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# A Municipal Comprehensive Development Plan for The Town of Dewey Beach, Delaware

# **PREFACE**

This Comprehensive Development Plan is intended to serve as a document for the future development of Dewey Beach. It has been adopted by the Town Council and is given official recognition as a guide for future planning efforts of the community and its representatives. The legal means for the implementation of the goals and objectives of this plan are included in zoning codes and other municipal codes and ordinances. This plan is a flexible document, and the updating or revision of planning goals and objectives is essential to keep the planning program responsive to the changing needs of the community. The public's understanding of its role in, and contribution to, the efforts of the Planning Committee are needed to keep the community's best interests aligned with the town's growth and development plans for the future. Community interest and cooperative commitment to practical planning, and the timely implementation of the goals and objectives of comprehensive development planning, will contribute to a higher quality of life in Dewey Beach.

The plan is also an informational document for the public. Citizens, business people, and government officials can turn to the plan to learn more about Dewey Beach and its policies for future land use decisions. Potential new residents can use the documents as an informational resource about the town, including its characteristics and facilities, to help them make decisions about moving to Dewey Beach.

Finally, the Dewey Beach Comprehensive Plan is a legal document. The Delaware Code specifies that ". . . any incorporated municipality under this chapter shall prepare a comprehensive plan for the city or town or portions thereof as the commission deems appropriate." The code further specifies, "after a comprehensive plan or portion thereof has been adopted by the municipality in accordance with this chapter, the comprehensive plan shall have the force of law and no development shall be permitted except as consistent with the plan." (§ 702, Title 22, Delaware Code)

# **EXECUTIVE SUMMARY**

Ninety-nine-plus percent of the land area in the town of Dewey Beach is developed and in use for residences and business, and the general patterns of use are unlikely to change significantly. And so, this Comprehensive Development Plan focuses on the four major threats and opportunities – the Town's Critical Community Development Issues or, if you will, its Grand Challenges – that must be addressed by the Town's governing body over the next 10 years, and that will drive the evolution of the Town over that period and determine the Town's sustainability into the future. In this Plan the term "the Town" is used variously to signify the official policy making and enforcing bodies of the Town (i.e., Mayor, Town Commissioners, and Town Manager), the stakeholders of Dewey Beach (i.e., residents and property owners, business owners and visitors), or both. Hopefully the meaning is clear when used.

The continued sustainability of the vibrant commerce and culture of Dewey Beach will be determined by how the Town – both the governing body and its people – deals with the following issues over the next 10 years. Depending on how successful the Town is in addressing the first issue will determine whether Dewey Beach becomes unsustainable in the next 30 to 40 years, or remains open and vibrant for the next 80 to 100 years. The other issues will impact the celebration of life that the people of Dewey Beach may enjoy for that period while their Town is still above water.

1. **Natural Threat:** sea level rise. If the Town does nothing now, much of the southern half of Dewey Beach will become uninhabitable with a two foot to three foot rise in sea level. Based on generally accepted estimates of the rate of sea level rise, this could happen as early as 2050. Most of us won't be here, but it is for us to plan for the benefit of our grandchildren. The Town's response to sea-level rise needs to responsibly address adaptation, protection and/or planned retreat in a manner that is aligned with State Sea-Level Rise policy and leverages State and Federal resources.

Within the next 10 years the Town must establish a strategy for a level of resilience to sea-level rise that will protect the Town in the face of an incremental four foot rise in sea level.

2. **Man-made Threat: overcrowding.** Externally, Dewey is bisected by Coastal Highway (SR-1). Increases in residential and commercial development countywide have been leading to ever increasing levels of traffic through Dewey Beach on SR-1. This results in increased pollution and ever-increasing threats to the safety and well being of pedestrians and bicyclists in Town.

Internally, the built environment of the Town is fully developed. Much of this housing dates to the mid-1900s, and is comprised of 1-3 bedroom homes ready for renovation and/or improvement, which are now being replaced by much larger homes. Combined with the increasing numbers of day-trippers from the new interstate transportation hub in Lewes, this increased congestion is threatening to produce a level of overcrowding that is beginning to negatively impact much of what we all love about the openness and natural beauty of this place.

Within the next 10 years the Town must work with county and state agencies to resolve pedestrian and bicyclist safety issues created by the large volumes of traffic that pass through Dewey.

Within the next 10 years the Town must establish policy and/or amend its Municipal Code in ways that foster continuance of the character of the local communities within Dewey, and protect against the overcrowding and environmental degradation of excessive tourism.

3. **Opportunity: Bay-side transformation.** The major opportunity for development in Dewey is the bay side; to expand bay side beaches and open space accessible to the public, to foster new businesses along the bay, and possibly to create a one- to two-mile nature walk that will enhance life and tourism into the shoulder seasons. Development of the Bay-side must be done in a coherent manner, along with preservation and improvements of the ocean-side and surrounding natural resources.

Within the next 10 years the Town must establish a plan for the transformation of the bay-side to foster increased public access to the bay for people of all ages and an extension of the Town's commerce into the shoulder seasons.

4. **Opportunity: celebration of nature.** Regardless of where you might be in Dewey Beach, you are only a block or two from a spectacular Atlantic Ocean beach, and a few blocks to beaches, wetlands and outlooks on the Rehoboth Bay. Between the various ocean and bay activities, there is something for nearly everyone. One of its most positive attributes is the natural environment, and yet there is no Town mandate to protect and preserve the natural environment; let alone to improve it by, for example creating a network of rain gardens to responsibly manage stormwaters and flyways for migrating birds and pollinators.

Over the next 10 years the Town works collaboratively with the surrounding Coastal Delaware communities to engage all stakeholders in working positively for the preservation and improvement of our precious natural environment.

While this document anticipates the demise of the Town of Dewey Beach over the next 100 years if sea-level rise continues unchecked, it is not meant to be a pessimistic document; it celebrates transformative opportunities to celebrate the time we have left. But to be successful it requires the Town to act and, before acting to obtain buy-in and collaborative cooperation from all participants in our town's culture and commerce.

# 1.0 INTRODUCTION: LIVABLE DELAWARE

#### 1.1 **House Bill 396**

In June of 1998, the Delaware General Assembly adopted House Bill 396 ("HB 396"), which provided for each municipality in the State to undertake a community-based planning process to develop a Comprehensive Plan regulating growth in the community. The Assembly's goal in adopting HB 396 was:

to encourage the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties and the State through a process of municipal comprehensive planning.<sup>1</sup>

HB 396 (b) defines a Comprehensive Plan as "a document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues".

Once completed and adopted, a municipality's Comprehensive Plan will be used as the basis for zoning decisions, infrastructure spending, annexation decisions and redevelopment and general growth policies.

HB 396 also requires that each municipality in Delaware review, fully revise, and readopt its Comprehensive Plan at least every ten (10) years.

The Town of Dewey Beach first adopted its first Comprehensive Plan in July 2007. That plan was reviewed and amended in 2013 ("Five-Year review"), and again in 2015 to amend the Town Zoning Map. This document will constitute the mandatory 10-year Comprehensive Plan revision and readoption.

# 1.2 Managing Growth in 21st Century Delaware

In December of 1999, the Governor's Cabinet Committee on State Planning Issues published a report focusing on how Delaware and its 57 individual municipalities can manage the explosion of growth occurring in the state. Policies related to sprawl management ("Smart Growth"), environmental issues and business concerns and their collective impact on public sector spending were addressed. The result was a series of initiatives designed to shape Delaware's future. At its heart, these growth management initiatives are grounded in sound planning principles.

#### 1.3 House Bill 255

In July of 2001, House Bill 255 was signed into law. Said Bill amended various land use laws in the State of Delaware and, most notably, strengthened the role that Comprehensive Plans play in a county and a municipality. Such a document is required to, in general, review the existing conditions in a particular county and municipality, outline community goals and objectives and state policies regarding how the community plans to achieve said goals and objectives.

<sup>&</sup>lt;sup>1</sup> HB 396 (a)

# 2.0 SUSSEX COUNTY COMPREHENSIVE PLAN ((provided by RVB Engineering))

- 1. Background
- 2. 20xx Plan update
- 3. Relationship of County Plan to Dewey Beach Comprehensive Plan



# 3.0 DEWEY BEACH COMPREHENSIVE PLAN

# 3.1 Statutory Requirements

HB 396 (b) mandates that all municipal Comprehensive Plans address the jurisdiction's position on:

- population and housing growth
- expansion of its boundaries
- development of adjacent areas
- redevelopment potential
- community character and general uses of land within the community
- critical community development and infrastructure issues.

# For larger municipalities HB 396 (b) further requires:

The comprehensive plan for municipalities of **greater than 2,000 population** shall also contain, as appropriate to the size and character of the jurisdiction, a description of the physical, demographic and economic conditions of the jurisdiction; as well as policies, statements, goals, and planning components for public and private uses of land, transportation, economic development, affordable housing, community facilities, open spaces and recreation, protection of sensitive areas, community design, adequate water and wastewater systems, protection of historic and cultural resources, annexation, and such other elements which in accordance with present and future needs, in the judgment of the municipality, best promotes the health, safety, prosperity, and general public welfare of the jurisdiction's residents.

# 3.2 Population Threshold

The 2010 population for the Town of Dewey Beach as reported by the U.S. Census Bureau is 341. Based on the requirements of HB 396 and the population of Dewey Beach, specific issues to be addressed in this Comprehensive Plan include:

- A community profile, including a discussion of community character, Town vision and planning objectives, and important events of the past 10 years;
- An presentation of population and housing growth, community services, transportation, facilities and infrastructure;
- A discussion of general land uses and potential annexation/development of adjacent areas;
- Critical community development issues facing Dewey Beach over the coming decade; one of which includes redevelopment potential.

