediment control program for construction activities that disturb 1 or more acres of land (controls could include silt fences and temporary stormwater detention ponds).
5. **Post-Construction Runoff Control**—Developing, implementing, and enforcing a program to address discharges of post-construction stormwater runoff from new development and redevelopment areas. Applicable controls could include preventative actions such as protecting sensitive areas (e.g., wetlands) or the use of structural BMPs such as grassed swales or porous pavement.
6. **Pollution Prevention/Good Housekeeping** —Developing and implementing a program with the goal of preventing or reducing pollutant runoff from municipal operations. The program must include municipal staff training on pollution prevention measures and techniques (e.g., regular street sweeping, reduction in the use of pesticides or street salt, or frequent catch-basin cleaning).



water quality (see Figure 6-1). These include agricultural practices, polluted runoff from parking lots and other man-made surfaces, residential fertilizer application, and erosion from construction.

New to Sussex County, the Municipal Separate Storm Sewer Systems (MS4) Phase II program is a federal regulatory program that will cover nonpoint sources within several Eastern Shore and western Sussex jurisdictions. After the 2010 Census, much of western Sussex was included in the Salisbury, Md., urbanized area. There is some disagreement over whether that inclusion automatically made these small towns and rural counties subject to the MS4 program, and some jurisdictions in Maryland have been seeking waivers. Delmar received a waiver.

DNREC points out that after the 2020 Census, Bridgeville also may be included in an urbanized area and would then be subject to the MS4 requirements. As of early 2018, there is still no final regulatory program for western Sussex towns such as Laurel and Seaford, although a draft general permit has been available for review.

The term “storm sewer system” is misleading because the MS4 reach goes beyond municipal infrastructure to anything designed for conveying stormwater— including gutters, roads and ditches.

An MS4 permit will compel towns to comply with TMDL requirements for their nonpoint urban loads of nitrogen, phosphorous and sediment. The program is a regulatory “stick” that has not existed before except in large urbanized areas such as New Castle County, Dover, Newark and Middletown.

### **Bridgeville’s tree canopy**

The Watershed Implementation Plan estimated Bridgeville’s tree canopy within 100-foot riparian (streamside) buffers at 27%, or 78 out of 285 acres. Overall within municipal boundaries, the Delaware Forest Service estimated the town’s urban tree canopy at 16.2% (see map, page 61). For comparison purposes, Seaford’s citywide tree canopy is 24.6% and Laurel’s is 26%.

Besides being attractive and providing shade, trees and tree canopy modify stormwater runoff and improve water quality in two ways: by reducing the impact from precipitation and by treating stormwater runoff flowing from

other lands. Tree structure—from roots to canopy—allow for greater interception of precipitation and more opportunity and time for evapotranspiration and water infiltration into soils to occur.

Modeling results suggest that the urban forest canopy reduces stormwater runoff volumes by 8-27% more than grass and is more effective over impervious surfaces than over pervious areas.<sup>2</sup>

Bridgeville should consider a tree canopy goal and program. The Delaware Department of Agriculture’s Urban and Community Forestry program has tree-planting grants for towns in the Chesapeake watershed. A 50-50 cost-share match is required.

According to guidance provided by the Chesapeake Bay Program Forestry Work Group, planting 100 trees is equivalent to converting one acre of urban land to forest.<sup>3</sup>

### **Low-impact development**

Local governments can protect water quality and protect property from flooding and erosion by allowing and encouraging development practices that use natural features and processes rather than man-made structures to manage stormwater.

To help towns comply with tougher water-quality standards and new state sediment and stormwater regulations, DNREC hired TetraTech to review town ordinances, identify best practices and barriers to protecting water quality, and issue a report for each town.

In some cases, town codes expressly prohibit some modern “green” stormwater management techniques. In other cases, codes are silent or confusing.

Tetra Tech reviewed municipal codes with the following checklist:

- Minimize Effective or Connected Impervious Area
- Preserve and Enhance the Hydrologic Function of Unpaved Areas
- Harvest Rainwater
- Allow and Encourage Multi-Use Stormwater Controls
- Manage Stormwater to Meet Watershed Implementation Plan (WIP) and DNREC Regulations

<sup>2</sup> “Information and Citations on Urban Tree Canopy and Water Quality,” retrieved from [http://www.chesapeakebay.net/channel\\_files/22534/summary\\_utc\\_benefits\\_for\\_cbwm\\_\(3\).pdf](http://www.chesapeakebay.net/channel_files/22534/summary_utc_benefits_for_cbwm_(3).pdf)

<sup>3</sup> “Chesapeake Bay Program Forestry Workgroup’s BMP Verification Guidance,” retrieved from [http://www.chesapeakebay.net/channel\\_files/22928/appendix\\_b2--forestry\\_bmp\\_verification\\_guidance\\_2015\\_update\\_clean.pdf](http://www.chesapeakebay.net/channel_files/22928/appendix_b2--forestry_bmp_verification_guidance_2015_update_clean.pdf)

- Manage Construction Site Stormwater to Meet Watershed Implementation Plan (WIP) and DNREC Regulations
- Manage On-Site Wastewater Systems to Meet WIP and DNREC Regulations

TetraTech made detailed recommendations for each municipality. Considering and adopting some or all of these recommendations can save towns time, money and regulation in the future as WIP compliance dates approach. In Bridgeville’s case, TetraTech made recommendations that included:

- Mitigating runoff from paved and other man-made surfaces, citing new state stormwater regulations
- Flexibility in street and right-of-way widths
- Flexibility in minimum parking requirements
- Permitting open space and cluster development by right
- Providing incentives for infill and redevelopment
- Minimizing disturbance in environmentally sensitive areas
- Encouraging or requiring stream buffers with appropriate vegetation
- Allowing more flexibility in low-impact development techniques such as bioswales, bioretention and constructed wetlands
- Revising brush, grass and weed ordinances to allow natural vegetation in bioswales, bioretention areas and



Examples of low-impact development. Above, street trees and narrow setbacks from the street. Above right, vegetated parking median. Right, tree planting in streamside buffer.

other low-impact development techniques;

- Explicitly allowing and encouraging rainwater harvest
- Ensuring through standards that increased flexibility does not lead to ugly or substandard development

Just as important, considering these changes can protect citizens, businesses and property from erosion and flooding and encourage more attractive, town-like development with amenities such as more trees and open space, parks, walking trails and water access, and fishable and swimmable ponds and streams.

To view the detailed findings and recommendations for Bridgeville and Greenwood go to:

<http://www.cedarcreekplanners.com/code-recommendations/>

### Flood plains and sea level rise

Bridgeville has one swath of 100-year-floodplain traversing the town between the business district and the North Bridgeville community (*see map, page 63*). The area includes very little impervious cover and includes palustrine forested wetlands and a tree canopy.

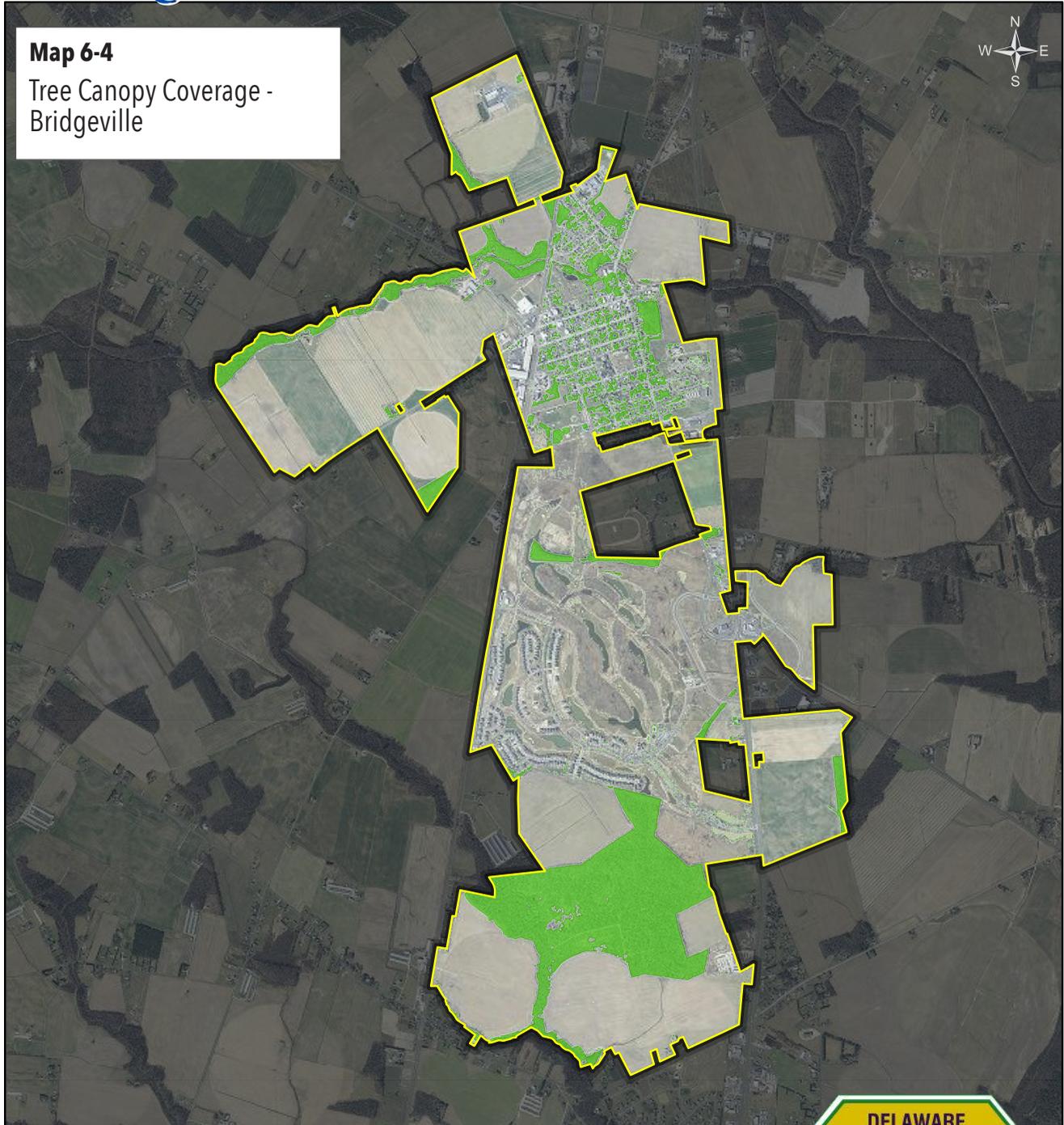
A western section of the flood zone borders the Baldwin Farm, where a large residential development was planned in the mid-2000s. The farm is still a prime site for future higher-density development, and that riparian (stream-side) area should be adequately buffered to protect water quality and habitat and safeguard residents from flooding.

In 2015, Bridgeville thoroughly modernized its flood-con-



# Bridgeville, DE

## Urban Tree Canopy



Created: 2/24/2017 by J Kroon, DE Dept of Agriculture  
Data Credits: University of Vermont Spatial Analysis Lab (*Tree Canopy Data*), State of Delaware

**2014 Urban Tree Canopy: 16.2%** (478.4 Acres)

Total Incorporated Land (excluding open water): 2957.1 Acres



0 0.4 0.8 1.6 Miles

tol ordinance, working with DNREC and Sussex County in response to the release of new Federal Emergency Management Agency (FEMA) maps and updated designations of flood-prone areas. The ordinance designates a town official as floodplain administrator and establishes permitting requirements for subdivisions, other buildings and structures and manufactured homes. It addresses fill, the placement of recreational vehicles, above-ground and underground storage tanks, and the protection of water supply and sanitary sewage systems.

There are no sea level rise inundation areas mapped in Bridgeville.

## Open space, parks and recreation

Several issues related to open space and recreation arise from surveys, interviews and review of maps and data:

- Permanently preserved farms located within the town limits, the town's annexation areas, and along the boundaries of its annexation areas;
- Open space development in Bridgeville limited to Heritage Shores in the form of the golf course, tree-lined boulevards and large manicured lawns around the main buildings; and
- Lack of adequate public park and recreational facilities.

### Preserved farmland in and near Bridgeville

Delaware's Farmland Preservation Program has two major components: Voluntary 10-year Agricultural Preservation Districts and permanent Agricultural Conservation Easements. Several parcels within or adjacent to Bridgeville's

annexation areas are in the preservation program (*see Map 6-6 on page 65*). The Wilson and Wheatley farms south of Heritage Shores are actually within current town boundaries and were approved for a permanent easement in 2014. As mentioned earlier in this section, these parcels were once planned for 1,800 housing units.

If new housing developments spring up around these farms and residents start complaining about noise, smells and farm vehicle traffic, the viability of the farming operation is jeopardized and the farmer finds it increasingly difficult to move goods to market.

Title 3, §914 of Delaware Code requires the easement to run with the land, no matter who owns it, for at least 25 years. After then, termination would be at the sole discretion of the Agricultural Lands Preservation Foundation. The foundation must be repaid the difference between current fair market value and the agricultural value of the land, plus any tax benefit realized while the farm was preserved. So it is very unlikely there will ever be a successful attempt to convert a preserved farm into a development.

If these farms are not removed from Bridgeville's annexation area, development around them should be buffered and designed in a way that does not jeopardize the viability of farming operations or the farmer's property rights.

Farms within the state program are updated periodically, and the town should regularly check with the Department of Agriculture.

### Open space development

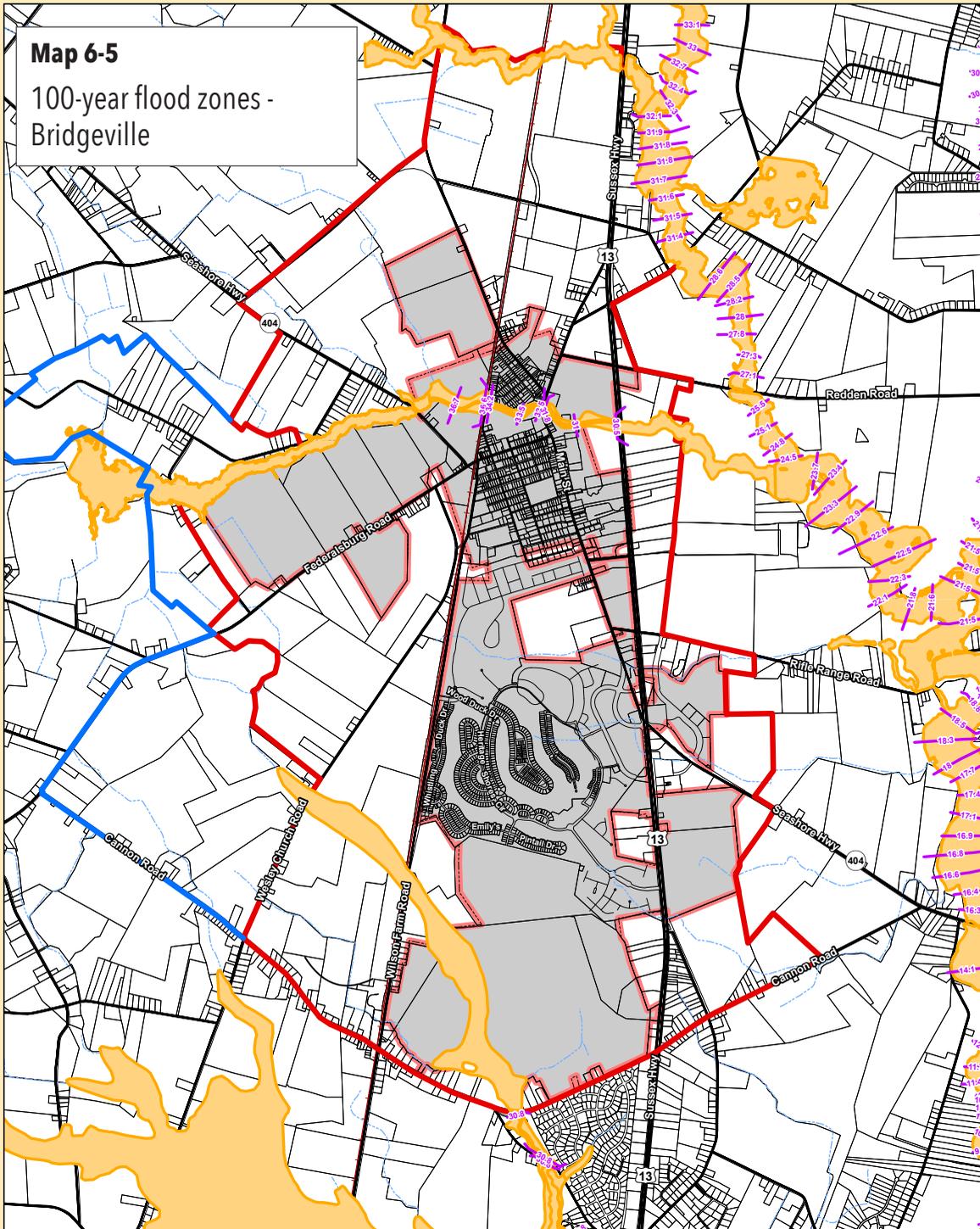
Heritage Shores is essentially a mixed-use, open-space plan that clusters development and reduces paved sur-

*Heritage Shores has large amounts of open space devoted to its golf course and large manicured lawns around its clubhouse and other main buildings. There are also large street trees planted along Heritage Shores Boulevard leading to the clubhouse.*



# Flood Zone

**Map 6-5**  
100-year flood zones -  
Bridgeville

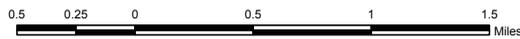


**Legend**

- Town Limits
- Tax Parcels
- 100 Year Flood Plain

**The Town of Bridgeville**  
**COMPREHENSIVE PLAN**  
**April 2018-FINAL**

This drawing has been prepared, in part, based on public-domain information furnished by others. While this information is believed reliable for conceptual planning purposes, DBP cannot verify its accuracy and assumes no responsibility for any errors or omissions incorporated into it.



faces. Under Bridgeville’s Residential Planned Community (RPC) Development Zone, these communities must set aside one third of the community’s area for passive recreational uses—including, but not limited to, bicycle trails, walking trails, parks, or gardens. There are also minimum requirements for recreational uses.