# 3.3 This Document

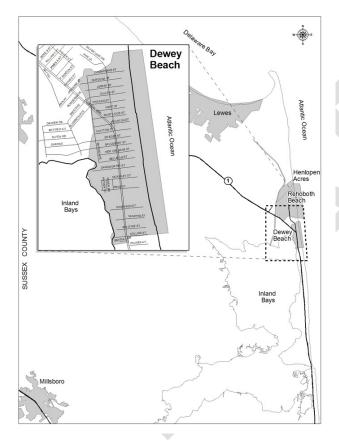
This document, entitled 2017 Comprehensive Plan, Town of Dewey Beach, Sussex County, Delaware (hereinafter referred to as the "2017 Comprehensive Plan" or "2017 Plan"), supersedes the Town's 2007 Comprehensive Plan (hereinafter referred to as the "2007 Comprehensive Plan" or "2007 Plan"), and provides a discussion of the major issues currently faced by the residents, property owners, and businesses in Dewey Beach and outlines strategies and recommendations to address those issues. The Plan was developed with the guidance of a committee/working group comprised of local property and business owners, the Town's Planning Commission, and Dewey Beach's Town Council. The recommendations contained herein, along with the maps developed for this Plan, are designed to assist Dewey Beach's leaders in their efforts to maintain and enhance the quality of life in the town over the coming 10 years, and into the future.

# 3.4 Community Profile: Town of Dewey Beach

#### 3.4.1 Location

38° 41′ 46″ N, 75° 4′ 35″ W

The Town of Dewey Beach is located along Delaware's Atlantic coastline in eastern Sussex County. An aerial view of Dewey Beach is shown in Map 1, and its system of roads, in Map 2. The Town's municipal boundaries comprise approximately 300 acres. The Town is bounded on the east by the Atlantic Ocean, on the west by the Rehoboth Bay, and on the north and south by unincorporated Sussex County. The Town of Dewey Beach is located just north of the Delaware Seashore State Park, a protected natural area, and just south of the City of Rehoboth Beach. The map below places the location and municipal bounds of the Town of Dewey Beach in context with eastern Sussex County.



3.4.2 History & Cultural Resources On January 5, 1855, Clementine and Robert West bought 135 acres of what would become Dewey Beach from John Roades. Development in the town was sparse until Rehoboth by the Sea Realty Company began developing the northern portion of what is now Dewey Beach, then known as Rehoboth By The Sea. In 1915 Morgan T. Gum was commissioned by the State to produce a subdivision plan for what is now the southern portion of Dewey Beach. Gum's design was based on the same grid system used in the development to the north in 1855. By continuing the northern grid system, Gum effectively completed the plan for what would later become Dewey Beach.

U.S. Life-Saving Station 141 was built on what is now Dagsworthy Street in 1879. At the time it was called the Rehoboth Life Saving Station, and those chosen to staff the station were drawn from local watermen. Over time a small community grew around the station, and in 1915 the U.S. Life Saving Service became the U.S. Coast Guard. In the wake of the Spanish-

American War, many towns were named in honor of war hero Admiral George Dewey. Three history books, one written as far back as 1938, suggest that Dewey Beach can also claim the Admiral as its namesake.

While the Great Depression had a serious impact upon Rehoboth By The Sea Realty Company, surviving partners George A. McMahon and John E. Redefer retained the company and continued the town's development. These efforts were greatly helped when Route 1 was built in 1944, providing greater accessibility to the town. The Great Nor'easter Storm of March 5<sup>th</sup> and 6<sup>th</sup>, 1962, brought high winds and ocean waves of 30 feet. The storm damaged or destroyed many buildings as the ocean and the bay met, engulfing the town. The "storm of the century," as it was called at the time, caused an estimated \$200-million-worth of damage (equivalent to about \$ 1.6-billion today) across coastal communities in Delaware.

Following the storm, sewer and water systems were introduced, spurring increased interest in the town and a modest period of development through the 1960s. By the mid 70s the area had attracted the interest of several developers. Around this same time, the state banned drinking in Whiskey Beach. This occurrence, combined with the lack of structure, or a strong police presence in Dewey, which was still an unincorporated town, made it the new favored spot for the displaced Whiskey Beach crowd.

In response to these problems, Dewey Beach became an officially incorporated town in order to make laws against behavioral crimes and hire police to enforce them. Over the next ten years, town officials and local police worked hard to reestablish order and rid Dewey of its "frontier town" image, in favor of the more family-friendly lifestyle it had known in the past. Today, Dewey Beach boasts a vibrant tourist trade and has become a popular summer destination for more than 30,000+ visitors each week. These summer visitors are attracted to the wide array of entertainment opportunities and the spectacular natural beauty Dewey Beach has to offer.

Officially incorporated as a municipality in 1981, the Town of Dewey Beach was one of the last of the fifty-seven cities and towns formally recognized by the State of Delaware. However, the history and culture of Dewey Beach spans more than a century. Today, the Town of Dewey Beach hosts an eclectic mix of full-time and seasonal residents, as well as many tens-of-thousands of daily and weekly visitors. Some of Dewey's historic cultural resources, such as the old Boat House Restaurant, have been lost to time. However, the town has a number of culturally important structures and hosts a variety of cultural events, including:

- The Dewey Beach Lifesaving Station Dating back to the late 1800s, the lifesaving station was moved from Dagsworthy Street to Highway 1 in 1947 and painstakingly restored by the Reader family in the late 1990s. A replica of the original life guard station was completed in 1987 on the Dagsworthy Street property and today serves both as the headquarters for the lifeguards and a town meeting facility.
- The Lions Club John Waples Memorial Playground (McKinley Ave.) The playground contributes significantly to Dewey Beach's cultural identity as a family-friendly vacation destination, while also providing an amenity for full-time residents.
- The Lighthouse at Lighthouse Cove (Dickinson Ave.) An iconic landmark and popular meeting place on the Bay surrounded by restaurants for live music and open air dining.
- The Town has two memorial parks on the Bay, Sunset Park (Dagsworthy Ave.) and Monigle Park (Read Ave.). While both offer the public seating, access to the Bay, and views of Ospreys and sunsets, these parks are not well maintained by the Town and are thus underutilized.
- Children and families Dewey Beach offers weekly movies and bon fires with story telling on the beach, organized sports on the beach in the early evening, a Junior Lifeguard program, and environmental education programming. Dewey also permits activities the following types of activities on the beach when space permits doing so safely: ball throwing, volley ball, tether ball, kite flying, skim- and boogie boarding and surfing and surf fishing. Dewey Business Partnership hosts an annual Art Fair, Treasure Fest community yard sale, and Easter Egg Hunt on the beach (Spring), Summer Solstice Parade and kids' party (Summer kick-off), Halloween Trick or Treat and a haunted beach bon fire (Fall), Christmas tree lighting, a New Year's Eve "Surfer Drop" and New Year Day Dewey Dunk (Winter).

- Dogs Dewey Beach permits dogs on the beach (properly registered and under an adult owner's control) mornings before 9:30 am and evenings after 5:30 pm in the Summer, and all day long in the off season. Dewey Beach also annually hosts a number of dog-oriented events, including weekend-long events for Greyhounds (Reach the Beach/twice a year), Golden retrievers (Golden Rush/twice a year), Chihuahuas (Cinco de Mayo Races), "doodles" weekend, and others, each attracting hundreds of canine registrants and their families. There are many, many dog-friendly accommodations to choose from, including h/motels and rental houses.
- Music Dewey Beach is the home of several renown music venues and events. On any given evening during the Summer season, one can enjoy a variety of live music in more than a dozen locations; music that ranges from acoustic guitar to the Island Boyz, from live jam sessions to popular up-and-coming Delaware bands. Annually, Dewey businesses host Music Fest and an Elvis Festival, and join with Rehoboth in its annual Jazz Festival.
- Kicking back Dewey also has a culture of kicking back and enjoying the moment. Some typical events spread throughout the year include the Winter Gala, St. Patrick's Day festivities, Starboard's Opening, Running of the Bulls, Bacon Fest, and the property owners' End of the Summer Party. Dewey is home to a number of group houses that embrace the Dewey vibe and take advantage of the benefits of ride/house sharing.
- Food and Beer For a tiny town, Dewey has an eclectic mix of places to eat; 27 restaurants and eateries in its 8 block "downtown" business strip. There is, of course, pizza and more pizza, but also healthy foods, a salad-focused restaurant, a raw bar, Mexican food, Thai food, your normal beach food, and many upscale specialties. Any given year one or more of these eateries/restaurants are recognized by local and State news outlets and associations as being the "Best in Delaware" for their breakfasts, salads, crab cakes, etc. A number of these restaurants focus on providing craft beers, and there are two brew pubs now operational in Town.

# 3.4.3 Update since the 2007 Plan

In 2007 the Town adopted its first Comprehensive Development Plan (CDP, comp plan, or plan). The 2007 plan enumerated 57 planning objectives and recommendations. Over the past nine years about 25 of these have been achieved, while action on about 10 has not yet been begun. For many of the latter, it was determined that County, State and/or Federal support would be necessary for making any significant progress. Some of these issues have been re-addressed in this 2017 update, recognizing the need for coordination and collaboration with the cognizant entities and agencies.

Since 2007 Dewey Beach has seen some major developments and events:

- Review and amendment of the Towns Zoning Code (Chapter 185 of the Municipal Code) to align with the certified 2007 comp plan (2009).
- Plan updates. Interim reviews and certified updates of the 2007 comp plan in 2013 (fiveyear update) and 2015 (change in zoning district boundaries).
- Update of the Town's Flood Damage Reduction Code (Chapter 101 of the Municipal Code) to align with recent changes required by the Federal Emergency Management Administration (2015).
- Hurricanes Irene (2011) and Sandy (2012). These events required the evacuation of the Town and provided successful tests of the effectiveness of the Town's Emergency

Response Plan. They also caused significant storm- and flood-related damage, emphasizing the reality of sea-level rise and resulting in a strategic focus on SLR issues and planning.