In addition, RPC developments must have a commercial component and landscaping plan that can include “indigenous shade trees.”

The RPC requires a minimum density in the residential area of 4 units per acre. Heritage Shores’ developer estimates the total density of the community, including open space, to be about 3 units per acre.

This zoning category should be applied to any future development of 10 acres or more, such as the Baldwin Farm. While this plan will make general recommendations to strengthen or change the zoning code, the RPC has done its job to create a clustered, mixed-use community with substantial open space and recreational amenities. The next step is to apply the RPC to a public community where the amenities can be accessed by all.

### Recreational needs

Bridgeville has very limited public parks and recreational facilities. According to the National Recreation and Park Association, a typical community offers one park for every 2,266 residents served, with 9.6 acres of parkland per 1,000 residents. That rule of thumb translates to about 23 acres for Bridgeville’s 2,400 residents.

According to the Delaware State Parks inventory, Bridgeville has three Little League fields adjacent to the public library (about 7.15 acres), and the Bridgeville Historical Society’s pocket park (.42 acres) on Delaware Avenue. A playground behind Phillis Wheatley Middle School (.28 acres) also is intended for public use. Those facilities total 7.85 acres. A tot lot/playground along Market Street (.82 acres) is owned by Union United Methodist Church.

Bridgeville did dedicate a bicycle/pedestrian trail between Heritage Shores and the public library in 2017.

While the golf course at Heritage Shores is public, it is privately operated. The other recreational facilities there (tennis, pool, pickle ball, etc.) are not open to the public.

Delaware’s 2013-2018 Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides guidance for needed investments in outdoor recreation facilities and related needs. Bridgeville lies within SCORP Planning Region 4. Within that western Sussex County region, 66 percent of survey respondents said outdoor recreation was very important to them personally.

The report identifies these needs for western Sussex County:

#### *High facility needs*

- Walking and Jogging Paths
- Public Swimming Pools
- Hiking Trails
- Fishing Areas
- Community Gardens
- Playgrounds
- Bicycle Paths
- Basketball Courts
- Picnic Areas
- Off-Leash Dog Areas

#### *Moderate facility needs:*

- Camping Areas
- Football Fields
- Ball Fields
- Boat Access
- Soccer Fields
- Canoe/Kayak Launches
- Skateboarding Areas
- Public Golf Courses
- Tennis Courts

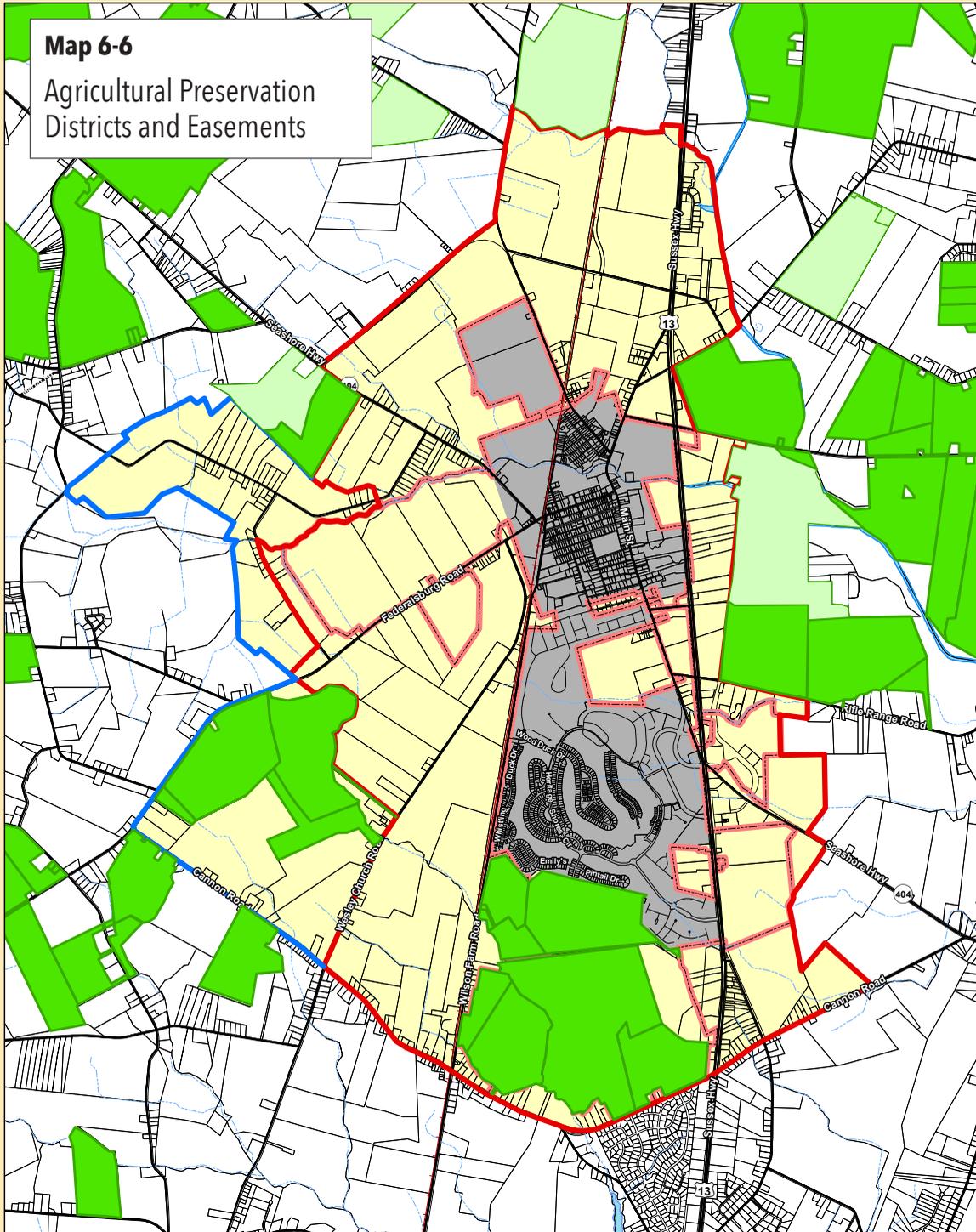
**B**ridgeville’s recreational facilities total less than 8 acres. A national parks standard indicates the town should have about 23 acres for its 2,400 residents.



# Agricultural District/Easement

**Map 6-6**

Agricultural Preservation Districts and Easements



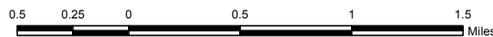
**Legend**

**Agricultural Preservation**

-  Ag Preservation District
-  Ag Preservation Easement

-  Short-Term Growth Area
-  Long-Term Growth Area

This drawing has been prepared, in part, based on public-domain information furnished by others. While this information is believed reliable for conceptual planning purposes, DBF cannot verify its accuracy and assumes no responsibility for any errors or omissions incorporated into it.



**The Town of Bridgeville  
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## Section 6

### Key findings to be addressed in recommendations

Bridgeville has taken significant steps to safeguard water quality and prevent pollution in the Nanticoke watershed.

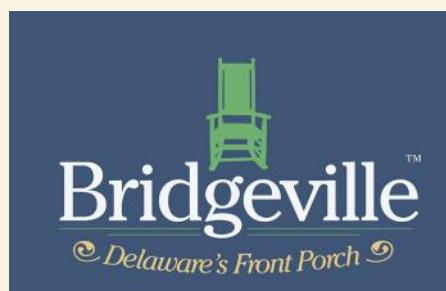
The town should consider requiring or providing incentives for low-impact development practices that prevent erosion and pollution from stormwater runoff. In some cases, the town's code presents barriers to these practices.

The town should consider a strategy for increasing its tree canopy from 16 percent.

The town's Residential Planned Community zoning requirements for mixed use, density and open space should be applied to all future developments 10 acres or larger.

The town needs to require new development to provide adequate buffers and protection against encroachment for preserved farmland in town limits and annexation areas.

Bridgeville should consider additional recreation facilities to serve all its citizens as part of a "One Bridgeville" strategy. The open lot owned by the Methodist church along Market Street could be transformed into a valuable public space.



Section 7

# Transportation and mobility



# 7. Transportation and mobility

Bridgeville is often thought of as a town to pass through in a motor vehicle—from tourists headed east-west to and from Delaware’s beaches, to north-south travelers and truckers who only see the town from US 13. Truck traffic is directed away from the downtown’s Market and Main streets.

The purpose of this section is to ensure that the transportation system in and around Bridgeville helps the town meet its goals for economic development, becoming a more healthy and age-friendly community, and uniting sections of the town that may now feel disconnected.

## What is a complete community?

The concept of a “complete community” describes a place that meets residents’ daily needs within a short trip of where they live or work. A community is “complete” when it provides access by foot, bike, transit and car to jobs, shopping, learning, open space, recreation, and other amenities and services.

A complete community is an attractive place to live, work and play. Even if it is a small town, residents can walk or ride their bicycles to the library, coffee shop, church, bank and other locations. It’s a healthier, safer and more attractive and cohesive place to live.

The University of Delaware offers a Complete Communities Planning Toolbox for achieving this vision, which includes these five elements:

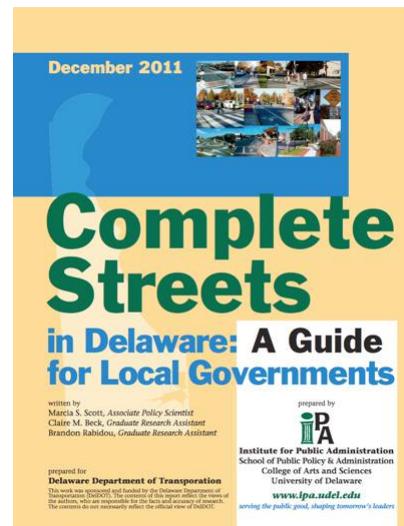
1. Complete Streets
2. Efficient Land Use
3. Healthy and Livable
4. Inclusive and Active
5. Sustainable and Resilient

Bridgeville’s demographics and perceptions of a divided community indicate that the town is missing some elements of being a true complete community. Focusing on this section of the plan, “complete streets” are safe, comfortable, and convenient for travel by automobile, foot, bicycle, and transit, regardless of age and ability.

Complete streets are planned, designed, built, and maintained to safely accommodate travelers of all ages and abilities—motorists, pedestrians, bicyclists, and public

transit users—including children, non-drivers, older adults, and persons with disabilities.

In other words, the motor vehicle is not the only consideration when moving people from Point A in town to Point B and beyond. So a Complete Streets approach would consider sidewalks, crosswalks, bike lanes and bicycle facilities, traffic calming and street narrowing, streetscaping, public transit and other techniques. As mentioned elsewhere in this plan, complete streets and complete communities prefer efficient “town-like” development with mixed uses to single-family homes on large lots with wide streets.



*The University of Delaware provides many resources for achieving complete streets and communities. Click on the report to view it.*

Bridgeville does not have to start from scratch to create more complete streets and aspire to be a more complete community. Recent studies have resulted in useful recommendations for creating a more safe, walkable and bikeable Bridgeville that connects sections of town and generates vitality in the downtown Market Street area. As noted, the University of Delaware’s Institute for Public Administration provides a toolkit for local governments.

## Bicycle and Pedestrian Connections study

In November 2017, the town dedicated a mile-long bicycle path that connects Heritage Shores with the Bridgeville Public Library. Funding for the \$300,000 project included contributions from area legislators’ Community Transportation Fund allotments and \$25,000 from the Delaware Bicycle Council.

The path aligned with a recommendation of a detailed planning study performed in 2003 that identified 11 bicycle and pedestrian improvements throughout the town. The study was completed on behalf of the Delaware Department of Transportation by the RBA Group and Landmark



The 2003 Bicycle and Pedestrian Connections Planning Study made 11 project recommendations, including a multi-use path, roadway crossings and railway crossing along Bridgeville Branch through town.

Engineering. Although it was done in 2003, the study incorporated plans for Heritage Shores and is still relevant today. Recommendations included:

- A multi-use path along Bridgeville Branch. The study notes “there is strong local support for this project . . . Public feedback has indicated a desire for the development of additional access to natural open spaces.”
- Bicycle lanes, sidewalks, crosswalks, and traffic-calming treatments along Market Street from Seashore Highway to Main Street. A landscaped “gateway” feature is recommended to “persuade drivers to slow down as they enter the urban character of the town.”
- Bicycle lanes, sidewalks, crosswalks, a gateway design, intersection improvements and traffic-calming treatments along Delaware Avenue from Cannon Street to Main Street. This project also had “strong local support” and included planting trees 25 to 30 feet apart and extending curbs into the parking lanes to shorten pedestrian crossing distances and visually narrow the street.
- The study made several other specific recommendations to improve travel for cyclists and pedestrians along Bridgeville streets and routes entering and exiting town.

The town should revisit this study and its recommendations. DelDOT’s Transportation Alternatives Program (TAP) is one potential source for funding. The multi-use trail along Bridgeville Branch is an excellent means of both uniting sections of Bridgeville and creating needed recreational amenities.

### Low-stress cycling

Low-Stress Cycling (LSC) refers to the idea that a network may be established to ensure that there are ways in which cyclists can easily access areas throughout a city, without

being extremely confident riders. A recent study indicates that while a small fraction of the population will tolerate sharing a road with heavy or fast traffic, most individuals are “interested but concerned.” The average bicyclist is willing to accept only a small degree of traffic stress.

The University of Delaware’s Institute for Public Administration has prepared the Low-Stress Bikeability Assessment tool to help communities assess and prioritize an action plan to improve bikeability—although much of that work was completed in the 2003 study.

DelDOT completed preliminary Level of Stress mapping of local roadways to identify where low-stress streets exist. That map appears on page 71. The town has reviewed the map and recommended that the stress level on Laws Street west of the former Woodbridge High School be lowered from Level 3 because there are no longer students in cars driving to school.

### Downtown Plan recommendations

The 2015 Downtown Plan prepared by Arnett, Muldrow and Associates made several transportation-related recommendations for improving Bridgeville’s internal street network and improving mobility and safety for pedestrians and bicyclists, as well as disabled persons.

The report recommended streetscape enhancements to improve the overall appearance of Bridgeville’s core and also “send a signal to visitors passing through that Bridgeville is an appealing destination in and of itself.” These enhancements should be done from the Route 404 intersection to the west and Main Street to the east, “with emphasis on the section between Railroad Avenue/Mill Street and Main Street.” They include:

- **Parallel parking delineation.** The continuous white line along the south side of Market Street can be confused for a travel lane, not a place to park. At a mini-

mum, pavement markings should be used to delineate parallel parking spaces; a more ambitious treatment would be to distinguish the parking zone from the travel zone with a different paving material. This delineation would help to visually narrow the roadway for pedestrians.