- Bayard Ave. Drainage Project. This was a million dollar infrastructure improvement project
  to alleviate chronic flooding in the Bayard/Bellevue Ave area. Supported in part by monies
  from the Town's Infrastructure Reserve Fund and a State loan, this project was preceded by
  numerous public meetings to discuss the problem and evaluate engineering options and
  studies.
- Ruddertowne Redevelopment (now Lighthouse Cove; bay block between Collins and Dickinson Aves.) continues redevelopment of the old "Ruddertowne" property. It is now in Phase I.6, continuing construction of the Hyatt Place Hotel and luxury Residences at Lighthouse Cove condominiums. The planned construction of retail space, three Dewey landmark restaurants and the BayCenter conference center, a re-nourished and expanded bay-side public beach area at the end of Van Dyke Ave., and an expanded public bay walk has not yet begun.
- Financial Soundness. In 2008 Dewey Beach suffered an approximate \$800,000 budget deficit; in part a result of the widespread 2007/2008 economic downturn. This was followed by the retirement of the long time Town Manager, appointment of three different Acting Town Managers, and two new Town Managers, each of whom resigned after only brief periods in office. With the appointment of its current Town Manager in 2012, Dewey has shown positive budget results each year since 2013 and the Town's annual audits reflect that the General Fund and other self-committed funds are at adequate levels. The Town has an administratively restricted Beach Replenishment Fund of \$3.2 million for repair and maintenance of its Atlantic Ocean beach. (Financial Reports are available on the Town's website.)

## 3.5 2017 Plan Development Process

# 3.5.1 Comprehensive Development Plan Committee and Working Group

Established in January 2016, The Comprehensive Development Plan Committee and Working Group (Working Group) held its first meeting in February, and met in properly noticed public meetings once or twice a month thereafter. At the outset of this process the Comprehensive Development Plan Working Group and Committee established the following mission and overarching objectives:

#### Mission Statement

The mission and purpose of the Comprehensive Plan Committee and Working Group is to fairly address the interests and needs of the town's constituents, namely the residents, property owners, businesses, and visitors, in a way that results in a plan for Dewey's future that is balanced and ensures a stable and positive image and future for the town, optimizing its key attributes including a beautiful and healthy beach and bay, small town feel, vibrant family and social life, safety and quiet enjoyment, fiscal responsibility, and natural resources.

#### Objectives:

- review the Town's 2007 Comprehensive Development Plan and those of its neighboring Coastal DE municipalities and Sussex County,
- establish a shared vision of Dewey Beach 2035 that assures a stable and positive future for the Town, and

 develop an updated Plan that will engage all of the Town's stakeholders to work together to move the Town forward over the next 10 years toward that vision.

Through the course of over a dozen meetings in the spring and summer of 2016, the Working Group discussed the positive and negative attributes of the effective comp plans of the municipalities of Lewes, Rehoboth Beach, Bethany Beach, South Bethany, and Fenwick island, pros and discussed the Town's and region's future directions with guests, including our local Delaware State Senator Ernie Lopez and Representative Speaker Pete Schwartzkopf, Center for the Inland Bays Director Chris Bason, Rehoboth Beach-Dewey Beach Chamber of Commerce President/CEO Carol Everhart, and Delaware Secretary of Transportation Jennifer Cohan.

# 3.5.2 Vision, SWOT Analysis, and Planning Objectives

As a result of extensive discussions, the Working Group establishes a consensus on a set of vision statements for the future of Dewey Beach to guide public policy.

Vision

TBD - Vison Team

# **SWOT Analysis**

An analysis of the Town's Strengths, Weaknesses, Threats, and Opportunities (SWOT) was used to frame high priority recommendations. The result of this SWOT Analysis is presented below. Each recommendation is framed to leverage the Town's strengths to improve areas of weakness, mitigate recognized threats to the Town's well being, capture opportunities and/or further the Town governance goals identified in the Town Charter.

# **Strengths**

Unique Ocean beach / Bayside Small town ambiance Accessible / Walkable Seasonal rhythms Relaxing / People & pet friendly

# **Threats**

Increased congestion (Internal & external)
Sea level rise
Rowdiness image
Conflicts between stakeholder groups
Diminishing property values
Goals of Governance

## Weaknesses

Lack of town gathering place(s) Route One congestion / division Rowdiness image Lack of coherent, shared vision Variable revenue base

# **Opportunities**

Proactive Vision & Town Planning Robust shoulder season Leader in sea level rise mitigation Iconic gathering place(s)

Section 4 of the Charter of the Town of Dewey Beach enumerates five overarching goals for the general governance of the town and its residents:

- 1. Maintain peace and order.
- 2. Provide for the town's sanitation.
- 3. Protect the town's beauty.
- 4. Provide for the health, safety, convenience, comfort, and well-being of the population.

5. Protect and preserve all property, public and private.

# Planning Objectives

[[Note: the listed language for each objective should match that in the text]] Two sets of "planning objectives" are listed below. The first set are aimed at operational aspects of Town growth and governance that were developed within a vision of making Dewey Beach a better, safer, and friendlier town that serves all the town's constituents equitably and provides guidance for the next decade of the Town's evolution; these can largely be implemented by the Town as part of ongoing efforts for continual improvement.

The second set are aimed at guiding solutions to the four Critical Community Development Challenges posed herein; these will likely take a decade of work, work in close collaborations with external stakeholders and involving extensive community outreach and input.

# Planning Objectives tied to operational improvements

- The Town of Dewey Beach is characterized by a respectful and diverse culture that values quiet enjoyment in harmony with vibrant day- and night-time activities.
- The Town of Dewey Beach enables all stakeholder groups to contribute to Dewey's vibrancy, and to share in the costs and benefits of the Town's culture and commerce in a balanced way.
- The Town of Dewey Beach enjoys financial sustainability based on stable and predictable revenue sources and reasonable and predictable expenditures.
- The Town of Dewey Beach invests in itself and become recognized as a gem of a Mid-Atlantic small beach town; clean, beautiful and vibrant.
- The Town of Dewey Beach provides for the security and safety of all stakeholders within Town limits, including on its beaches and ocean and bay areas, in residential and commercial areas, and along Coastal Highway (SR-1).
- Dewey Beach town operations and governance are be recognized as efficient and effective in meeting the needs of this vibrant and evolving community.
- The Town of Dewey Beach has close working relationships neighboring communities to improve the long-term viability of the area and to protect the surrounding natural resources.
- The Town of Dewey Beach works to preserve the existing character of the Town and the diversity of its surrounding natural resources, and protect them in perpetuity by appropriate municipal code and effective Town governance.
- The Town of Dewey Beach takes a leadership position in, and responsibility for, protecting and preserving the natural environment in and around Dewey.
- The Town of Dewey Beach develops and maintains a strategy for long-term adaptation to sea-level rise that is supported by County and State policy, operations and funding.
- The Town of Dewey Beach's culture and commerce extends increasingly further into the Spring and Fall shoulder seasons.

## Planning Objectives tied to Critical Community Development Challenges

- 1. Establish a strategy for a level of resilience to sea-level rise that will protect the Town in the face of an incremental four foot rise in sea level.
- Resolve pedestrian and bicyclist safety issues created by the large volumes of traffic that pass through Dewey.
- Foster continuance of the character of the local communities within Dewey, and protect against the overcrowding and environmental degradation of excessive tourism.

- 4. Plan for the transformation of the bay-side to foster increased public access to the bay for people of all ages and an extension of the Town's commerce into the shoulder seasons.
- 5. Engage the entire Town in working tirelessly for the preservation and improvement of our precious natural environment.

## 3.6 DEWEY BEACH DEMOGRAPHICS AND HOUSING DATA

# 3.6.1 Demographics and Population Growth<sup>2</sup>

Based on U.S. Census data, the 2010 resident population of the Town of Dewey Beach was 341 persons, occupying 180 homes. This represents a decadal growth rate (13%); a dramatic slowing of that realized in the prior 10 years between 1990 and 2000 (almost 50%).

While trends would suggest continued population growth, the town is largely built-out and has no plans to annex adjacent land areas. Therefore, the majority of future population growth will be less the result of new-home construction as it is in Sussex County, and more the result of an increasing percentage of existing and new residents opting to live in Dewey Beach year-round.

The total number of dwelling units in Town is in the 1,500 to 1,800 range, and various estimates place the population of adult property owners in the range of 1,700 (adults registered to vote in Town elections) to 3,250; adding immediate family members might increase the number for the population of Dewey Beach property owners and family to around 6,500. Based on residential rental data and hotel occupancies, the collective occupancy of the Town can accommodate some 12,000-plus people, and some summer weekend days the count of bodies on the beach exceeds 30,000.

Because the value of Dewey Beach lies principally in its resort-like environment, careful planning is required to ensure that the town's infrastructure is capable of meeting the demands of its seasonal and transient populations, and that any growth in these populations do not place an undue burden on the community and its natural environment.

Finally, information regarding seasonal or occasional residents and visitors of all types is vital to a full understanding of the general service needs of the town. There is little reliable data available regarding these populations, so it may be important for the town to create strategies for developing its own data in this regard for future planning and policymaking activities.

While the Town knows a lot about its resident population through data collection by the U.S. Census Bureau, it has really very little quantitative knowledge regarding the majority of its property owners, who represent 85% to 90% of its citizenry. Additionally, the Town has little quantitative information on its large visitor population as a whole. This lack of knowledge makes it difficult, if not impossible, to craft relevant policy that is supportive of the majority of residents, property owners, and visitors.

In order to advance the planning objective of equitably addressing the needs of its residents, business and property owners, and visitors when formulating public policy and strategic planning, the Town should develop and implement a strategy for collecting and analyzing comprehensive data and information regarding its total population, including year-round residents, seasonal and occasional residents, business owners, and visitors.

<sup>&</sup>lt;sup>2</sup> Data from American Fact Finder at www.factfinder.census.gov

# 3.6.2 Housing

Estimates indicate that there are between 1,490 dwelling units (2010 Census data) and \_\_\_\_\_\_+ dwelling units (Town Beach Tax roll) in Dewey Beach. Here, housing, or dwelling units, are defined as one or more rooms, designed, occupied, or intended for occupancy as a separate living quarter, with cooking, sleeping, and sanitary facilities provided within the dwelling unit for the exclusive use of a single family maintaining a household and do not specifically include hotel, motel or bed & breakfast rooms. At just 10%, the housing growth rate in Dewey over the past decade has been markedly lower than the comparable housing growth rate in Sussex County (32%), which has been driven by the development of large tracts of undeveloped land. This is not surprising since over 80% of the residential-use land area of the town had been developed prior to the 1990s.