- **Curb extensions.** Consider curb extensions or “bump-outs” at key intersections along Market Street to allow for additional planting and, more importantly, provide traffic calming and increase pedestrian safety by shortening the crossing distance for pedestrians. If possible, consider use of “flow-through” planters to help capture storm water runoff. The bump-outs should be large enough to plant a large canopy tree (avoid small ornamental trees that block views to businesses) and low seasonal plantings and groundcovers.
- **Crosswalks.** Re-apply crosswalk markings and provide new crosswalks at additional intersections to improve pedestrian safety. Continue to utilize the bold “piano key” pavement markings that are currently being utilized for crosswalks.
- **Tree planting easements.** The town has had mixed success with tree plantings downtown and recently had to remove some large trees. Still, there are multiple benefits to large



*Signage with Bridgeville branding is recommended for attracting and directing visitors downtown.*

canopy trees. Work with private property owners along Market Street to obtain tree planting easements where property owners are interested in having street trees.

On the south side of Market, trees can be planted closer to the curb as there are few overhead utilities. On the north side, trees will need to be set back behind the utilities. For these areas, trees with a narrow upright form are encouraged as they would interfere less with the utility lines. The use of large canopy trees is encouraged as they will make the most impact in terms of casting shade and visually reducing the scale of the street.

- **Lighting.** Consider 12-foot high ornamental light fixtures.
- **Signage.** Incorporate wayfinding signage as part of the streetscape.
- **Fire station parking lot.** The 2015 Downtown Plan recommends street tree plantings along South Cannon Street to buffer the expansive paved area behind the fire station, as well as the creation of two large planting islands in the parking lot to allow for the planting of large canopy trees.
- **Temporary parking lot.** There is interest in developing a parking lot at the southwest corner of Market and Mechanic streets to replace the public parking lost with the development of the new Dollar General. The 2015 Downtown Plan recommended that parking be developed on this corner only as a temporary use, thus allowing the site to be developed in the future. Corner lots are the most important sites for buildings and uses; surface parking lots located on corners, in particular, are harmful to protecting the character of a walkable downtown.

### Transit and commuting

During the week, DART Route 212 picks up passengers hourly at many stops throughout western Sussex County. Beginning at the Georgetown Transit Hub and stopping at Delaware Tech’s Higher Education Building, the route includes these Bridgeville stops: the Bridgeville State Service Center, the Del, 18/404 interchange opposite Food

*Continued on page 73*

*Right, preliminary Level of Stress assessment for cycling on Bridgeville-area roads. Source: DelDOT*

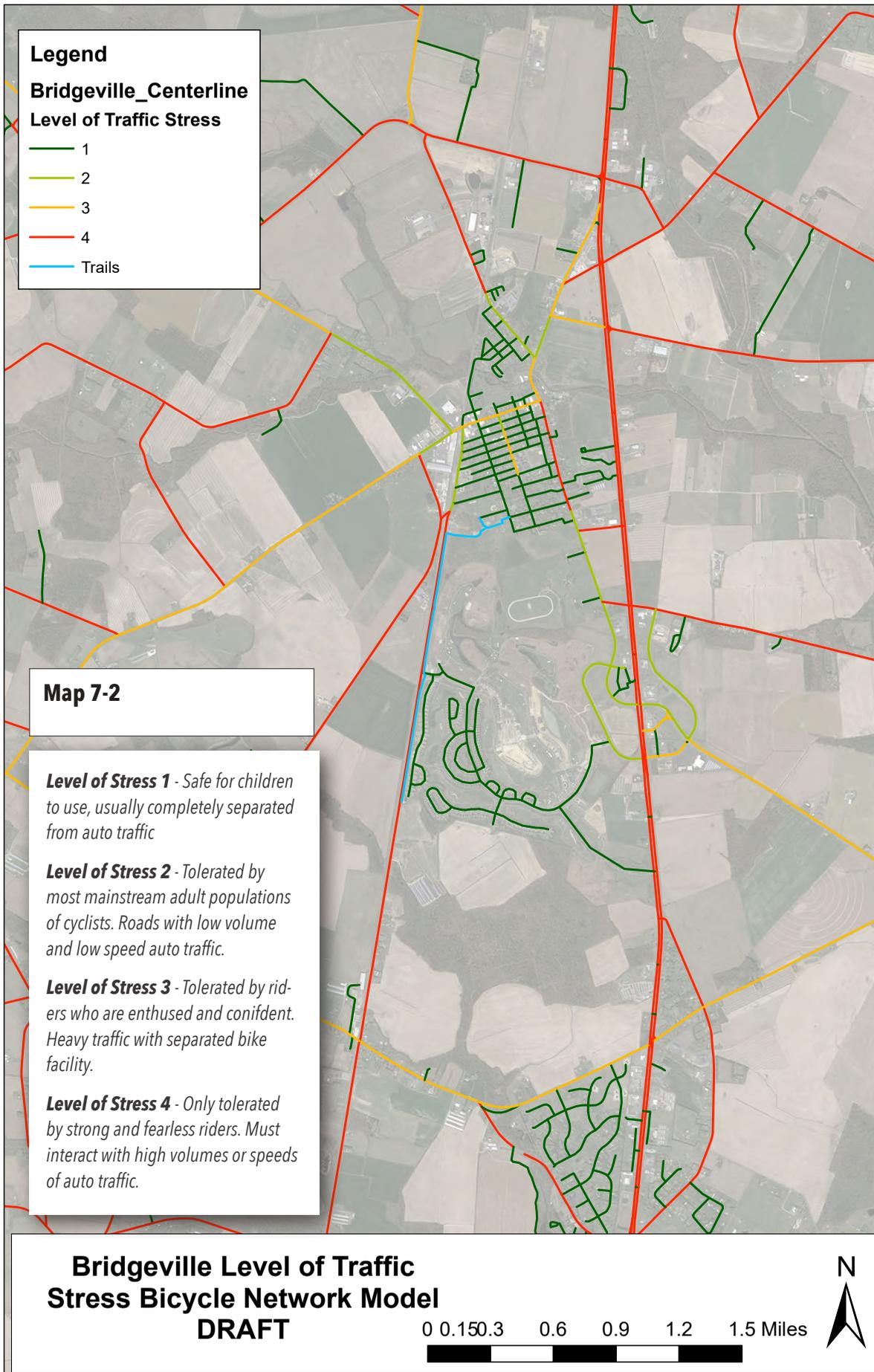
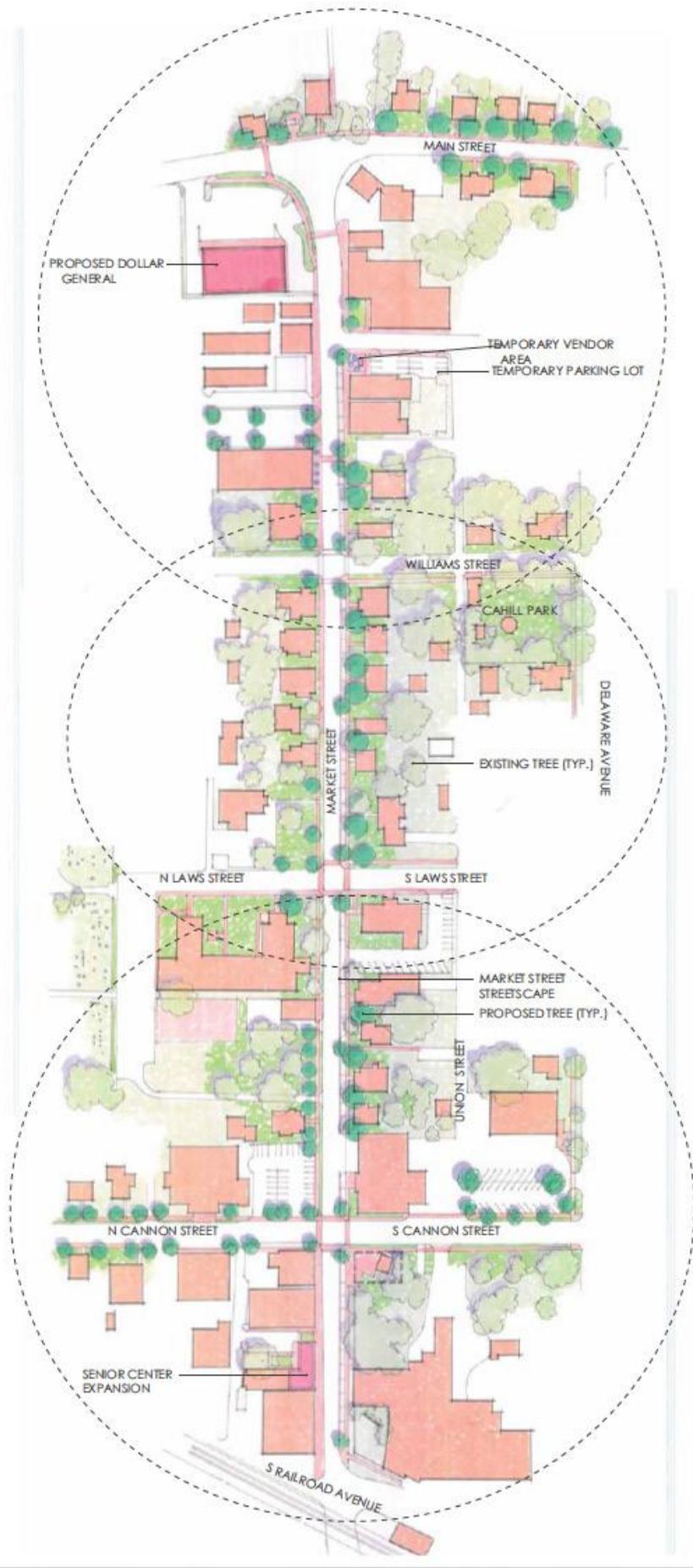


Fig. 7-1



EAST MARKET  
COMMERCIAL DISTRICT

- RESIDENTIAL DISTRICT
- May convert to commercial uses in the future
  - Opportunity to maintain "residential scale" of future commercial uses

*In the 2015 Downtown Plan, Arnett, Muldrow & Associates made detailed recommendations for achieving a downtown vision that included streetscaping and improved walkability.*

WEST MARKET  
COMMERCIAL DISTRICT



**Map 7-3**  
Annual Average Daily Traffic  
(2014 last year counted)  
Source: DelDOT

Average Annual Daily Traffic Counts conducted for the Bridgeville area show a slightly lower volume of truck traffic in town because trucks are not permitted on Market Street except for local deliveries.

Continued from page 70

Lion, Main Street at the Shore Stop, and US 13 at the Sunrise Motel. South of Bridgeville, the route goes through Seaford and Laurel to Woodlawn Avenue at State Line Road in Delmar. On weekdays, connections may be made to Shore Transit's bus Route S192. The stop is at Rite-Aid across from Faith Baptist Church; passengers can then transfer to other routes operated by Shore Transit to access locations in and around Salisbury.

Ridership data provided by DART for May 2017 indicate an average weekday ridership of 32 at the northbound and southbound stops along Main Street. DART numbers for the Bridgeville State Service Center and Del 18/404 interchange are even lower. DART considers the ridership

through Bridgeville very light.

Data provided by the US Census 2012-2016 American Community Survey show that the average travel time to work for Bridgeville residents was 27.3 minutes. Of the estimated 746 workers 16 and older, 83.1% drove alone to work, and only 2.9% car-pooled. Less than 1% used public transportation, and 5.1% worked from home.

As noted in the Demographics section, about 684 Bridgeville residents leave town every day to work somewhere else. DelDOT was exploring the possibility of building a park and ride facility within its right of way. On its Capital Transportation Projects map, the agency notes:

COMMUTING TO WORK - BRIDGEVILLE		Fig. 7-2
Category	Estimate	Percent
Workers 16 years and over	746	746
Car, truck, or van -- drove alone	620	83.1%
Car, truck, or van -- carpooled	22	2.9%
Public transportation (excluding taxicab)	7	0.9%
Walked	32	4.3%
Other means	27	3.6%
Worked at home	38	5.1%
Mean travel time to work (minutes)	27.3	(X)

**Source:** US Census Bureau American Community Survey 2011-2016

“DelDOT has identified an opportunity to convert excess lands created from the SR 404 / US 13 project into a park and ride lot. The park and ride will improve the transit situation in Southern Delaware.

“The Bridgeville and Seaford area is growing and there is a need for a transit center to accommodate the traveling public. The parking lot and its related improvements will be entirely contained within the existing DelDOT right-of-way and there will be no impacts to adjacent parcels or businesses. The number of parking spaces will be dictated as traffic demands grow.”

While this project appears to be dormant, the town supports the concept.

### Truck traffic in Bridgeville

Truck traffic in Bridgeville between Business US Route 13 and Business Route 404/Seashore Highway is limited to vehicles with destinations within the area. Once designated as an alternate route, Route 404 north of Bridgeville has been signed to move trucks around town and away from Bridgeville’s historic district. Average Annual Daily Traffic numbers for the town (Map 7-2) do show a reduced volume of truck traffic through town. The movement of trucks on 404 is a strong reason while the northernmost part of Bridgeville and adjacent annexation area

are candidates for agricultural-industrial and manufacturing businesses.

### Corridor capacity preservation

DelDOT’s corridor preservation program goals<sup>1</sup> are being realized throughout the Greenwood-Bridgeville corridor:

- Maintain a road’s ability to handle safely and efficiently
- Minimize the impacts of increased economic growth
- Preserve the ability to make future improvements
- Prevent the need to build an entirely new road
- Sort local and through traffic

As a result, a system of service roads from north of Greenwood south to the Delaware State Police Troop 5 south of Bridgeville are planned or already built (*Map 7-4, page 75*).

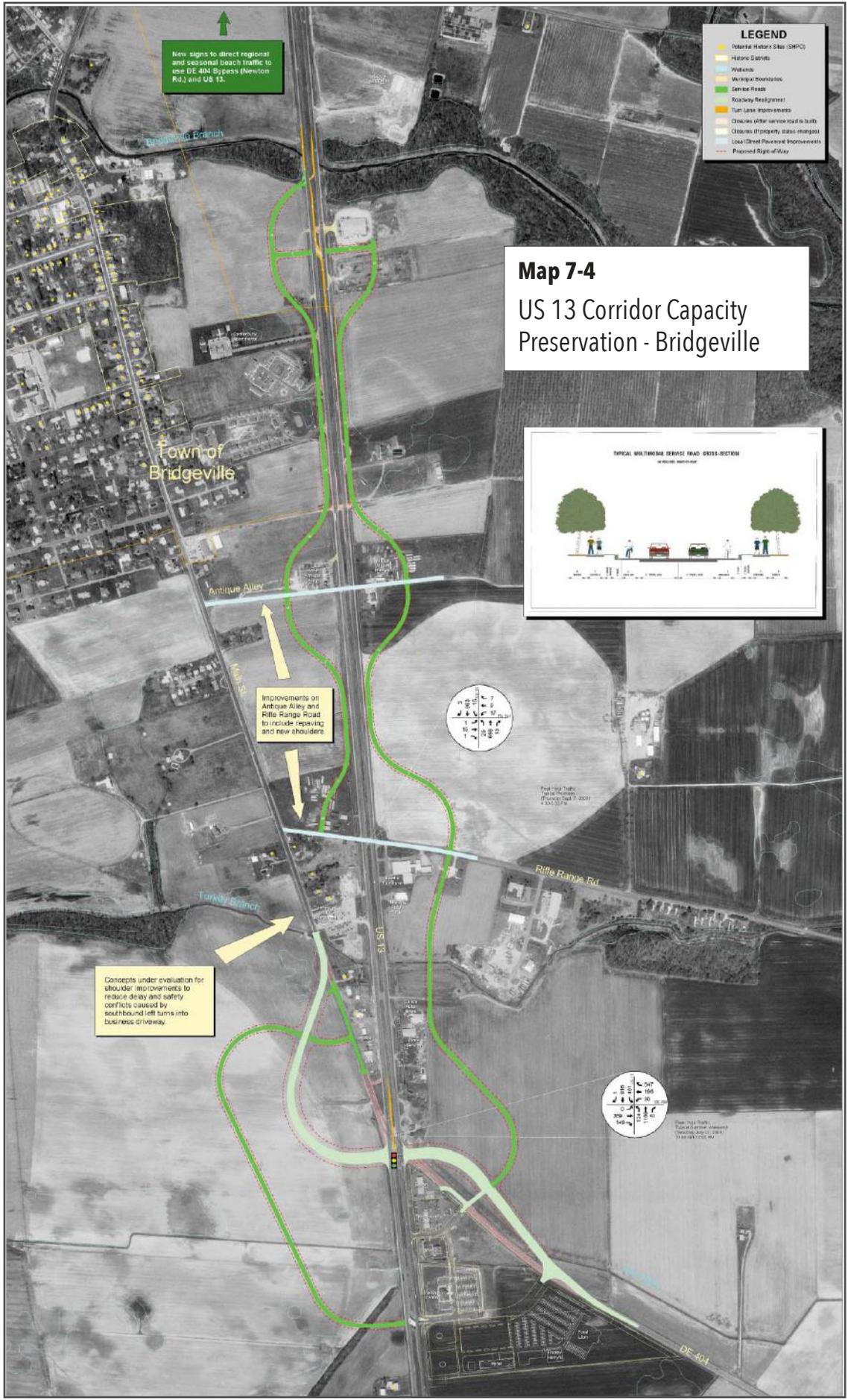
The intersection of US 13 with DE 404 underwent a major realignment that was completed in 2009. The skewed angle of the intersection was removed, improving visibility and reducing accidents at this high-volume intersection. Service roads were included in the project to plan ahead for anticipated development. Lanes were added to increase capacity along DE 404 and improve conditions for bicycles and pedestrians.

While the service roads were built to prepare for intensive commercial development that largely did not occur because of the recession, Bridgeville could easily accommodate additional commercial development in that area. In fact, a pharmacy and convenience store were recently built there.

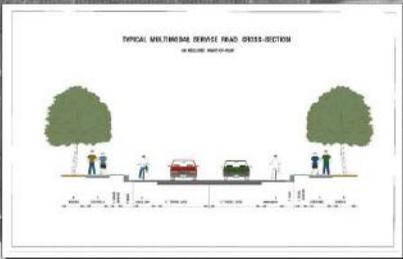
North of Rifle Range Road, the service roads are conceptual and would be built and paid for by future commercial development. In the Greenwood area, service roads have been built at the intersection with DE 16 to south of the Greenwood Cheer Center. Service roads north of Del. 16 are still conceptual.

The already built service roads south of Rifle Range Road appear more than sufficient to accommodate future commercial and mixed-use growth in and around its current location at the 404 intersection. Their existence—coupled with the potential availability of water and sewer—provides a significant incentive to locate in that area. Directing growth to that area and away from other sections of US 13 meets one of this plan’s guiding principles, to discourage strip development along US 13.

<sup>1</sup> “The Corridor Capacity Preservation Program Manual, Delaware Department of Transportation, undated.



**Map 7-4**  
 US 13 Corridor Capacity  
 Preservation - Bridgeville



## Other projects in and near Bridgeville

**Hazard elimination.** Under DelDOT's Hazard Elimination Program, intersections and sections of roadway are identified for high crash rates. The following projects have been identified around Bridgeville:

- **State Routes 404 and 18:** This project will involve improvements to the intersection of SR404 - Seashore Highway and SR18 - Cannon Rd. SR404 will be widened to install a left turn lane to improve safety and facilitate unobstructed through movements. SR18 will be widened to provide both left and right turn lanes; an acceleration lane will also be installed for the southeast movement on to SR404. Bicycle facilities will also be installed throughout the project limits. This project was scheduled to be completed in March 2018.
- **US 13 and Redden Road:** Straighten the leaning Signal Ahead warning sign (36" x 36") with Advanced Street Name plaque posted on westbound Redden Road approaching US 13; replace the passive warning beacons on the Signal Ahead warning signs along northbound and southbound US 13 approaching Redden Road with active warning devices. This project was handed off to DelDOT's Design and Operations sections in November 2017.

**Bridge work.** DelDOT has a small scour repair project planned for bridge 3-145 in late spring or summer, 2019. It is a small reinforced concrete frame culvert structure that carries US 13 over Polk Branch one-half mile north of the intersection of SR404 with US 13 on the north side of

Bridgeville. Most of the work should be completed during the weekdays during normal work hours; right-hand lane closures may be needed for a few days. This project that will most likely be completed within 1-2 weeks.

## Nanticoke Heritage Byway

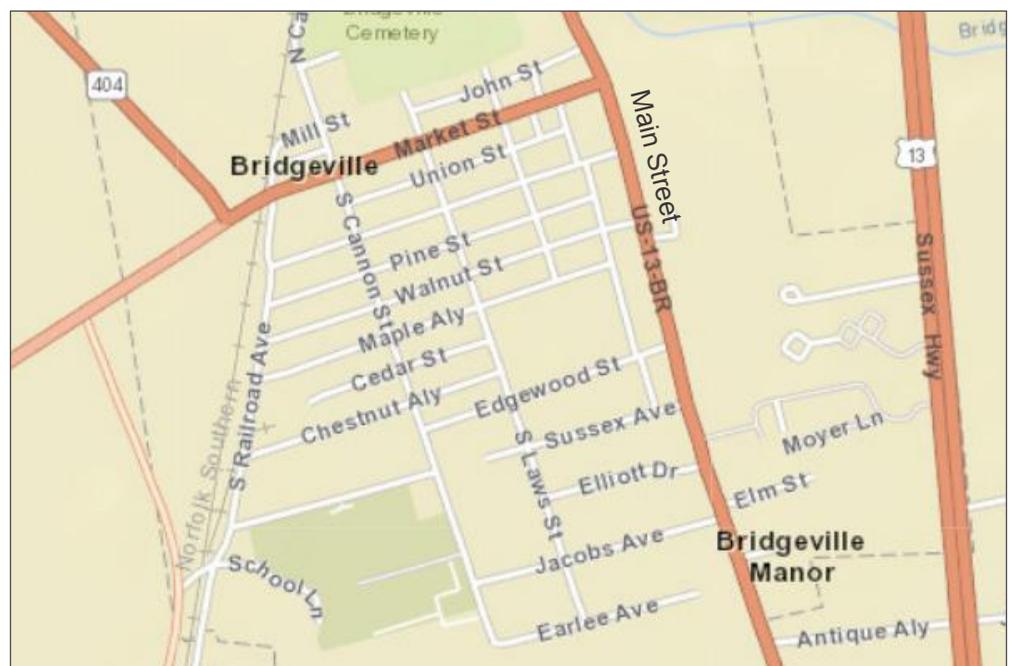
The Nanticoke Scenic Byway is one of six designated scenic byways in Delaware and also includes the Woodland Ferry, Phillips Landing, Bethel, Blades, Seaford and Concord. It currently ends south of Bridgeville on Hearn's Pond Road.

A scenic byway is a transportation route that is adjacent to, or travels through an area that has particular intrinsic scenic, historic, natural, cultural, recreational or archeological qualities. It is a road corridor that offers an alternative travel route to major highways, while telling a story about Delaware's heritage, recreational activities or beauty. It is a route that is managed in order to protect its special intrinsic qualities and to encourage appreciation and/or development of tourism and recreational resources.

According to DelDOT, there is no discussion of connecting the Byway with Bridgeville in the future, and a connection is not mentioned in the Byway's Corridor Management Plan. However, the Byway could still be featured in efforts to market attractions in and around Bridgeville.

**Map 7-5**

Downtown Bridgeville street grid

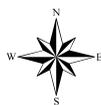


# Aerial Overview and Transportation System

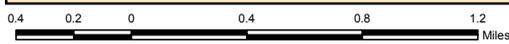


**Map 7-6**  
Overview of road system in and around Bridgeville

Summer 2017  
Aerial Photo



Legend			
	Town Limits		Interstate
	Tax Parcels		Other Expressway & Freeway
	Roadways		Other Principal Arterial
	Waterways		Minor Arterial
	Railroad		Major Collector
			Minor Collector
			Local



**The Town of Bridgeville  
COMPREHENSIVE PLAN**

April 2018-FINAL



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## Section 7

### Key findings to be addressed in recommendations

The 2003 Planning Study on Bicycle and Pedestrian Connections included very specific recommendations for improved safety and mobility that are still relevant.

The Complete Communities/Complete Streets concepts for improving walkability and reducing dependence on motor vehicles tie in with aspirations to make Bridgeville an “age-friendly community.”

The 2015 Downtown Plan provide further detailed recommendations on streetscaping, crosswalks, signage and lighting. They also support the same theme of age-friendly communities that are walkable and attractive places to visit, shop, eat, and get exercise.

Efforts to create more parking should be resisted in favor of uses that attract more people of all ages to Bridgeville’s core business district.

DelDOT’s Transportation Alternatives Program (TAP) should be approached as a possible funding source for bicycle-pedestrian improvements.



## Section 8

# History and preservation

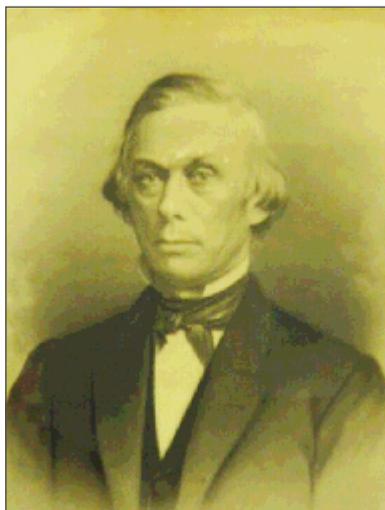


## 8. History and preservation

Agriculture has always been at the center of Bridgeville's history. The town began in the 18th century as a scattered agricultural settlement at the crossing of Bridge Branch; major land routes ran north-south (present Main Street) and to the west (present Market Street).<sup>1</sup>

The portion of Sussex County in which Northwest Fork Hundred is located was originally part of Maryland; it became part of Delaware in 1776, when the boundary line dividing the two states was settled. The disposition of land grants in the area began as early as the 1680s, although actual settlement may not have occurred for some time.

The Town of Bridgeville is the oldest community in western Sussex County. Records of land transactions made in the first quarter of the 18th century suggest that a significant agricultural community already existed in the area by that period.



*William Cannon, Bridgeville founder and Governor of Delaware*

It achieved its present layout in the late 1850s, when local businessman and developer William Cannon laid out a portion of his extensive real estate holdings into a series of blocks defined by a grid pattern of streets and alleys, containing uniform-size lots. Cannon became Governor of Delaware in 1862.

The town is also significant for its reflection of the influence of rail transportation on the agricultural economy of the region in the latter half of the 19th century. The town boomed following the arrival of the railroad in 1856 and became a prominent center for the shipment of agricultural produce from the surrounding region; it retained this status well into the early 20th century.

A boom in building construction in Bridgeville followed the arrival of the railroad and continued through the remain-

der of the century. By 1868, ten years after the completion of the railroad, some 77 structures were indicated on a map of the town (*Pomeroy and Beers, Atlas of the State of Delaware, 1868*).

The area supported a variety of large and small industries through the 19th century. These enterprises reflected the agricultural productivity of the community. The cannery of Prettyman & Robbins, formerly located on the southwest corner of Main and Market streets, began operations in 1867. At the time the Town of Bridgeville was incorporated in early 1871, its commercial resources included six general stores, two hardware stores, one drug store, one clothing store, one shoe store, three grocery stores, three millinery stores, and a newsstand. Wroten & Morris opened a cannery in the late 1870s.

By the early 20th century, Bridgeville's importance as a center of agricultural commerce was well established, and its growing population enjoyed a number of important community services and organizations. The railroad station at Bridgeville offered an important trans-shipment point for large quantities of produce from the surrounding fields and orchards. Notable crops included peaches, apples, strawberries, cantaloupes, watermelons, and sweet potatoes. The increasing economic prosperity of Bridgeville motivated the establishment of a branch of the Baltimore Trust Company in the town in 1905.

### Historic district

Bridgeville's historic district is primarily residential, with a few commercial resources and one religious building, according to the town's 1994 application to the National Park Service. A few historic commercial buildings survive with integrity near the east end of Market Street; much of the commercial area of town, however, has been subjected to redevelopment and extensive remodeling. Housing is primarily located south of Market Street. A small group of late 19th- and early 20th-century dwellings is located at the northwest corner of the district, in the area of North Cannon and Mill streets.

The application continues:

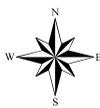
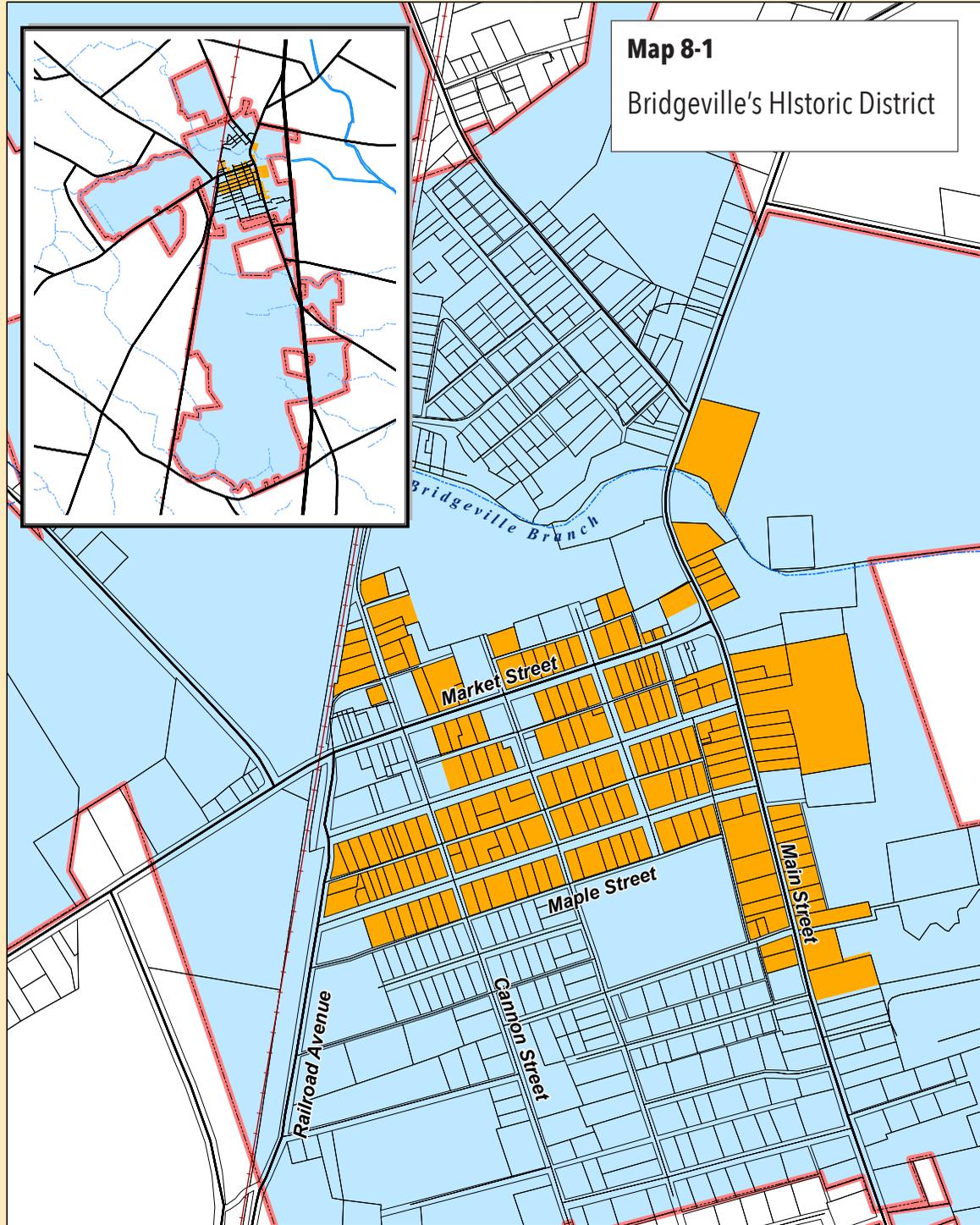
*"As the town grew through the nineteenth and early twentieth centuries, a broad variety of architectural forms chronicled*

<sup>1</sup> Historical information from Bridgeville's National Historic District application, 1994, <https://npgallery.nps.gov/pdfhost/docs/NRHP/Text/94000361.pdf>

# Historic District

**Map 8-1**

Bridgeville's Historic District



### Legend

- Historic District
- Tax Parcels
- Roadways
- Railroad
- Town Limits

The Town of Bridgeville  
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Above, the Old Bridgeville Fire House, 102 William St., dates to 1911.  
Below, the Sudler House dates to 1760.



its development. Although several resources within Bridgeville apparently incorporate elements of 18th and early 19th century construction, these elements have been obscured by subsequent alterations; as a result, the architectural character of Bridgeville primarily reflects the period from approximately the second quarter of the 19th century through the early 1930s.