According to U.S. Census data almost two-thirds of the Town's housing was built before the Town incorporated in 1981. Since that date, new housing growth occurred under a zoning code that recognized two residential districts (only permitting detached single family housing in the northern half of Town, and permitting detached single family and multi-family housing in the southern half), and a resort business district permitting single family and multi-family housing and housing in mixed-use structures.

Approximately 40% of all housing units are detached single family structures. This is a much lower ratio than in the surround coastal municipalities (60% in Rehoboth to 100% in Henlopen Acres). Interestingly, the housing stock in Dewey is significantly older than that in Lewes, Rehoboth beach, Bethany Beach, South Bethany, and Fenwick Island, with approximately half of all housing built prior to 1970). This is likely due to much of the northern half of Town being developed in the 1960s on leased land, a situation regionally unique to Dewey. Additionally, the relatively large number of multi-family dwelling structures in Dewey sets the character of the Town's housing stock apart from that of its neighbors.

Finally, the Census Bureau data suggests that the amount of housing occupied by permanent residents in Dewey (12%) is dramatically lower than in the neighboring coastal municipalities (20% in Bethany Beach to 56% in Lewes). Notably, small changes in housing use (from a second home to a permanent residence) can result in relatively large increases in the resident population.

There are fewer than a handful of empty lots in Dewey, and so housing growth per se is going to be inconsequential in the future. However, much of the existing older, smaller housing is likely to redeveloped/improved during the next 10 to 20 years; adding to the potential resident and seasonal population.

In order to advance the planning objective of establishing a zoning code that encourages residential re-development and improvement in ways that preserve the existing sense of community while protecting and preserving the natural environment, the town should work to identify and define the character of those residential communities within each zoning district, and establish zoning and other municipal code that will encourage architecturally interesting design options while preserving those elements of the built environment that support the existing sense of community.

# 3.7 Transportation

Need a paragraph each about 1) local buses, DART & Jolly Trolley, 2) taxi & Uber, etc, and 3) New park and ride transportation center in Lewes

# 3.8 General Uses of Land

# 3.8.1 Existing Land Use

Map 3 Existing Land Use shows how each parcel in Dewey Beach was being used in 2004. Based on a walking survey by Townspeople, this map characterizes land usage as single family detached, single family attached, multi-family, commercial, institutional, or vacant. In 2004 only 10 parcels were listed as vacant; since then several have been developed. Map 4 shows the current Zoning Map.

The Town has always had two distinct residential zoning districts, distinguished by the type of housing permitted. In the Neighborhood Residential (NR) district only one detached single family home is allowed per parcel. The Resort Residential (RR) district allows for detached single family homes and structures with multiple dwelling units, and/or for multiple dwellings on a single parcel provided the parcel is large enough (3,600 square feet of land area is required per dwelling unit built upon that parcel).

The purpose of the NR district is to provide for medium-density residential development – typically one dwelling unit per 5,000 square feet of land area (approximately 8 dwelling units per acre) – together with such recreational facilities and accessory uses as might be necessary or are normally compatible with residential surroundings.

The main purpose of the RR district is to provide for residential development that, while still of moderate density is of greater density than that provided for in an NR district (typically one dwelling unit per 5,000 square feet of land area, but up to one dwelling unit per 3,600 square feet of land area on larger parcels; since most parcels are 5,000 square feet in size, this results in an effective average density of approximately 10 dwelling units per acre), together with such recreational facilities and accessory uses as might be necessary or are normally compatible with residential surroundings, and low-impact community and municipal functions. Consistent with these permitted uses, the current RR district includes two parcels used by the Town (Town Hall and the Lifesaving Museum) and one used by a non-profit institution, which includes a club house and children's playground.

Up until the 2009, when the Zoning Code was amended to align with the Town's 2007 Comprehensive Development Plan, there was a single commercial zoning district designated Resort Business (RB). This earlier RB district permitted commercial-use, mixed residential and commercial use, and dedicated residential-use structures.

In 2009 three commercial zoning districts were created, designated as Resort Business -1 (RB-1), Resort Business -2 (RB-2), and Resort Business -3 (RB-3). The RB-1 district is located in the south end of Town, containing two (2) hotels, four (4) restaurants, retail shops, a conference center, and a Marina. The purpose of this district is to provide sufficient space in appropriate locations for a wide variety of commercial and miscellaneous service activities. Intended to provide a "town center" environment, this district permits the most intense development of such activities.

The RB-2 district lines both sides of Coastal Highway (State Route 1). The purpose of this zoning district is to provide a middle level of commercial development intensity in a main-street like environment. A main feature of the RB-1 and RB-2 districts is that they provide for structures that are either entirely dedicated to commercial use or mixed, commercial and residential use. Purely residential-use structures are not a permitted use in either zoning district.

The RB-3 district occupies a mid-town area on the Bay side of Coastal Highway that includes a Hotel, two (2) restaurants, a civic organization and a children's' park. While most of this district has always been zoned Resort Business, there are many detached single family and multifamily residential use structures within its boundaries. The purpose of this district is to provide for the lowest level of commercial development in coexistence with dedicated residential land use. Unlike the RB-1 and RB-2 districts, detached single family homes and dedicated multifamily residential-use structures are permitted, along with commercial and mixed-use structures. In this regard, the current RB-3 district is most akin to the earlier RB district.

The Town Zoning Code has provisions for planned development overlays in the two residential districts and in the RB-1 and RB-3 districts, including relaxed bulk standards to facilitate residential development (NR and RR districts) and commercial and mixed-use development (RB-1), and commercial, mixed-use and residential-use development (RB-3) for a large block of land (100,000 contiguous square feet required in NR and RR districts; 80,000 contiguous square feet in RB-1 and RB-3 districts) rather than requiring separate structures on individual lots or parcels. Which bulk zoning standards may be relaxed, and to what extent are defined within the Table 2 Bulk Zoning Requirements within the Zoning Code for each specific type of overlay.

## 3.8.2 Future Land Use

Map 5 is the Town's Future Land Use map. There are two changes in land use incorporated in this map relative to Map 4, the effective Zoning Map. The first is trivial, incorporating the institutional-use (Dewey Beach Lifesaving Museum) parcel at 1 Dagsworthy St. into the RR Resort Residential zoning district. The municipal use of this parcel is a permitted use in RR district, and so doing avoids the need to define zoning code and define appropriate bulk standards for an "institutional" zoning district and dealing with the spot zoning concerns and treatment of other institutional use parcels that are already included in the RR district in Map 4.

The second change is to up zone those 6 residential-use parcels between McKinley St. and Rodney Ave. to RB-3 from RR. The rationale for this change is discussed in more detail in Section 4.2. Briefly, so doing creates new opportunities for expansion of the Town's commercial activities along the bay side while preserving the conforming status of the affected parcels.

# 3.9 Expansion of boundaries/development of adjacent areas

As shown in Map 6 Potential Growth and Annexation Areas, the land areas abutting the Town borders are all fully developed. And therefore, there can be no plans for the development of adjacent areas.

The abutting neighborhoods are parts of unincorporated Sussex County. Each has its unique sense of community and would prefer to remain autonomous. There are no plans for annexation of these areas. However, as discussed below, there is a realization for engagement and cooperation with these communities to address critical issues surrounding the negative effects from projected sea level rise and regional growth.

In addition, the populations – residents and visitors – of these areas do come into Dewey Beach, to partake of the Town's culture and commerce. They visit and walk their dogs on the Dewey's beaches, they contribute to the increasing congestion in Town and, in a manifold of other, ways burden Town services, often without directly contributing to the costs of Town operations. As such, Dewey Beach considers these areas as "areas of interest".

# 3.10 Development/Redevelopment Potential and Affordable Housing

There are no major parcels of undeveloped land in Dewey Beach, and so no opportunity for any substantial future development. Because of this situation, there are no locations suitable for a large development of housing sufficient to create affordable/workforce housing.

The only area considered in this Plan for redevelopment involves the re-zoning of six residential-use parcels, less than two-thirds of an acre total, from Resort Residential to a Resort Business designation (which permits dedicated residential development), to create an opportunity for substantive redevelopment of the Rehoboth Bay shoreline as discussed in Chapter 4.

#### 3.11 Infrastructure

## 3.11.1 Water and Wastewater

Municipal water and wastewater services are provided by Sussex County in conjunction with Rehoboth Beach. Sussex County maintains the water and wastewater infrastructure that serves Dewey Beach, and Rehoboth Beach supplies water and treats wastewater for Dewey Beach under a contract with Sussex County. Renewal of the contract for this arrangement was last approved by the Rehoboth Beach City Council in

#### Water

Rehoboth Beach water supply service has a supply capacity of 6.5 million gallons per day (mgd). An additional 1.9 mgd is permitted. As the 2010 Rehoboth Beach Comprehensive Development Plan explains, "there is a notable seasonal variation in the demand for water — consumption [by the City of Rehoboth beach] ranges from a low in March of 0.66 [mgd] to a high in July and August of nearly 3 [mgd]. Currently the City also serves an extensive area outside the City (The developments of Sea Air, North Shores, Breezewood, and the Dewey Beach Sanitary Water District). Water demand was estimated at 2.8 [mgd] in 1984 and is projected to rise in 2010 to an average of 4.6 [mgd] with a maximum daily demand of 6.9 [mgd]." And, "While current water supply and current water quality is not a constraint on future growth of the City, the new and growing land uses around the City's well heads pose future problems for the aquifer from which the City's water is drawn." Also noted in the 2010 Rehoboth Beach Comprehensive Development Plan is that, "Several critical water system improvements have been made over the past few years including a new waterline under Silver Lake ...; two new water wells and one relocated well at the Lynch Treatment Facility; the addition of fluoridation to all wells including the Lynch project".