“Several houses constructed in Bridgeville during the early part of this period conform to traditional building types characterized by single-pile, hall-parlor or center-passage plans. In addition, the influence of popular architectural styles is well represented by examples expressing the Greek Revival and Queen Anne styles of the nineteenth century, as well as Colonial Revival, Foursquare, and Bungalow types which achieved wide popularity after the turn of the 20th century.”

### Historic preservation in Bridgeville

Bridgeville has a historic district overlay in the Land Use and Development Section of its code. The overlay applies only to residential structures. The stated purpose of the overlay is to accomplish the following:

1. To assist in preserving the historic character and the historic fabric of the Town of Bridgeville.
2. To safeguard the heritage of the town by preserving the elements which reflect the cultural, social, economic, political or architectural history of the Town.
3. To promote the use and preservation of the values as established by the Bridgeville Comprehensive Plan.
4. To recommend alteration or new construction in keeping with the Historic District.
5. To recommend restoration rather than demolition of contributing structures or historic properties, and
6. To encourage the proper maintenance, preservation and, when necessary, alteration of structures in the Historic District.

The town does not have a separate historical review commission, but this section of its code establishes procedures for the review by Bridgeville’s Planning and Zoning Commission. The overlay does set up an extra layer of review for alterations to, reconstruction, or demolition of historic properties.

However, Bridgeville is clearly experiencing the alteration or demolition of historic buildings, and the erection of new buildings, to the detriment of the town’s character and historic district. For example, a pole building is being erected on the corner of Market and Cannon streets, in

the heart of Bridgeville’s historic and commercial district. There are currently no building, design or architectural standards to prevent a building type that clashes with the surrounding buildings.

In some cases, buildings deteriorate to the point where the only viable option appears to be demolition.

Beefing up Bridgeville’s vacant buildings ordinance could help prevent some demolitions. Applying design standards to renovations and remodeling of both commercial and residential buildings in the town’s historic district also could slow the loss of valuable buildings or their character. In addition, a facade-improvement program could prevent the alteration of historic buildings in a fashion that degrades their character.

### Becoming a Certified Local Government

Local governments that recognize the importance of historic preservation and its role in creating sustainable, economically viable communities are encouraged to pursue Certified Local Government (CLG) status. The CLG Program strengthens preservation efforts at the local level by providing technical and financial assistance while encouraging successful preservation programs and practices.

As part of the nationwide CLG Program, Delaware’s CLG Program is administered by the Delaware State Historic Preservation Office (DE SHPO) in partnership with the National Park Service (NPS).

To participate in the CLG Program, local governments must meet several minimum requirements, including:

- Enforcing a preservation ordinance;

- Establishing a qualified historic preservation commission;
- Providing for adequate public participation as required by local, state and federal regulations; and
- Maintaining a publicly available list and map of locally designated historic properties.

The town should consider which steps need to be taken to protect the integrity and character of its historic district. The proposed Downtown Development District discussed in Section 4 would give Bridgeville priority access to the state’s annual allotment of historic preservation tax credits, in addition to the other state and local incentives that would be available within the DDD.

### The value of protecting historic assets

Studies have shown that an effective local preservation ordinance does more than preserve the town’s character. It enhances property values. For example, a South Carolina study analyzed home sales inside and outside local preservation districts. Among the findings: House prices increased faster in the protected neighborhoods than in the market as a whole.<sup>2</sup>

“Historic district designation places a ‘seal of approval’ on the historic nature of the individual properties within the district,” writes John Kilpatrick, one of the South Carolina study’s authors. “In other words, the properties are now publicly recognized as having some historic value which, like a painting or antique, has an intrinsic value separate and apart from normal utility derived from the use of the property.”

<sup>2</sup> “Historic Districts are Good for Your Pocketbook: The Impact of Local Historic Districts on House Prices in South Carolina,” 2000, State Historic Preservation Office, South Carolina Department of Archives and History.



Design guidelines for commercial and residential areas protect the integrity of a town’s historic district. This is a sample from Winchester, Tennessee’s historic downtown. They can be as simple as pictorial examples of “right” and “wrong” treatments.

## Section 8

### Key findings to be addressed in recommendations

Bridgeville should implement design standards to protect the integrity and character of its historic district. For example, no pole buildings or street-facing parking lots should be allowed.

Bridgeville should consider steps to strengthen its historic preservation ordinance, including the creation of a Historic District Commission.

A stronger ordinance and commission are required if Bridgeville seeks to become a Certified Local Government, a nationwide program administered in Delaware by the State Historic Preservation Office. Such a program would make the town eligible for technical and financial assistance.

As mentioned in Section 4, a stronger vacant building ordinance and a facade improvement plan would help preserve Bridgeville's historic character.

Together with the state Historic Preservation Tax Credit, a Downtown Development District would provide incentives for remodeling and rehabilitating homes and businesses in Bridgeville.



Section 9

# Community facilities and assets



Project  
**BRIDGEVILLE POLICE STATION**  
BRIDGEVILLE, DELAWARE

Set No. CD Sheet Title FLOOR PLAN

Proj No. 0812A072.CO Scale AS NOTED Sheet No.  
Drawn By EHC/BC Date 5/9/17

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## 9. Community facilities and assets

Bridgeville has many assets that strengthen the community, provide services to all citizens, and call on volunteers from throughout town. Some of these institutions are struggling with membership as the population of the town changes. Many can play a role in uniting the various sections of town and bridging the perceived divide of which many people spoke.

### The Bridgeville Public Library

The library is featured in this section because its programs serve citizens of all ages from throughout the Bridgeville community. Its leadership already recognizes the perceived disconnect between newer and older sections of town, as well as the concern for dwindling volunteers for service organizations and events such as the Lions Club, Bridgeville Historical Society, and the Apple Scrapple Festival.

The library's director estimates that 80% of the Friends of the Bridgeville Library are from Heritage Shores. Breaking down barriers between sections of town and breathing new life into declining community organizations are goals of the library leadership; as of March 2018 they were organizing a facilitated strategic planning effort to address it.

The library will offer a summer reading and feeding program, as well as wellness programs and support groups for adults. "Walking parties" will assemble four times

a week in the spring of 2018 to use the path that leads to Heritage Shores. These and many other similar programs are the kind of efforts recommended for fostering age-friendly communities.

The 13,500-square-foot building at 600 Cannon St. opened in 2009. In 2005, seed money and land were provided by the developer of Heritage Shores; fundraising efforts of the newly formed Friends of the Bridgeville Library were matched by community donations and aid from the State of Delaware. The new library replaced a 1,200-square-foot building on Market Street that had served the community since 1917.

The town does not need to "reinvent the wheel" to address efforts to become a less divided and more age-friendly community, as the library is already focused on that mission.

### Bridgeville Senior Center

The Bridgeville Senior Center, located on Market Street, provides assistance and recreation to area senior citizens. The center offers a wide variety of activities and services including prescription pickup, transportation, health programs, educational services, and cultural and recreational trips. The Senior Center also is a CHEER nutrition site and provides Meals on Wheels services to area residents. The center has a Board of Directors and a salaried staff



*The Bridgeville Public Library offers programs that serve all age groups and communities within the town.*

of four: Executive Director, Outreach Worker, Program Director, and Food Service Manager. These positions are augmented by three staff supplied by First State Community Action Programs, and a bus driver from the CHEER Community. The Senior Center received a state grant-in-aid totaling \$162,461 in fiscal year 2017 and \$129,968 in fiscal year 2018.

### Woodbridge School District

The Woodbridge School District, which serves Bridgeville and Greenwood and the surrounding rural area, has four schools (*see Map 9-1 on page 89*). Phillis Wheatley Elementary School and Woodbridge Middle School are both in Bridgeville.

The building on Laws Street that is now Woodbridge Middle School dates to the 1930s and served as the high school until the new facility opened in 2014, located between the two towns. Phillis Wheatley opened as the middle school and was reconfigured for grades 3-5 in 2014.

In the 2017-18 school year, 2,502 students were enrolled, according to the State of Delaware. Of those students, 41.9% of them are classified as low-income, which means they receive Temporary Aid to Needy Families (TANF) and/or food stamps (SNAP) benefits. Projected enrollment for 2018-19 is 2,562.

The school district provided the following information about enrollment:

Facility Fig. 9-1	Grade	Capacity	Projected enrollment
Woodbridge Early Childhood Education Center	Pre-K to 2	662	597
Phillis Wheatley Elementary	3-5	623	608
Woodbridge Middle School	6-8	680	685
Woodbridge High School	9-12	700	672

The district employs 165 teachers and 344 total staff.

### Bridgeville State Service Center

The Bridgeville State Service Center is located off Market Street at 400 Mill St. and offers client services administered by the state Department of Health and Social Services. Services include Medicaid, child care, food stamps, Temporary Assistance to Needy Families,

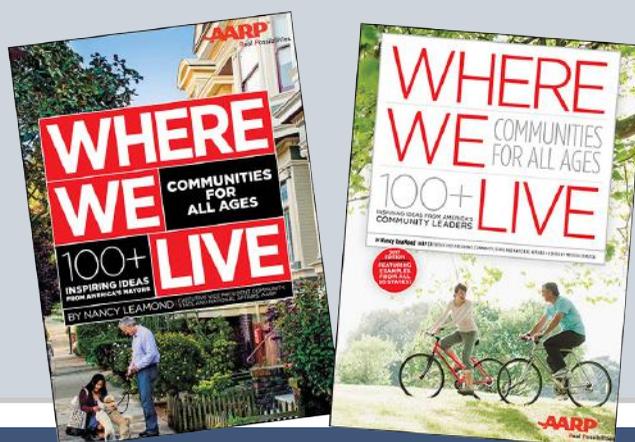
## Creating 'One Bridgeville'

There are land-use and infrastructure decisions a town can make to help create a complete community where citizens of all ages and backgrounds feel included. But there also are programs, projects, initiatives and other steps that a town can take in partnership with local organizations to create a community that feels like home to everyone.

This plan makes use of resources from the AARP's Livable Communities toolkit and invites community members to explore these tools further. A series of publications offers successful examples of ideas for building more inclusive, livable communities. They include ideas such as:

- Rides for Rural Retirees
- Find It, Fix It Community Walks
- Turning parking spaces into “parklets”
- A bike playground to help young cyclists practice their pedaling
- Caregiver coaching programs
- Community walks
- Pop Up meetings in the community with city officials, popsicles included
- Mayor’s Book Club with a community-oriented booklist
- Intergenerational learning centers
- GrandPals, a mentoring program
- Community wide wellness and diet initiatives
- Community-wide effort to achieve age-friendliness
- Public art

AARP toolkit publications. [Click to view.](#)



and emergency assistance services. The service center is served by a DART bus stop.

### Police headquarters

The Bridgeville Police Department is currently located in the old Bridgeville Bank on Market Street. A new 4,000-square-foot facility will be built next to Town Hall. The \$1.4 million project is expected to go out for bids in April 2018.

### Old Bridgeville Bank

The former Baltimore Trust branch on Market Street, built in 1905, was conveyed to the town for “public purposes.” It will become vacant when new police headquarters are constructed.

The town’s Economic Development Committee is considering appropriate uses for the historic bank building. It could be used as a headquarters for downtown revitalization efforts, economic development and tourism, sale of branded merchandise, display of local artwork, and other town marketing efforts. Extensive rehabilitation would be required, however.

### Bridgeville Fire Company

The Bridgeville Volunteer Fire Company was founded in 1909. The original fire house is located at 102 S. Williams Street and is now the Bridgeville Historical Society Museum. The company has about 60 volunteers and 22 pieces of apparatus.

### Bridgeville Historical Society Museum

The Bridgeville Historical Society maintains a museum in the old 1911 fire house as well as a small tenant farmhouse behind it. Historical artifacts of Bridgeville and the Northwest Fork Hundred are displayed there.

Both structures are part of Lawrence M. Cahall III Park which is also maintained by the Society. The museum is open from April through November, 9 to noon, on Sundays and Tuesdays.

### Apple Scrapple Festival

Held on the second full weekend in October, this festival began in 1992 and now attracts about 30,000 people. The festival celebrates the distinctive agricultural heritage of the area, represented in Bridgeville by RAPA Scrapple and T.S. Smith & Sons Farm. Events include a carnival at the library, musical entertainment, crafts, the Little Miss Apple



*The historic Baltimore Trust building on Market Street.*

Scrapple Contest, and plenty of food including scrapple sandwiches.

The popularity of the festival and the crowds it draws suggest that a focus on downtown stores that feature agricultural products unique to the area, perhaps including a farm-to-table restaurant, could attract tourists to Bridgeville. Local agricultural entrepreneurs such as Vanderwende’s, T.S. Smith & Sons and Evans Farms already have laid the groundwork for this focus.

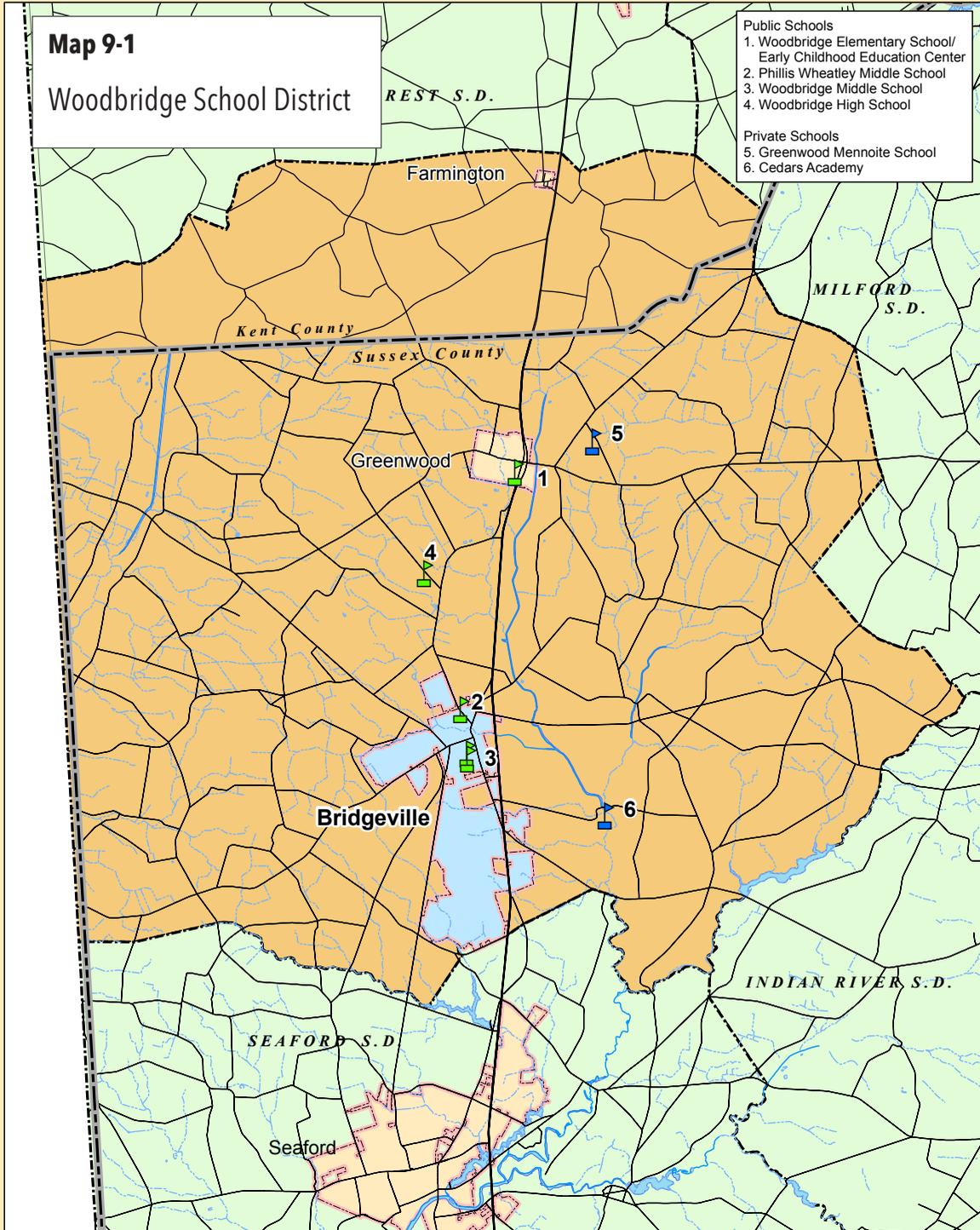


# Woodbridge School District

**Map 9-1**

Woodbridge School District

- Public Schools**
1. Woodbridge Elementary School/ Early Childhood Education Center
  2. Phillis Wheatley Middle School
  3. Woodbridge Middle School
  4. Woodbridge High School
- Private Schools**
5. Greenwood Mennoite School
  6. Cedars Academy



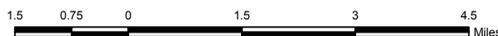
**Legend**

<b>School District</b>	<b>Town Limits</b>
Adjacent Districts	Other Towns
Woodbridge School District	Bridgeville

**The Town of Bridgeville  
COMPREHENSIVE PLAN**

**April 2018-FINAL**

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## Section 9

### Key findings to be addressed in recommendations

The Bridgeville Public Library already is serving as common ground for the entire community and is a key to addressing the “split community” issue, as well as promoting an “age-friendly community.”