Dewey Beach's water requirements are impacted by the seasonal influx of population during the summer months. During the fall and winter, the town requires an average of 0.25 mgd with a peak usage of 0.30 mgd. This demand jumps to an average of 1.1 mgd and a peak of 1.2 mgd during the late spring and summer months. Growth projections by the City of Rehoboth Beach suggest that its wells should continue to adequately meet the demands of Rehoboth Beach and the surrounding areas that its water supply service supplies, including the Town of Dewey Beach. And therefore the supply of clean water should not pose any constraint on future growth and development in the Town. According to a \_\_\_\_\_\_ report from Sussex County (?), the water provided to Dewey Beach meets or exceeds all federal and state requirements

#### **Wastewater**

Wastewater treatment services for Dewey Beach are contracted in the same manner as its water services. The Town is within the Dewey Beach Water and Sanitary Sewer District managed by Sussex County. Sussex County contracts with Rehoboth Beach to treat the wastewater from Dewey Beach at the City of Rehoboth Beach Wastewater Treatment Facility (WWTF). The existing WWTF was built in 1989 and was upgraded in 1994 and 1997 to

implement biological nutrient removal and chemical phosphorus removal. In addition to Rehoboth Beach, this facility serves the developments of North Shores (4% of flow) and Henlopen Acres (4% of flow), and the Dewey beach Sanitary Water District (36% of flow). The WWTF is designed to provide advanced tertiary treatment to 3.4 mgd, and is capable of treating a peak demand of 5.4 mgd. Approximately 1 mgd of the facility's normal operating capacity is allocated to serve Dewey Beach.

As cited in the 2010 Rehoboth Beach Comprehensive Development Plan, "The Federal Clean Water Act requires states to identify waterbodies that do not meet water quality standards and to impose a 'Total Maximum Daily Load' (TMDL) on both the point and non-point sources that discharge to the water body. The TMDL is intended to limit the pollutant discharges so that the water quality will improve. In 1996, portions of both the Indian River and the Rehoboth bay were listed as water quality impaired and subject to the development of a TMDL. The TMDL was issued in August 1998, and required that 'all point source discharges which are currently discharging into the ... Rehoboth Bay, and their tributaries shall be eliminated systematically.' Thus, the Rehoboth Beach WWTF, which discharges into the Lewes-Rehoboth canal, had to find an alternative method to discharge its treated wastewater." The one operational and enforcement action for sewer and water in Rehoboth's 2010 Comprehensive development Plan is, "Select and fund a wastewater discharge method." Execution on this action is still pending.

Continued water and sewer service are critical for the on-going reputation of Dewey Beach as a National Five Star Beach and prime tourist destination. Rehoboth Beach's effective comprehensive development plan calls for the City to cooperate and consult with the jurisdictions responsible to monitor and manage the land uses and impervious cover near their wells, including Sussex County and the State of Delaware, to protect these wells from new and growing land uses in the area. In a similar manner the City is working through selection, funding, and development of an effective method for the disposal of treated effluent from its WWTF. As a major customer of Rehoboth Beach's water and sewage treatment facilities, Dewey Beach needs to be aware of the operational status of these facilities and cooperate with Rehoboth Beach as it works to maintain and improve its water and sewage treatment facilities.

#### 3.11.2 Stormwater Management

As stated in the Town's 2007 Comprehensive Development Plan, "Stormwater Management continues to be a problem in Dewey Beach." True in 2007; still true in 2016.

The Town's stormwater management system is comprised of two parts:

1) a network of stormwater catch basins, culverts and buried storm sewer pipes, and drainage ditches that direct stormwater from Coastal Highway (SR-1), Bayard Ave., and the side streets between Coastal Highway and Bayard into Rehoboth Bay.

The Town had severe storm water drainage problems on Bayard Avenue (special flood hazard area). This street historically flooded during heavy thunderstorms, and Rehoboth Bay tidal surges. The Towns network of storm water catch basins, culverts, buried storm sewer pipes, and catch basins needed substantial changes to adequately drain storm water. The area involved included several blocks (Bellevue, New Orleans, Saulsbury and Swedes Sts.; three townhouse developments, single family homes and a motel. Standing water after storms left up to two feet of water and often took several days to drain. The Town worked with an engineering firm to develop a floodplain mitigation plan. The estimate for completion of the project was \$927,675. With a combination of Town funding and a 10 year loan at 2% interest through DNREC the project began and was competed in 2012. The project included substantial changes to the water drainage system, installation of a water pumping station, restoration of Rehoboth Bay wetlands and resurfacing the street. The Town continues to maintain and

operate the pumping station and has developed an emergency response plan when emergency operation of the pump fails.

In 2013 the Town commissioned a storm water drainage master plan covering the flood hazard areas bordering the Rehoboth Bay west of Coastal Highway. While the Town is looking for ways to move parts of this plan forward, the Town Commissioners approved the improvement to a portion of the special flood hazard area at the Rehoboth Bay end of Read Avenue. The street ends on Rehoboth Bay, and historically has had flooding due to storm runoff and tidal surges. The drainage system had "duck bill" discharge controls installed that have deteriorated and failed to prevent bay water from back filling the drainage system and failed to open during storm conditions. The Town worked with Sussex County to clean out the drains and engaged a contractor to replace the current duck bills. The new system was in place by early 2015. The duck bills helped to some extent but has not alleviated the drainage issues, or major tidal surges.

In 2016 the Town partnered with the Delaware Center for Inland Bays (CIB) for a Surface Water Matching Planning Grant to develop a prioritized green infrastructure storm water plan for the geographic mapping area adjacent to the Rehoboth Bay. The second phase will build upon the existing master plan and mapping efforts as conducted by Cotten Engineering, as part of a Clean Water Advisory Council Grant and Surface Water Matching Grant in 2012, which identified possible best management practices to address storm water management and nutrient reductions for water draining into Rehoboth Bay. The Town of Dewey Beach will partner with the CIB and Delaware Department of Transportation along with other state and county agencies.

2) a network of catch basins, culverts and buried stormwater sewer pipes, and drainage ditches that drain side streets in the north end of Town and King Charles Ave. (SR-1A) into Lake Comegys/Silver Lake.

No action has been taken on following up any of the recommendations in the \_\_\_\_\_\_ Clean Water Grant – which also addressed flooding mitigation – with the development of engineering solutions as part of the pathway to implementation. While some effort was undertaken to clean out stormwater sewer lines, there is no strategic plan on routine and/or recurring maintenance. In fact, the overall status of the catch basins, culverts, and stormwater sewer lines are unknown. It is visually obvious that the drainage ditches in both drainage systems are impaired. To further complicate the situation, it is unclear who is responsible for maintenance, repair, and/or improvement of the various elements of these stormwater drainage systems. As if to emphasize the need for inspection and maintenance/improvement, in September 2016 high spring tides resulted in severe flooding on streets abutting Rehoboth Bay and heavy rains resulted in standing water on streets and in drainage ditches in other parts of town.

In 2016 the Town, in collaboration with Center for the Inland Bays was awarded another Clean Water Grant to examine and prioritize possible environmentally responsible solutions to mitigating particulates and pollution returned into the Rehoboth Bay following flooding events. In the context of stormwater management, it has to be clear that a comprehensive solution must both reduce flooding from rising tides and storm driven waters from the Bay, as well as treating flood waters – from Bay flooding and increasingly intense rain events – to remove particulates and pollutants prior to returning to the Rehoboth Bay and Lakes Gerar/Silver Lake. This grant includes funding to mitigate Bay flooding as a way to reduce the introduction of pollutants into the Bay.

In order to achieve the planning objective of having a stormwater drainage system that minimizes flood damage to properties due to excessive rainfall and maximizes the prompt removal of flood waters due to bay flooding and ocean breaches, while contributing to the beauty of the Town's natural environment, the Town should:

- negotiate/renegotiate appropriate Memoranda of Understanding with DelDOT and/or other cognizant State agencies for the routine inspection of, and repair, maintenance, and/or upgrading of the Town's stormwater drainage infrastructure;
- work/continue to work with Center for the Inland Bays, DNREC, DelDOT, Army Corps of Engineers, and other cognizant State and federal agencies to ensure resources are available to develop, fund, and implement robust, aesthetically pleasing, and environmentally responsible solutions to stormwater management along the Town's Rehoboth Bay shoreline and King Charles Ave.; and
- insure that any stormwater system improvements will be capable of handling future anticipated sea-level rises during their design lifetime.

## 3.11.3 Sidewalks, Crosswalks, and Bike Lanes

The Town has sidewalks along Coastal Highway (SR-1), and a short distance along King Charles Ave. (SR-1A) between Houston and Saint Louis Sts. There are 16 crosswalks along Coastal Highway between Collins and Bayard Aves., about half of which are controlled by traffic lights. There is a bike lane through Town along Coastal Highway that is significantly broader than the dedicated DelDOT bike lanes along Coastal Highway north and south of Town.

There are major safety-related issues with the existing sidewalks. Foremost of these results from the sidewalks being narrow and interrupted by power line poles. There is insufficient space in many areas of the sidewalks for the number of people using them, as well as children on bicycles and families with strollers and mobility impaired persons in wheel chairs. This is true during the day when the streets are full of beachgoers, in the evenings when the restaurants and bars are active, and in the early morning when the bars and restaurants let out and there is a lot of vehicle traffic on Coastal Highway. Patron occupancy in the Town's restaurants is approximately 9,000, patrons who are leaving these establishments around 1:00 am and moving onto the sidewalks of Coastal Highway in the seven blocks between Dickinson Ave and Saulsbury St. A potential pathway to broadening sidewalks and improving overall pedestrian safety is to eliminate the parking of delivery trucks along Coastal Highway and splitting space currently used for deliveries between a reduced dedicated bike lane and an expanded pedestrian walkway.

Additionally, the sidewalks contain obsolete curb cuts that provide an uneven surface along the length of the sidewalk in some areas, that poses a tripping hazard to many who reasonably expect a uniform surface, and the special surfacing for vision impaired persons has deteriorated or is missing at many intersections along Coastal Highway.

Many of the crosswalks are at intersections on SR-1 that do not have traffic controls. Crossing Coastal Highway at these intersections is dangerous because the high volume of traffic seen during the summer tends to not stop for pedestrians about to enter the crosswalk area. Crossing at controlled intersections is often frustration because the interval between stop lights for traffic along SR-1 is long and the crossing signals are short. This tends to "encourage" pedestrians to cross in the middle of the block when they see an opportunity, rather than proceeding to the next intersection.

Automotive congestion is only one of the problems facing Dewey Beach. The Town also has experienced ever increasing numbers of pedestrians and bicyclists, skate boards and hover boards, and scooters in recent years. Of particular concern is the way in which these modes interact and compete with automobiles and trucks. Although the Town has sidewalk and bike lane infrastructure along Coastal Highway, the bike lanes are also used extensively for large delivery trucks. The result is that cyclists are forced to merge into and ride in busy, and often fast moving travel lanes.

A second issue with respect to the bike lanes is that there is no physical barrier between these lanes and the vehicle travel lanes, as employed in other jurisdictions to separate different modes of transportation to enhance pedestrian and cyclist safety.

In order to achieve the planning objective that sidewalks, crosswalks, and bike lanes in the Town are safe for everyone, especially for children, seniors and persons with mobility challenges the Town should work with DelDOT and other cognizant state agencies, and Delmarva Power, to establish an improvement plan for Coastal Highway in Dewey Beach that provides for the safe and crossing use by the volume of pedestrian, bicycle and scooter, and vehicular traffic typical during the summer season

#### 3.12 Town Services and Facilities

The Town of Dewey Beach was chartered by the state of Delaware in 1981. According to Section 3 of the Charter, "The government of the Town and the exercise of all powers conferred by [its Charter] ... shall be vested in the Commissioners of Dewey Beach. The Commissioners of Dewey Beach shall consist of five members ... One of the said Commissioners shall have the title of "Mayor of the Town of Dewey Beach ..." The Town holds annual elections in which property owners and long-term lease holders are eligible to vote. Commissioners are elected to staggered two-year terms; the Mayor is chosen for a one-year term by a vote of the Commissioners, and serves as chief executive of the Town.

The management of Town operations is directed by a Town Manager, who is hired by the Commissioners, and is responsible to them for the proper administration of the affairs of the Town placed in his/her charge. The town manager currently supervises the Chief of Police (Police Division), and Director of Accounting and Human Resources, Director of Finance, Building Official, Lifeguard Captain, Maintenance Supervisor, Parking Supervisor/Code Enforcement, and a number of other town employees in the Administrative Division of Town Hall.

#### Police and Lifequards.

The Dewey Beach Police Department currently has a staff of eight full-time sworn-in officers, six part-time sworn-in officers, and four support staff. Patrol divisions work four ten-hour shifts. The part-time officers are utilized to assist the full-time police officers during the summer months which bring an increase in calls for service. They also assist during special events. During the summer months the permanent police force is augmented by a force of seasonal police officers.

The Dewey Beach Patrol is managed by a Beach Patrol Captain who is a regular part-time employee of Dewey Beach. The Beach Patrol employs some 50 Open Water Rescue Certified Lifeguards/Emergency Medical Responders during the summer season. Weather permitting, the Beach Patrol is on duty 9:00 am to 5:00 pm from the Friday before Memorial Day through Labor Day. The Beach Patrol is also responsible for running a Junior Lifeguard program and youth evening sports activities on the beach.

**Trash.** Trash and recycling collections in Dewey Beach are provided by private companies under contract to individual property owners. Additional County facilities are available for the disposal of bulk trash, yard waste and recycling materials. The Town is currently working toward developing and implementing a plan in which a single vendor would be responsible for townwide bi-weekly trash and weekly recycling removal by a single vendor, the costs of which would be paid for by individual property owners.

#### 3.12.1 Facilities

The Town maintains four facilities: Town Hall, the Town Hall Annex, the West Rehoboth Beach Annex, and the Lifesaving Museum. Town Hall is located at 105 Rodney Ave. It houses most Administrative and Police personnel and functions. The Administrative side of Town Hall is open for business Monday through Friday 9:00 am to 4:30 pm year round, except for Federal and State Holidays. It also houses Delaware Alderman's Court No. 203, and a small second floor conference room. For at least ten years, Town officials have recognized that its personnel needs have outgrown this facility.

The Town Hall Annex is located adjacent to Town Hall at 1205 Coastal Highway. This facility was acquired in 2015, to serve as the site of a new and/or expanded Town Hall. Its current uses include a small, conference room for Town committee meetings, a cashier's office for parking permits, and a staging area for Maintenance and for Seasonal Police and Code Enforcement Officers. This facility includes two bathrooms.

The West Rehoboth Beach Annex is located 19807 Hebron Rd., Rehoboth Beach, DE 19971. It is a two story structure that is regularly used for maintenance operations and the storage of seasonal equipment and lifeguard stands. It also serves as the Town's off-site, Emergency Management headquarters as described in the Town's 2008 Emergency Management Plan.

The Lifesaving Museum at the Atlantic end of Dagsworthy Ave. consists of a large meeting room, a pair of bathrooms, a smaller side room, and a large, outside deck. Its primary uses are as an operations base for the Dewey Beach Patrol during summer season days, for Town Commission and Committee meetings year round, and as a Town Polling Place during annual elections. Information regarding town services and regulations is available on the town's official website (<a href="https://www.townofdeweybeach.com">www.townofdeweybeach.com</a>).

In order to achieve the planning objective of having the Town's facilities effectively support operations and services recognized as efficient and effective in meeting the needs of this vibrant and evolving community, the Town should evaluate its space needs initiate plans to acquire, sell, or modify any and all facilities as required for normal and emergency operations over the coming decade, and beyond.

# 3.12.2 Emergency Fire and Rescue, and Medical Care

Fire and emergency rescue services are provided by the Rehoboth Beach Volunteer Fire Company Station 1, located about 1 mile away from the center of Dewey Beach. These services appear to meet current and anticipated future demands.

# 3.12.3 Emergency Management Plan

The Town established a DEMA-certified Emergency Management Plan in 2008. During Hurricanes Irene (2011) and Super Storm Sandy (2013) elements of this plan were followed to notify residents and visitors of State-mandated evacuations and the staffing of the Town's EMP headquarters.

#### 3.12.4 Financial Situation

The Town operates on an annual budget of approximately \$3 million. For the Fiscal Year 2015/2016 just completed, the major sources of revenue came from Real Estate Transfer Tax (\$550 K) and Building Permits (\$263 K), Accommodation Tax (\$468 K) and Business Licenses (\$310 K), Parking (permits, meters and fines totaling \$1,078 K) and other Fines (mainly ordinance and traffic violations totaling \$129 K), and Dog Licenses (\$34 K). On the expenditure side, costs are for year round Administrative Operations (\$1,091 K) and Police Operations (\$1,090), and for Summer-season Lifeguard (\$325 K) and Seasonal Police (\$350 K). The FY2015/2016 Audit showed an operational surplus of \$300 K. In addition, the Town annually collects approximately \$184 K through a Beach

#### **Vision**

### Climate Change

The Town's strategic response to climate change preserves its culture and commerce over the next 50 to 100 years.

Replenishment Tax, which is based on real estate property values. These monies are in a fund established in and restricted by the Town Charter solely for the protection and preservation of the Atlantic Ocean Beach. This fund balance currently exceeds \$3.5 million.

The Town's financial situation is strong; an achievement the Town has proudly maintained without a property tax. That being said, the Town is facing a near term build out of new Town space and its aging infrastructure is likely to require expensive repairs and improvements in future years. One example of such an infrastructure repair/improvement was the recent \$1 million Bayard Ave. drainage system. The Town doesn't currently have a 5- or 10- capital expenditure plan.

In order to achieve its planning objective of financial stability based on stable and predictable revenue sources and reasonable and predictable expenses the Town should undertake a comprehensive evaluation of infrastructure needs, and establish/fund an appropriate long-term capital improvement plan.

#### 4. Critical Community Development Challenges

There are four Grand Challenges that must be addressed by the Town of Dewey Beach over the coming decade:

- The natural threat posed by sea level rise;
- The man-made threat posed by overcrowding;
- The opportunity presented by a transformative redevelopment of the bay-side;
- The opportunity presented by the celebration of nature.

#### 4.1 Climate Change and Sea-Level Rise

The sea-level rise driven by global climate change is the single direst threat to the continued existence of Dewey Beach. Many sea-level rise models are now predicting a three foot to six foot increase in effective sea level rise by 2100, or more. A three foot increase in local sea level would be catastrophic for Dewey Beach without effective resilience measures put in place long before such a 3 foot rise was realized.

Between 2013 and 2015 the Federal Emergency management Agency (FEMA) proposed and adopted a new set of Flood Insurance Rate Maps (FIRMs) nationwide. Dewey Beach participates in the FEMA Community Rating System (CRS) program, which enables property owners in Dewey Beach to purchase flood insurance through the National Flood Insurance Program at a marked discount from what one would have to pay sourcing such insurance through a private third party. As part of the responsibilities to participate in the CRS, Dewey Beach was required to adopt new Flood Damage Reduction ordinance, which it did by amending Chapter 101 Flood Damage Reduction of the Town Municipal Code in February 2015 so as to conform to the updated FEMA requirements.

The new FIRM for Dewey Beach became effective on March \_\_\_, 2015, and is reproduced as Map 7. About half of the Town is in a Special Flood Hazard area. The contours represent 1% annual probability flood levels. The two major differences between the now effective and prior FIRMs are: inclusion of a VE special flood hazard area along Rehoboth Bay, and more convoluted boundaries between AE and AO special flood hazard areas. The latter largely due to higher accuracy topography used in formulating said boundaries. In AO special flood hazard areas flooding is expected to be due to run off, as from heavy rains or the a storm-driven breach of the ocean dune; in AE areas, from rising water levels in a body of water such as Rehoboth Bay; in VE areas, from high-velocity storm-driven waves over and above the elevated water levels in adjacent bodies of water.