The old Bridgeville Bank is a community asset that should be considered for a use such as a headquarters for economic development and downtown revitalization, tourism information and branded merchandise.

The success of the Apple Scrapple Festival and local agricultural entrepreneurs indicate a market for stores that sell local agricultural products and crafts, as well as a farm-to-table restaurant.

These community assets can be a platform for events, activities and programs that unite the community.



## Section 10

# Land use and annexation

## Chapter 234: Land Use and Development

[HISTORY: Adopted by the Board of Commissioners of the Town of Bridgeville 11-7-2005 by Ord. No. A05 where applicable.]

### GENERAL REFERENCES

Special development districts — See Ch. 59.

Outdoor advertising — See Ch. 70.

Building construction — See Ch. 96.

Dangerous buildings — See Ch. 99.

Dance halls — See Ch. 118.

Fees — See Ch. 128.

Fences — See Ch. 132.

Flood damage prevention — See Ch. 138.

Housing standards — See Ch. 148.

Rental property — See Ch. 180.

Sewers — See Ch. 190.

Water — See Ch. 228.

Attachment 1 - Requirements for Signs in Residential Zones 

Attachment 2 - Requirements for Signs in Nonresidential Zones 

Attachment 3 - Requirements for Off-Premises Signs 

[1] *Editor's Note: This ordinance also repealed former Ch. 234*



### Town of Bridgeville Delaware

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## Zoning Map

-  Corporate Limits
-  Bridgeville Schools
-  R-1 Single-Family Residential
-  AIOZ Agricultural & Industrial Overlay Zone
-  R-2 Multi-Family Residential
-  RPC Residential Planned Community
-  TC Town Center
-  C-1 Commercial
-  M-1 Manufacturing
-  Water
-  Railroads
-  Sussex County Tax Parcels

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FOR TOWN REVIEW  
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# 10. Land use and annexation

Under 22 Del. C. § 702, a Comprehensive Development Plan “shall be the basis for the development of zoning regulations” and has “the force of law [such that] no development shall be permitted except as consistent with the plan.”

It is understood that the recommendations and the maps in the Plan have the force of law. In crafting and refining the Plan, Bridgeville’s Planning and Zoning Commission and Town Commission have developed

policy and recommendations that are reasonably likely to prove attainable. The Plan sets policies and recommends possible actions, but difficult implementation issues remain.

Identification and prioritization of steps to implement the Plan and allocation of resources to that end, however, remain difficult and complex issues which the Town and its citizens will consider over the ten-year period covered by the Plan.

## State law and comprehensive plans

A comprehensive plan is a detailed blueprint for growth within a municipality and beyond. The future land use map, in particular, is legally binding and cannot be altered without a formal plan amendment process with the State of Delaware.

The comprehensive plan is the basis for the development of zoning regulations permitted pursuant to Title 22, Chapter 3 of Delaware Code. Any zoning changes recommended in the adopted plan must be made within 18 months of adoption. That means the town must amend its official zoning map to rezone all lands within the municipality “in accordance with the uses of land provided for in the comprehensive development plan.”

No specific zoning changes are recommended in this plan.

“After a comprehensive plan or portion thereof has been adopted by the municipality in accordance (with Title 22), the comprehensive plan *shall have the force of law* and no development shall be permitted except as consistent with the plan.”

However, as noted in the box at the top of this page, circumstances and implementation issues may interfere with the implementation of a plan adopted by the town in good faith.

For example, the Baldwin Farm—the brown “arm” pointing west on the Existing Land Use map (*adjacent page*)—is earmarked for “mixed-use” residential development on the Future Land Use map (*page 97*). There are currently no plans to develop the parcels, which are being farmed. While the town would not be required to rezone the parcels in the short term, the future use would indeed

have to be “mixed use.” Any change to another use would require a formal amendment to the town’s plan.

The Office of State Planning Coordination reviews the adopted plan and identifies any inconsistencies with state policies, goals and strategies, and ensures it is not in conflict with the plans of other jurisdictions. The state planning office forwards the plan to the Governor for certification. Upon certification, the comprehensive plan takes effect.

## Annexation areas

When a municipality adopts a comprehensive plan, it has agreed to the principles of growth that are outlined in it. It has agreed to the annexation plan contained within it and, again, cannot deviate from that annexation plan without undertaking a formal process with the state.

This plan depicts both short-term (10-year time frame) and longer-term (beyond 10 years) annexation areas; they are essentially unchanged from the town’s certified 2006 plan.

The annexation plan was reviewed with the Town of Greenwood and the City of Seaford. Neither town saw a conflict with its growth plans and Bridgeville’s. In the case of Bridgeville and Seaford, both municipalities’ annexation areas extend to Cannon Road (*Map 10-2, page 95*). The Seaford City Manager recommended that Bridgeville, Seaford and Sussex County develop an intergovernmental agreement for services, especially sewer, in unincorporated areas that fall within either jurisdiction’s annexation area.

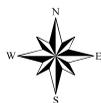
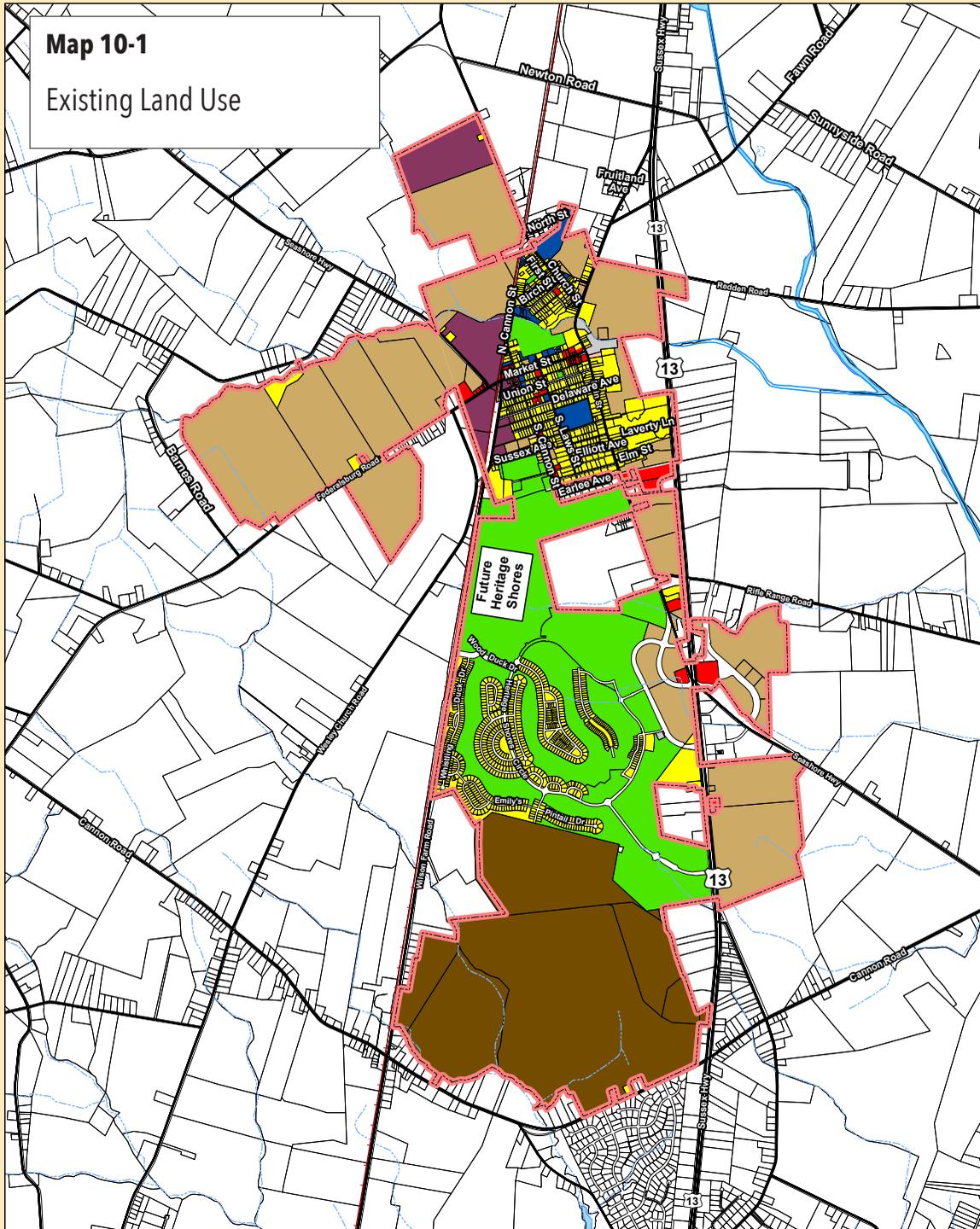
## Preserved farms in annexation areas

As noted on page 62 and on the map on page 65, several farms that are in the state’s 10-year voluntary Agricul-

# Existing Land Use

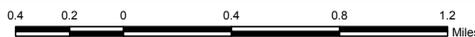
**Map 10-1**

Existing Land Use



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Legend	
Land Use Classification	
Town Limits	Commercial
Tax Parcels	Food Processing Plant/ Agricultural Plant
Roadways	Community Uses
Waterways	Residential
Railroad	Agricultural/Vacant
	Preserved Agricultural
	Public Utilities
	Park, Open Space, Agricultural Field



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tural District program or that have been permanently preserved are in and adjacent to Bridgeville’s annexation areas. Farmers with a permanent agricultural easement have committed to stay in farming by offering the state a discount off the appraised value of their development rights. If new housing developments spring up around these farms and residents start complaining about noise, smells and farm vehicle traffic, the viability of the farming operation is jeopardized and the farmer finds it increasingly difficult to move goods to market.

Title 3, §914 of Delaware Code requires the easement to run with the land, no matter who owns it, for at least 25 years. After then, the termination process is onerous and at the sole discretion of the Agricultural Lands Preservation Foundation. The Foundation must be repaid the difference between the fair market value and the agricultural value of the land, plus any tax benefit realized while the farm was preserved.

If these farms are not removed from Bridgeville’s annexation area, development around them should be buffered and designed in a way that does not jeopardize the viability of farming operations or the farmer’s property rights.

### Future Land Use

Municipalities are required to designate future land uses for all parcels within their boundaries and within annexation areas. These uses are intended to be broader than actual zoning categories and should not be confused with a zoning map. As shown on the Future Land Use map (page 97), the depicted uses are described below but not intended to be all-inclusive:

- **Commercial.** Offices, retail, restaurants, supermarkets, hotel/motel, storage, automobile sales and repair, con-

venience stores, gas stations, medical buildings.

- **Commercial/industrial.** The uses listed above but also heavier uses such as manufacturing and agricultural industry. No heavy industries such as petroleum refining, asphalt mixing, and fertilizer processing should be allowed.
- **Commercial/residential.** Long-term annexation areas (blue) are depicted as commercial and/or residential. This designation is broad, but these areas are likely to be 10 years or more away from annexation. The next plan update will be more specific.
- **Mixed use.** A plan for a mix of residential and/or commercial uses, including parks and open space. Smaller parcels that are designated mixed use can be one or the other. Larger parcels would be likely to be zoned for a Residential Planned Community (RPC), which requires a mix of residential, commercial and open space. Mixed-use development preferably would be “town-like,” compatible with the town’s street grid.
- **Open space.** Lands that cannot be developed and are out of play, such as parks and permanently preserved farms.
- **Residential.** This future land use would include single-family and multi-family residential development but does not preclude a Residential Planned Community (RPC), which is always preferred to stand-alone, lower-density single-family homes.

### Protecting community character—and revenues

Generally speaking, Bridgeville’s Land Use and Development Code is progressive for a small town. For example, the Residential Planned Community designation (§234-

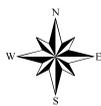
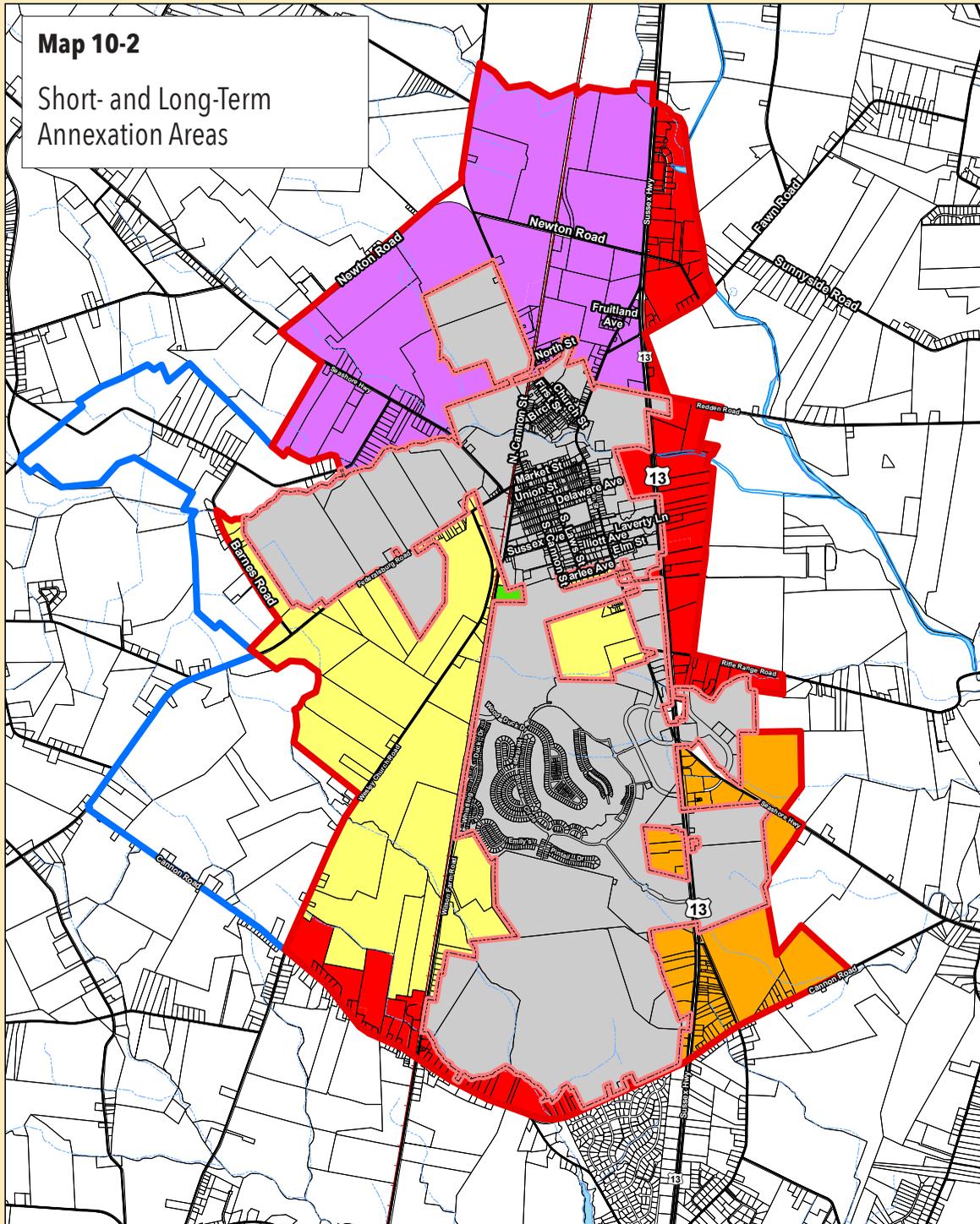
*The town should take measures to protect the appearance and integrity of its historic district and commercial center.*



# Annexation

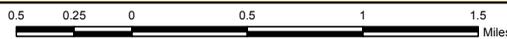
**Map 10-2**

Short- and Long-Term  
Annexation Areas



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Legend		
Land Use Classification		
Town Limits	Commercial	Current Town Limits
Tax Parcels	Food Processing Plant/ Agricultural Plant	Residential
Roadways	Community Uses	Vacant Developable
Waterways	Office	Mixed Use
Railroad	Park, Open Space, Agricultural Field	Commercial/Industrial
Short-Term Growth Area	Long-Term Growth Area	



**The Town of Bridgeville  
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37) requires substantial open space and a proportional amount of commercial space. The minimum density for RPC is 4 units per acre, which allows for clustering of homes so that open space can be created or protected.