Most perspectives to increasing resilience to sea-level rise include several options:

- adaptation of zoning regulations and building practices to accommodate rising sea levels and increased storm severity,
- protection of properties and resources, and
- planned retreat in the face of rising sea level and the subsequent inability to provide infrastructure services to certain properties.

A Delaware Statewide Adaptation Plan for Sea Level Rise is being developed under DNREC's Delaware Coastal Programs. The adaptation plan, when complete, will recommend policy changes and practices that will ensure that Delaware makes informed policy and investment decisions today to prevent damage and losses to infrastructure, resources and homes tomorrow.

Data collected and analyzed by the DNREC Sea Level Rise Technical Group (see Preparing for Tomorrow's High Tide; Sea Level Rise Vulnerability Assessment for the State of Delaware, 2012) for the show an average rate of relative sea level rise in Lewes, DE over the past 100plus years of 3.2 millimeters per year. Analysis of the data over the most recent 30 years gave a rate of increase approximately twice that. This is the result both of an increase in global ocean levels and land subsidence in Coastal Delaware. In its report the Technical Workgroup chose to recommend a range of three scenarios to DNREC because it is not possible to precisely predict future rates of sea level rise. The three scenarios can be used as a planning tool to determine a range of potential outcomes and options. The Technical Workgroup's low scenario was a sea level rise of 0.5 meters (1.6 feet) between now and the year 2100. This scenario is slightly higher than the current rate of sea level rise in Delaware and is partially based on low estimates for future global warming. The high scenario was a sea level rise of 1.5 meters (4.9 feet) between now and the year 2100. This scenario is based on higher estimates of future global warming. The intermediate scenario was 1.0 meter (3.3 feet) between now and the year 2100, and is based on moderate estimates of future global warming. In each scenario the rates of sea level rise increase with time, consistent with expectations of most climate scientists.

Since this report, the effects of melting and loss of the western Antarctic ice cap – which were omitted in prior sea level rise calculations – have recently been determined to possibly add

another 3 feet of sea level rise this century – making the Technical Group's worst case scenario possibly the most likely scenario. From a best-case perspective the Town is facing about a one foot increase in effective sea level rise over the next 50 years; worst case, likely a two and a quarter foot rise. The worst case scenario places a 3 foot SLR at around 2080, a mere 65 years in the future.

A good tool to envision the impact of various levels of sea level rise and the resulting coastal flooding is provided by the National Oceanographic and Atmospheric Agency (NOAA) and can be found at <a href="https://coast.noaa.gov/slr">https://coast.noaa.gov/slr</a>. Reproductions of maps for Dewey Beach under scenarios of 1 foot, 2 feet, 3 feet, and 4 feet of sea level rise(SLR) are reproduced in Map \_\_\_\_. The data presented in these maps are for mean high tide; which for any reasons is more helpful for the formulation of public policy than maps showing mean sea level. Tidal data for Dewey Beach based on the can be viewed at <a href="http://waterdata.usgs.gov/nwis/uv?site\_no=01484670">http://waterdata.usgs.gov/nwis/uv?site\_no=01484670</a>, which shows the output of the US Geological Survey tide gauge at Head of the Bay Cove, referenced to the 1988 North American Vertical Datum. While "normal" high tide levels are generally around 1.0' above mean sea level, monthly neap tides might reach 2' above mean sea level and high tides during severe storms can easily reach 3.0' and higher. During Superstorm Sandy the high tides exceeded 6'.

Looking at the NOAA data, at 1 foot SLR (sea-level rise) there doesn't appear to be much change from the flooding situation experienced today; at 2 feet SLR, about half of the properties between Dagsworthy and Rodney (those closest to the Bay) and most of the marshland south of Town are underwater at normal high tides; at 3 feet SLR, almost all of the land area abutting Rehoboth Bay west of Coastal Highway is under water at high tide; at 4 feet SLR flooding at high tide crosses Coastal Highway and extends northward along Bayard Ave. past Swedes St.; at 6 feet SLR all of Coastal Highway south of Swedes is under water at high tide and much of the beach blocks in the south part of Town as well. One also has to consider the effects of spring tides which often are a foot or so higher than mean high tide, and of storm driven waters which include an additional foot or two for wave height. During Super Storm Sandy the storm surge at high tide was 6 or 7 feet. Two feet of SLR and another Sandy would result in most of the southern half of Dewey Beach being under water for an extended period of time.

To emphasize how this is not a local Dewey Beach problem, at 3 feet SLR most of Coastal Highway from the south end of Dewey Beach to the Indian River Inlet is under water at high tide. Coastal Highway is an emergency evacuation route, and in the face of modest sea level rise and increasingly severe storms it will be a challenge to the State and DelDOT to keep Coastal Highway available for use for emergency evacuation and emergency responders. And, while Rehoboth Beach will not be significantly affected by a 3 foot SLR, the western portions of Bethany Beach, South Bethany, and Fenwick Island would be devastated in manners similar to that for Dewey Beach.

The Technical Groups worst case scenario (perhaps a most likely scenario when correcting for lost Antarctica ice mass) a local sea level rise of 1 foot might occur as soon as 2035; 2 feet of SLR, by 2060; and 3 feet of SLR, by 2080. While 65 years (worst case scenario estimate regarding a 3 foot increase in SLR) seems a long way off, the projected period between a 2 foot increase which the Town should be able to adapt to, and a 3 foot increase which could be catastrophic without a major effort toward protection might be a mere 20 years. Because any solution to preserve the continued viability of Dewey Beach will be extraordinarily expensive and take time to effectuate, the time is soon coming upon us to start planning and saving.

Local flooding is not only an issue driven by rising sea levels, but from intense rain events from increasingly severe storms. Following the heavy rains associated with Tropical Storm Julia (September 29,30 2016) there was extensive flooding on streets outside of the Rehoboth Bay

basin that persisted many hours after the storm passed due to degrade stormwater management systems. In short term, the Town needs to repair and/or improve its stormwater systems; in the long term it needs to address increased resilience in a manner that is consistent both with national best practices and State of Delaware policy.

If the Town does nothing now, much of the southern half of Dewey Beach will become uninhabitable with a two foot to three foot rise in sea level. Based on generally accepted estimates of the rate of sea level rise, this could happen as early as 2050. Most of us won't be here, but it is for us to plan for the benefit of our grandchildren.

In order to achieve the vision of a sustainable Dewey Beach over the next 50 to 100 years, within the next 10 years the Town must establish a responsible strategy for resilience to rising sea levels that will protect the Town in the face of an incremental four foot rise in sea level.

Such a strategy must be aligned with the State's sea-level rise policy and leverage State and Federal resources. It should responsibly address adaptation, protection and/or planned retreat.

# Adaptation

Adaptation is an easy step to take by straightforward amendments to the Zoning Code to ensure that a house built today will be habitable and safe from flooding over the coming 30 to 50 years.

**In order to achieve the planning objective** of a house built today being habitable and safe from flooding over the coming 30 to 50 years, the Town Zoning Code should be amended to:

- increase the required amount of freeboard (currently 1') by an amount equal to what one should reasonably expect for sea level rise over the coming 30 to 50 years;
- establish mechanisms by which houses built in any flood zone prior to the implementation of Dewey's first Flood Insurance Rate Map (FIRM), may be elevated to the effective minimum building elevation as a protective measure;
- establish locally designated flood prone areas in anticipation of FEMA expanding its designated flood zones in the face of future sea level rise.

## **Protection and Planned Retreat**

Any activities aimed at protecting flood prone areas along the Rehoboth Bay will require cooperation with a variety of State and Federal agencies, as well as coordination with neighboring Towns and unincorporated communities in Coastal Delaware. Hard armoring as an approach to protection is discouraged in favor of "softer" approaches like beaches and living shorelines. Establishing a living shoreline, possibly including bay-side beaches and nature preserves, is an approach that might significantly extend the viability of Dewey Beach, and its neighboring communities.

Establishing a policy for planned retreat is difficult. However, since it is quite likely that a quarter to a half of all Dewey beach properties – those in the northern Neighborhood Residential zoning district – will survive predictable levels of sea level rise and thrive well into the 22<sup>nd</sup> Century, the alternative, establishing policy regarding how to protect one portion of a community and who is going to pay for so doing, is also difficult.

# 4.2 Overcrowding

Externally, Dewey is bisected by Coastal Highway (SR-1). Increases in residential and commercial development countywide have been leading to ever increasing levels of traffic through Dewey Beach on SR-1. This results in increased pollution and ever-increasing threats to the safety and well being of pedestrians and bicyclists in Town. Internally, the built environment of the Town is fully developed. Much of this housing dates to the mid-1900s, and is comprised of 1-3 bedroom homes ready for renovation and/or improvement, which are now being replaced by much larger homes. This, combined with the increasing numbers of day-trippers from the new interstate transportation hub in Lewes, is threatening to produce a level of overcrowding that is beginning to negatively impact much of what we all love about the openness and natural beauty of this place.

A universal concern of the Comprehensive Development Plan Committee and Working Group members was that if all of the older housing stock in Dewey were developed to the maximum size and occupancy permitted by current zoning code (current zoning code has limits on size but not on occupancy) the transformation of the Town – NR and RR districts alike – would be undesirable and unacceptable.

Two other significant sources of potential future congestion derive from i) high occupancy residential rentals, a potential problem similar to the mini-hotel issue being addressed in neighboring Rehoboth Beach; and ii) day trippers coming in on busses from the DART Transportation Center in Lewes, which is anticipated to be fully operational in 2017.

The construction of excessively large homes and rental units to act as mini hotels are issues that can be addressed within the Town's Zoning Code, by reducing bulk standards for residential structures regardless of usage, and adding a new

standard for occupancy of residential rentals. Increased congestion from day trippers from the new Transportation Center will require policy decisions by the Town regarding whether or not to encourage this form of tourism (which will likely stress the Town's services and infrastructure without providing significant monetary compensation). If the decision is to encourage it, the Town will need to establish the requisite infrastructure, including bath houses and public toilets. If the decision is to discourage it, then the Town needs to work with the cognizant parties to incorporate signage at the Transportation Center to encourage patrons to visit the State Parks which have appropriate bath and sanitary facilities. This is not a situation that should be left to develop without thoughtful Town input.