Another example: The town also requires the placement of street trees (§234-92) that will grow to a diameter of at least 12 inches and protects large trees from being removed during development.

The requirements can be significant to track when communicating with a developer, reviewing development plans, and holding the developer accountable for code requirements. Bridgeville does not have planning or development review staff.

The town is engaging KCI Technologies Inc., an engineering and consulting firm, to track project requirements with developers. This is a welcome development, but it is still up to town leadership to set a tone of high expectations for quality building and development patterns that preserve the community's character and do not foster further divisions between sections of town.

The town also should consider requiring a fiscal-impact analysis of proposed projects (*see below*) to analyze whether they will result in net benefits to the town. Cost-of-services analyses in Delaware and throughout the country demonstrate that stand-alone residential proj-

ects require more in public services than they generate in revenues.

### Suggested land-use code changes

Reviewing Section 234, the Land Use and Development Code, this plan makes suggestions for changes that further the goals of the plan:

- **Residential Planned Community.** Consider requiring an RPC for any development of 10 acres or more to ensure that development occurs in a town-like manner and does not create low-density sprawl; specifically protect environmentally sensitive areas such as wetlands by requiring setbacks of at least 100 feet in open space requirements, allowing for passive recreational use; require RPCs to adjoin existing older sections of Bridgeville with a town-like grid, smaller or flexible lot sizes, and a mix of uses; and RPC requirements should avoid development in a manner that interferes with nearby agricultural operations or aggravates conflicts between farmers and residents.
- **Single-Family Residential District.** This zoning category sets a maximum density of 4.8 units per acre, but should also set a minimum density.
- **Multi-family residential district.** In Section 3, Housing Choice, more market-rate multi-family housing is cited as a need in Bridgeville. The town should consider

## No surprises: Why local governments should require a fiscal impact study

Requiring a fiscal impact analysis of a development proposal is not anti-growth. Government's first responsibility is to its ratepayers and taxpayers.

Whenever land is developed in a given municipality – no matter if it is for residential, industrial, or commercial use – a host of new costs are incurred by the municipal government in order to provide additional services and infrastructures to that development. Such services include the expansion of fire protection, policing, and emergency services, just to name a few.

A variety of infrastructure costs are also incurred, such as the provision of water, sewer and roads. Therefore,



it is important that municipalities determine whether or not the flow of new property tax revenues from a new development will balance out the incurred costs.

In Delaware, the absence of a state or local sales tax negatively affects the payback of commercial retail projects, especially if anticipated wages are low.

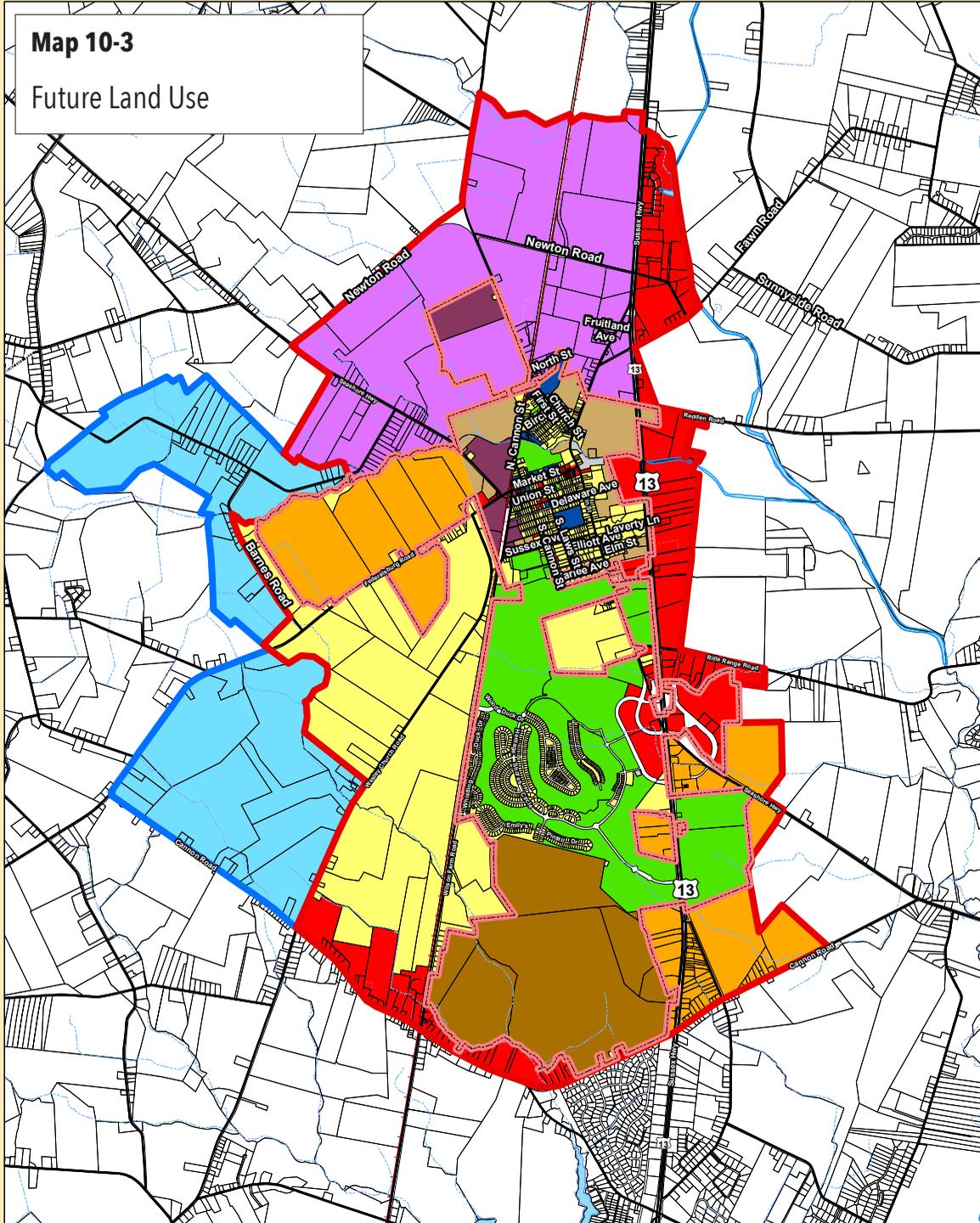
Also local development generates costs at the state level - for roads and schools, for example. So the local school district and state also should have a stake in projecting the costs of development projects.

Towns could contract in advance with a firm that performs fiscal impact analyses for governments and agree on a methodology before a specific development proposal is on the table. The cost of the study would be borne by the developer.

# Future Land Use

**Map 10-3**

Future Land Use



This drawing has been prepared, in part, based on public-domain information furnished by others. While this information is believed reliable for conceptual planning purposes, D&P cannot verify its accuracy and assumes no responsibility for any errors or omissions incorporated into it.

Legend		Land Use Classification	
	Town Limits		Commercial
	Tax Parcels		Commercial/Industrial
	Roadways		Mixed Use
	Waterways		Food Processing Plant/ Agricultural Plant
	Railroad		Community Uses
			Office
			Short-Term Growth Area
			Long-Term Growth Area
			Current Town Limits
			Residential
			Commercial/Residential
			Vacant Developable
			Park, Open Space, Agricultural Field
			Preserved Agriculture



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including a maximum project size and design standards (such as landscaping, daylight access, visual interest, mix of apartment types, and open space requirements) to ensure that multi-family developments fit with the character of the community and are not set apart from it.

- **Historic District Overlay.** As mentioned in Section 8, the town should consider strengthening this designation with design and building standards that protect the integrity and character of Bridgeville’s core. The town should consider a historical advisory or review commission that deals with major remodeling, rehabilitation, construction, and demolition within Bridgeville’s Historic District.
- **Town Center.** This zone includes Bridgeville’s commercial district along Market Street. According to the town code, the purpose of Town Center is:
  1. Encourage a mix of retail, office, and residential uses consistent with the existing scale and character of the area in order to promote the economic stability of the area;
  2. Provide for a limited number of apartment dwellings in conjunction with retail, office, and service uses, but only on the second and third stories of commercial or office buildings;
  3. Provide for the continuation and improvement of existing residential uses;
  4. Encourage redevelopment by permitting residential structures to be used wholly or partially for permitted nonresidential uses; and
  5. Provide a modification procedure, utilizing development plan review, to alleviate difficulties relating to parking and other property development standards.

The Town Center district should include architectural/design standards to safeguard the character of commercial buildings in a historic district and discourage neglect, deterioration and demolition. To further the downtown economic development vision laid out in the 2015 Downtown Plan, the town should examine the permitted and conditional uses described for this zone. Town Center is also where a facade improvement program should be focused, as well as standards for the appearance and treatment of vacant buildings, or businesses with irregular hours.

Uses that may not be appropriate in this zone include new gasoline stations, modular dwellings, liquor stores (not explicitly permitted or prohibited) or the subdivision of single-family homes into apartments.

Other desired uses, such as an art gallery or bed and breakfast, perhaps should be allowed without a conditional use. This zoning district does not explicitly allow or prohibit a use such as brewpub, bistro or wine bar-which have been mentioned as desirable in Bridgeville’s commercial district.

- **Agriculture/Industrial Overlay Zone.** This designation appears to be an actual zoning category, not an overlay. The use of the word “overlay” has been legally problematic for some jurisdictions especially if an overlay and its requirements are not uniformly applied across a zoning category. Designation of overlays should be limited.
- **Low-impact development.** As mentioned in Section 6, the environmental consulting firm TetraTech reviewed the land-use codes of all municipalities within the Nanticoke/Chesapeake watershed. They made specific recommendations that would allow and/or encourage best management practices to protect water quality through low-impact stormwater management and other “green infrastructure” practices.

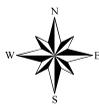
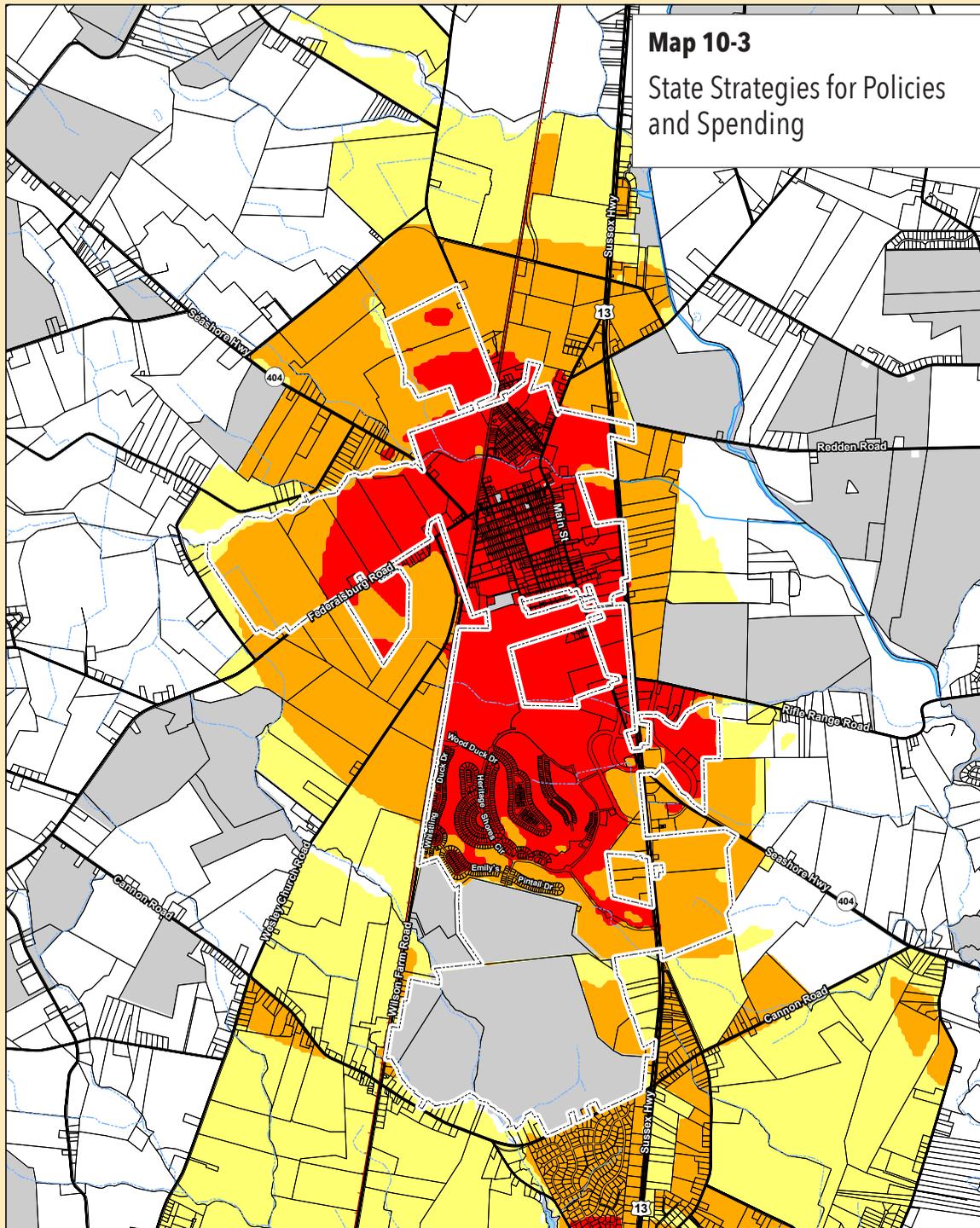


Renderings by Arnett, Muldrow and Associates show how even modest facade improvements can spruce up the commercial center of town.

# State Strategies for Policies and Spending

**Map 10-3**

State Strategies for Policies and Spending



Legend	
	Town Limits
	Tax Parcels
	Roadways
	Railroad
	Waterways
	2015 State Strategies Areas Level 1
	Level 2
	Level 3
	Out of Play

**The Town of Bridgeville  
COMPREHENSIVE PLAN**

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## Section 10

### Key findings to be addressed in recommendations

This section suggests several changes to Bridgeville's Land Use and Development Code for different zoning categories such as Residential Planned Community (RPC) and Town Center.

Most urgently, it recommends adopting measures such as building and design standards for structures in the Historic District and commercial center, as well as consideration of a separate Historic District Commission or Advisory Council.

The town should consider protecting the property rights of preserved farms that are in or adjacent to Bridgeville's annexation area.

The town is taking measures to ensure that zoning requirements and development standards are communicated and followed.

Requiring a fiscal impact study of at least certain types of development would ensure that taxpayers are not being burdened by new growth.



*Section 11*

# Recommendations and implementation



# 11. Recommendations and implementation

Bridgeville does not have a planning or community development staff to implement a list of lengthy recommendations. They rely mostly on volunteers, who need a vision, mission and clear goals to succeed. This plan attempts to build on work that has already been done on Bridgeville's behalf and to assemble recommendations based on clear goals that residents and other stakeholders have said are important to them.

As noted in the introduction, the plan sets out four overarching goals that complement each other. Recommendations will be organized according to these goals rather than by section of the plan. Some recommendations may cover more than one goal.

## **Goal One: Make Bridgeville a more united and age-friendly community.**

The percentage of Bridgeville's population that is 65 and older has doubled since the 2000 Census. The median age has increased from 33 to 53 over that period. There are recognized steps that can be taken to ensure the town and its businesses are serving the needs and interests of these citizens.

Community activities and initiatives should be designed to unite the entire town. Bridgeville has had several successes in this area and needs to build on them.

## **Goal Two: Encourage the development of housing that attracts working families.**

With 1,300 more homes to be built in Heritage Shores, the age of Bridgeville's population will become even more skewed over the next 10 years. The town needs to facilitate housing choices that are affordable to working families to help Bridgeville become a more complete community.

## **Goal Three: Take definitive steps to revitalize Bridgeville's business and historic district.**

Recent efforts at branding and downtown master planning have resulted in a practical and achievable roadmap for improving Bridgeville's business and historic district. This

area is what makes Bridgeville *Bridgeville*, not US 13 - which could be Anywhere USA.

## **Goal Four: Be realistic but opportunistic about expansion and growth along US 13 and the northern end of Bridgeville.**

Bridgeville is still a small town in a rural area and does not have the "rooftops" to drive upscale retail stores, supermarkets and restaurants. However, it does have infrastructure and assets that could attract locally based entrepreneurs and industry. For example, access to a truck route and rail along Alternate 404 north could lay the groundwork for an agricultural business/industrial park such as exists in Calvert County, Md.

## **Shorter-term recommendations**

These are recommendations that should be addressed first, within 6 months to 18 months of plan adoption.

**1-A Building and design standards should be developed to protect the integrity and character of the town's historic and commercial district. (Goals 1,3)** For example there should be no metal or pole buildings erected, no parking lots facing Market and Main Streets, and no significant setbacks allowed from these streets. Remodeling of historic and/or downtown commercial buildings should follow certain facade, materials and historical guidelines, without being overly prescriptive.

**1-B Pursue implementation/funding of elements of 2003 bike/pedestrian plan. (Goals 1, 3)** This study is still relevant today. Implementing elements such as bike lanes, safety improvements and a possible multi-use trail along Bridgeville Branch would improve the circulation and human scale of Bridgeville's historic/commercial district and encourage more citizens and visitors to shop, eat and get exercise in Bridgeville. A possible source of funding is DelDOT's Transportation Alternatives Program (TAP).

**1-C Clearly charge the Economic Development Committee with prioritizing and implementing downtown redevelopment recommendations. (Goals 1, 3)** The

2011, 2015 and 2017 reports include practical and doable recommendations that include:

- Attract businesses that have been identified via retail leakage studies as potentially viable in Bridgeville—boutique clothing, restaurants, hobbies/sporting goods
- Also consider businesses/eateries that promote the town’s agricultural heritage – more apple, more scrap-ple, farmer’s market, crafts, art, music, local craft beer
- Initiate façade improvement program (two options described in 2015 Downtown Plan)
- Strengthen town’s vacant building ordinance and requiring treatment of vacant building storefronts
- Implement streetscape/parallel parking /signage
- Embrace the rocking chair – decorating contests, races, placement around town (like Milford’s ships), sell with town branding on them

Since the committee has spent very little of the money budgeted over multiple years for these efforts, perhaps a consultant with Main Street-type expertise should be engaged to assist it.

**1-D As the Western Sussex Sewer District becomes a reality, consider retaining the waiver of connection fees for infill development that occurs on vacant lots or through redevelopment of properties in the historic/commercial district. (Goals 1,3)** Continuing to waive the connection fee will make it more financially feasible for new businesses and residents to locate in Bridgeville’s core.

**1-E. Apply for Downtown Development District if the opportunity arises (Goals 1, 3)** As described in the Economic Development section, the state DDD program provides an array of incentives for businesses and homeowners to remodel, rehabilitate and/or expand their properties.

**1-F Contract with a commercial real estate professional via Request for Proposal to attract appropriate commercial development along US 13. (Goals 2, 4)** The City of Milford recently announced it was going to take this step to get professional expertise with its highway corridor. The town also could use this approach to find a developer for the Baldwin Farm who is willing to design a town-like mixed-use community that would attract working families.

**1-G Seek technical assistance for parks and recreation assessment. (Goal 1)** Bridgeville is lacking recreational amenities for all its citizens. The town does not approach national standards for park facilities and acreage per 1,000 residents. A study could help identify some quick wins, short-term measures, and longer-term strategies to provide more parks and recreation opportunities.

**1-H Identify a “third place,” a public space where residents and visitors can gather and participate in community events. (Goals 1, 3)** “Third places” are locations other than work and home where people can bring their families, gather and enjoy the space and participate in community activities such as festivals, farmers’ markets, food, crafts, music, group fitness activities and games. One likely location for such a common space is the grassy parcel currently owned by Union United Metho-



*An example of a “third place” apart from home and work where people can gather and be part of community events.*

doist Church. It would give Bridgeville’s core commercial and historic district a focal point and foster a sense of community space. The library and grounds are another possibility.

**1-I Secure the Old Bridgeville Bank building (Goals 1, 3)**

Once the police department vacates this historic building, the town should ensure that it stays in community hands. One possible use is as a “headquarters” for downtown economic development and revitalization efforts, branded merchandise, local and tourism information, local crafts and artwork, etc. It should not be given away, demolished or neglected—even if the town does not address future community uses for it within the next 6 to 18 months.

**1-J Begin to intentionally address community unity issues—age-friendliness, public spaces, inclusive activities, connectedness. (Goal 1)**

Support the Bridgeville Public Library as a community asset where all ages and sectors of town come together for an assortment of reading, wellness, job-search, feeding, learning and other community activities. Intentionally plan town-wide events that reach and attract the entire community. *See resources and suggestions on page 87.*

**1-K Begin to address issues in Land Use and Development Code that were discussed in Land Use and Annexation Section. (Goals 1, 2, 3, 4)** These include recommended changes to Residential Planned Community, Multi-Family, Residential, Town Center and Agricultural-Industrial Overlay zones.

**1-L Work with the Delaware State Housing Authority to develop a long-term strategy for diversifying market-rate housing choices. (Goals 1 and 2)** Such a strategy would include different types of housing options (the “missing middle”) for working families and older residents who would like to be able to age in place, as well as attractive multi-family housing.

## Longer term recommendations

These recommendations also are important, but can be considered over a longer period of 18 months to 3 years after plan adoption.

**2-A Adopt a goal for increasing Bridgeville’s tree canopy, especially in riparian (streamside) areas of town. (Goal 1)** The current town-wide canopy coverage is 16%, which is lower than nearby towns. The town code has shade and street tree requirements and restrictions on

removing large trees during development; waiving those requirements should be rare.

**2-B Prepare a template for a fiscal impact study of certain types of projects. (Goal 4)** *See page 96.* The impacts should measure the costs of services to taxpayers including water and wastewater, police, schools, and other government services. Especially in the case of residential development with little or no commercial component, new development can cost more in required services than it generates in revenues. Commercial development, however, can net revenues for a municipality.

**2-C Assess what services are necessary to serve older citizens of Bridgeville. (Goal 1)** The University of Delaware’s Institute for Public Administration has begun work on an “Age-Friendly Plan of Action” for Bridgeville and other Sussex County communities.

**2-D Pursue an intergovernmental agreement with Sussex County and Seaford regarding the provision of wastewater services in both municipalities’ annexation areas. (Goal 4)** The new Western Sussex Sewer District will connect Greenwood, Bridgeville and Seaford and traverse unincorporated areas that could potentially be served without annexation.

**2-E Create a historic district commission or advisory committee that would provide more guidance on changes to Bridgeville’s historic district. Consider becoming a Certified Local Government (CLG). (Goals 2, 3)** The town is losing too many historic properties to neglect, alteration and demolition. The historic district is the essential core of Bridgeville. Once a critical mass of these properties is lost, the town’s character is forever altered.

**2-F Make Bridgeville Branch a uniting, rather than a dividing, element for the town. (Goals 1, 3)** The branch physically separates what residents refer to as “Old Bridgeville” from “North Bridgeville.” There are no recreational amenities connected with it. The 2003 bicycle-pedestrian study recommended a multi-use trail along the creek. Cleanup and tree planting to protect the quality of this Nanticoke River tributary could help bring the community together.

**2-G Consider allowing accessory dwelling units that create more affordable housing. (Goals 1, 2)** If designed according to standards that fit with the community, accessory dwelling units would provide more opportuni-

ty for older residents to age in place; provide affordable living alternatives in town; and generate rent for residents.

**2-H Ensure that the Land Use and Development Code and town ordinances do not hinder but encourage low-impact development/green infrastructure. (Goals 1-4)**

The engineering consulting firm TetraTech made specific recommendations targeted at western Sussex towns in the Nanticoke watershed.



**'Missing Middle' is a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living.**

**For more information and examples, go to <http://missingmiddlehousing.com/>**

**Timeline for Implementation of Bridgeville's comprehensive plan**

Bridgeville does not have the capacity to absorb and implement dozens of recommendations. This plan attempts to limit recommendations to those that build on previous work and that address key issues covered by the overarching goals of this plan.

However, the recommendations are not limited or incremental. They reflect a focus and direction that the town should take to address the expressed concerns of

current residents and business owners—and anticipate the concerns of those who may consider whether to live, work or visit here in the future.

The following tables lay out a proposed implementation plan according to a post-adoption timeline: 0 to 6 months, 6 to 12 months, 12 to 18 months, and 18 months to 3 years.

0 to 6 months after adoption	Number	Comment
Begin to develop building and design standards for historic/commercial district.	1-A	Town resolution; partner with local planning/engineering firm to develop straightforward standards.
Pursue implementation of elements of 2003 bicycle/pedestrian plan.	1-B	Contact DelDOT Bike/Ped and Transportation Alternatives Program (TAP); local legislators for Community Transportation Funds. Prioritize recommendations.
Formally charge Economic Development Committee with prioritizing implementation of recommendations from 2015 and 2017 downtown revitalization reports. Provide technical/planning/funding assistance.	1-C	Town resolution; retain/continue funding. Consider the assistance of firm familiar with Main Street transformation strategies of Economic Vitality, Design, Promotion and Organization.
Seek technical assistance for parks and recreation assessment.	1-G	DNREC; National Park and Recreation Association metrics
Begin to intentionally address community unity issues: age-friendliness, public spaces, inclusive communities, connectedness.	1-J	Partner with library and community organizations to facilitate discussion and strategy; seek small grants and quick wins.

6 to 12 months after adoption	Number	Comment
Retain the waiver of connection fees for infill properties.	1-D	Commission action, budget item
Apply for Downtown Development District	1-E	State must offer application opportunity

<b>6 to 12 months after adoption</b>	<b>Number</b>	<b>Comment</b>
Secure the Old Bridgeville Bank building for future use.	1-I	Historic tax credits available for rehabilitation (these credits can be sold by tax-exempt entities); consider use as downtown "anchor" for revitalization, economic development, tourism and branding efforts.
Begin to address issues in Land Use and Development Code that were discussed in Land Use/Annexation Section of plan.	1-K	Issues include RPC, Town Center, Agricultural Overlay, Multi-Family and Residential classifications.

<b>12 to 18 months after adoption</b>	<b>Number</b>	<b>Comment</b>
Contract with a commercial real estate professional via Request for Proposal to attract appropriate commercial and mixed-use development along US 13.	1-F	Review Milford's example. Town would have to set clear criteria for what it wants and does not want in this corridor.
Consider a similar approach to above, Request for Development Proposals, to attract residential/mixed-use developer for Baldwin Farm.	1-F	Once again, Bridgeville would have to establish criteria for what the town wants and does not want on this parcel. Review proposals from other jurisdictions.
Identify a "third place," a public space where residents and visitors can gather and participate in community events.	1-H	Possibilities are the grassy open space owned by Union Methodist Church and the library grounds.
Develop a long-term market-rate housing strategy with the Delaware State Housing Authority.	1-L	Housing choices that would attract working families and enable older residents to age in place.

<b>18 months to 3 years after adoption</b>	<b>Number</b>	<b>Comment</b>
Adopt a goal for increasing Bridgeville's tree canopy.	2-A	Town resolution or ordinance; urban forestry grants available
Prepare a template for a fiscal impact study of certain types of development projects.	2-B	Possible assistance from planning/engineering firm; University of Delaware Institute for Public Administration. Developer of proposed project would pay for template completion.
Assess what services are necessary to locally serve older citizens of Bridgeville,	2-C	University of Delaware Institute for Public Administration has begun work on an "Age-Friendly Plan of Action" that includes Bridgeville.
Pursue an intergovernmental agreement with Sussex County and Seaford regarding provision of wastewater services in both towns' annexation areas.	2-D	Avoids confusion, disagreement over who will provide services.
Create a historic district commission or advisory committee to provide more focused guidance on changes to Bridgeville's historic district.	2-E	The goal is to prevent loss of historic properties to neglect, inappropriate alteration, or demolition.
Make Bridgeville Branch a uniting, rather than a dividing, element for the town.	2-F	Refer to 2003 bicycle-pedestrian study recommendation for a multi-use trail. Cleanup and tree planting.
Consider allowing Accessory Dwelling Units (ADUs) that create more affordable housing in town.	2-G	Design standards required so they fit in with the community.
Ensure that the Land Use and Development Code and town ordinances do not hinder but encourage low-impact development and green infrastructure.	2-H	Review TetraTech recommendations referenced in this plan.

# 11. Intergovernmental coordination and acknowledgements

This section acknowledges all who participated in the development of this comprehensive plan and those who provided information, data, maps and feedback.

## Coordination with state agencies

Representatives of multiple state agencies were consulted in the preparation of this plan. They include:

- **Office of State Planning Coordination.** Constance Holland, Dorothy Morris.
- **Department of Transportation.** Jason Arndt, Bill Brockenbrough, Marc Cote, Anthony Aglio, David Doolley, Luis Rios Fontanez, Ann Gravatt, Peter Haag, Michael Hahn, Tom Felice, Scott Rust, Michael Simmons.
- **Department of Natural Resources and Environmental Control.** Kevin Coyle, Beau Croll, Kate Fleming, Marcia Fox, Anne Mundel, Greg Pope, Doug Rambo. Planners Technical and Advisory Committee (PTAC) meeting on December 13, 2017.
- **Delaware State Housing Authority.** Karen Horton.
- **Department of State.** Madeline Dunn, Terence Burns, Alice Guerrant.
- **Department of Agriculture.** Scott Blaier, Kesha Braunschill.
- **Delaware Economic Development Office,** Diane Laird.

## Consultation with non-state agencies

- **City of Seaford.** Met with Charles Anderson, City Manager.
- **Town of Greenwood.** Met with Hal Godwin, Town Manager.
- **Sussex County.** Met with Janelle Cornwell, Hans Medlarz, Dan Parsons.
- **University of Delaware Institute for Public Administration.** Julia O'Hanlon, Nicole Minni, Christine Hoh.
- **Bridgeville Public Library.** Karen Johnson, director.
- **Bridgeville Economic Development Committee.** Met twice with this group and chair, Richard Grinnell.

- **Bridgeville Historical Society.** Met with Howard Hardesty.
- **Bridgeville Planning and Zoning Commission.** Met with chair and commission three times before plan was submitted.
- **Woodbridge School District.** Heath Chasanov, superintendent.

Thank you to all town leaders, citizens and business owners who responded to the online survey and provided in-person feedback and recommendations during the development of this plan. In addition, thanks to:

- Jesse Savage, Town Manager
- Ashley Walls, Town Clerk
- Jason Loar of Davis, Bowen and Friedel Inc. , which provided maps for the plan and wastewater treatment analyses;
- Brad Koch of Brookfield Homes, who provided information and answered questions about Heritage Shores.
- Ben Muldrow, Arnett Muldrow and Associates
- Commissioner Tim Banks
- Joseph Conaway
- Bob Wheatley
- Jane Houtman

## Reports and studies referenced in this plan

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*Cahall Park*





**Cedar Creek**   
*Planning & Communications*

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