In order to achieve the vision of a Town that respects and maintains the character of its local communities and protects against overcrowding and the environmental degradation from excessive tourism the Town needs to enact policy and Zoning Code amendments to reduce maximum size(s) of permitted residential structures and the occupancy of residential

structures and the occupancy of residential rentals, and to limit the number of day trippers brought in from the new Transportation Center in Lewes.

#### Vision

#### Overcrowding

(External) Coastal highway is a safe, enjoyable way to get around Dewey Beach.

(Internal) Zoning Code fosters continuance of the character of the local communities and protects against overcrowding and the environmental degradation from excessive tourism.

The situation today with regards to vehicular and pedestrian/bicycle traffic on Coastal Highway (SR-1) is unsustainable. If nothing changes, with ever increasing levels of traffic it is only a matter of when a tragic accident is going to happen in Dewey Beach. Some of the contributory issues include extensive J-walking, which is encouraged by the existing medians; excessive speeds and level of vehicular traffic, aggressive driving and running of red lights; inadequate sidewalks; parking of delivery trucks in the State-designated bike lane during daytime hours.

In order to achieve the vision of a Coastal highway that is a safe, enjoyable way to get around Dewey Beach, the Town needs to work with all cognizant entities, including DelDOT and DelMarVa Power, to create a transportation corridor improvement plan for Dewey Beach that will be funded and followed through on by the State.

# 4.3 Transforming the Bay-side

The major opportunity for development in Dewey is the bay side; to expand bay side beaches and open space accessible to the public, to foster new businesses along the bay, and to create a one- to two-mile nature walk that will enhance life and tourism into the shoulder seasons. Development of the Bay-side must be done in a coherent manner, along with preservation and improvements of the ocean-side and surrounding natural resources.

The Town of Dewey Beach is bordered by two major bodies of water (the Atlantic Ocean and the Rehoboth Bay). The continued replenishment of the ocean-side dunes is a given and should be supported and preserved in any manner necessary.

The Bayside presents an opportunity for both increased resilience to rising sea levels and expanding the Town's commerce into the shoulder seasons. Doing so in a coherent and productive fashion will require consensus among various Town stakeholder groups, planning across various State and Federal agencies and local communities, and budgeting. The following are some high level opportunities and priorities that should be considered.

- The Bayside has the greatest opportunity to address resilience to sea-level rise and flooding dynamics;
- The Bayside has the greatest opportunity to address many of the quality of life issues for the preservation and improvement of Dewey Beach; and
- The Bayside can address many of the pedestrian, recreational and commercial embellishments that will enhance the Town in the eyes of its stakeholders.

#### The Concept

The town, working with neighboring communities and State and Federal agencies like the Army Corps of Engineers and DNREC, establishes a plan to create a natural sea wall along the bay side of Dewey Beach, Tree Tops, Seabreeze and County Manor (and possibly south of Dewey as well). This natural buffer would likely consist of beaches and dunes, wetlands, weirs similar to that incorporated into the Bayard Ave. Drainage Project. Materials for this natural sea wall might come from increased dredging in the inland bays, and the sea wall would protect against increasing sea levels and storm-

# Vision Bay-side Transformation

The natural and manmade elements of the bayside are transformed to foster increased awareness of nature, increased public access to the bay for people of all ages, and an extension of the Town's commerce into the shoulder seasons. driven high tides.

An elevated nature walk would be constructed on top/along the reclaimed bay front. This would both provide a new draw for tourists and nature lovers, it would also provide for a secondary

route for pedestrians and bicyclists to pass through Town avoiding Coastal Highway.

The nature walk and bay beaches and wetlands would provide a dramatic enhancement of public access to the Rehoboth Bay, and take some of the pressures from increasing congestion off the ocean beaches. Additionally, businesses along the bay side would directly benefit from increased foot traffic in the shoulder seasons, as would all businesses in Town.

Realization of this bold initiative would be a very long term process. It would begin with visualization of the possibilities. Creating a design competition with students or retaining a design firm to aid with the concept development will allow for dialog with all stakeholders. Ideally, this visualization and dialog would lead to the long-term planning required for a phased realization. The first step in this process is the rezoning of a handful of residential-use properties along the bay shores between McKinley St. and Rodney Ave.

# Vision Celebration of Nature

Coastal Delaware is a sustainable habitat for local and migratory species, including birds, pollinators, fish and marine mammals that is international recognized for its environmental stewardship and year round eco-tourism destination.

There are many head winds to a bold concept like this. Yet, it is imperative that both the environmental issues and the cultural desires be addressed in order to ensure that Dewey Beach thrives over the next 50 years.

In order to achieve the vision of a bay-side transformation, within the next 10 years the Town must establish a coherent set of plans for the stabilization of the bay shoreline, increased public access to the bay for people of all ages, and an extension of the Town's commerce.

**In order to achieve the planning objective** of a transformed bay side, the Zoning Code should be amended to address appropriate commercial activities along this newly revitalized commercial strip.

## **4.4** Celebration of Nature

Dewey Beach and the other coastal Delaware communities occupy an awesome and unique natural environment, nestled between pristine Atlantic Ocean beaches and the tranquil inland bays. This string of coastal towns occupies a strategic portion of the migratory path and breeding pattern of many kinds of birds and pollinators, marine mammals, and other fish and wildlife, and play a crucial role in protecting and preserving the water quality of the inland bays – so important for the species reliant on the bay waters and for enjoyment of so many water sports thereon.

Dewey Beach should take a leadership role among all Coastal Delaware communities for the celebration and preservation of this unique environment. Some options for consideration include encouraging the expansion and improvement of open areas, establishing streetscapes bordered with native trees and plants that also serve as effective stormwater management systems that filter out pollutants and sediment prior to these waters being discharged into neighboring lakes and bays, and establishing flyways for migrating birds and pollinators. All of these activities enhance the natural beauty of the Towns; they also will serve as draws for increased tourism and the commercial opportunities attendant therein.

In order to achieve the vision of providing sustainable natural habitat and being recognized as a world-class eco-tourism destination, Dewey Beach must positively embrace its environmental stewardship and engage all Coastal Delaware communities and stakeholders to become dedicated to protecting and improving the regional natural environment.

In order to achieve the planning objective to positively protect and improve the Town's natural environment, the Town should amend Zoning and related Municipal Code to foster the creation and maintenance of open spaces, reduction of untreated stormwater runoff, minimization of water usage during the summer season, and planting of native plants and trees.

# 5 Implementation

Implementation of this Plan will follow along one of the following three paths.

# 5.1 Activities initiated by the Planning Commission

Many of the recommendations will require amendment of the Town's Zoning Code and related codes. This process begins with the Planning Commission investigating the issue(s) involved, preparing a set of draft proposed amendments, holding a public hearing to assure public awareness and amending its proposed draft accordingly, and forwarding its final recommendation to the Town Commissioners for final action. The recommendations herein suggest the following Zoning Code amendments:

#### Residential Use

Amend Table 2 Bulk Zoning Standards in All Districts to:

- significantly reduce the maximum building size in all zoning districts from what is permitted by current code; and
- in so doing, seek to simplify the manner in which maximum building size is defined and regulated, unify how code requirements are applied to various architectural elements, e.g., roof decks, porches, and garages, across all zoning districts, and unify to the maximum extent possible all bulk standards for residential use across all zoning districts.

Amend Chapter 185 Zoning as necessary to:

 enable a one-time expansion of not-to-exceed 50% habitable floor area of a nonconforming residential-use structure due to encroachment in any required yard and which cannot be relocated on the parcel so as to be conforming; and  enable a one-time expansion of not-to-exceed 50% habitable floor area of a nonconforming residential-use structure on a parcel wherein the number of dwellings exceeds the permitted dwelling unit density.

Amend Chapters 185 Zoning and 101 Flood Loss Reduction as necessary to:

- increase the Town mandatory freeboard by an amount equal to the anticipated sea-level rise over the next 30 years;
- permit housing in a flood zone built prior to the effective date of the Town's first Flood Insurance Rate Map, to be elevated to the effective minimum building elevation as a protective measure against future flood damage loss; and
- establish locally designated flood prone areas to which regulations for buildings in FEMA designated special hazard areas may be applied.

# **Resort Business Use**

Amend Attachment 2 Town of Dewey Beach (Zoning Map) to:

 incorporate the six residential use parcels fronting Rehoboth Bay between McKinley and Rodney Aves. into the RB-3 zoning district to establish a continuous resort business district along the majority of the Town's bay shoreline.

# **Environmental Responsibility**

Amend the Zoning and related Municipal codes to:

positively protect and improve the Town's natural environment.

In its overall review of the Zoning Code, the Planning Commission should seek to ensure the code is presented in terms that can be readily understood by the typical property owner, and to remove any potential ambiguities or contradictions therein. It should also seek to confirm that the residential and commercial uses listed within Table 1 Uses in Residential Districts and Table 3 Uses in resort Business Districts are clearly defined and appropriate for the future Town vision.

# 5.2 Policy Enacted by Town Council

The Town Commissioners provide the second review on the above mentioned zoning and flood loss reduction ordinances, including debate and additional public input.

The Town Council should work with the Town Manager to establish policy and approve operational procedures to:

- develop and implement a strategy for collecting and analyzing comprehensive data and information regarding its total population, including year-round; residents, seasonal and occasional residents, business owners, and visitors;
- identify and define the character of those residential communities within each zoning district, and ensure zoning and other municipal code will encourage architecturally interesting design options while preserving those elements of the built environment that support the existing sense of community:
- develop and implement standards limiting occupancy of rental accommodations;
- establish policy related to day trippers from the new Transportation Center in Lewes; either working with the cognizant local and State entities to encourage

day trippers to patronize State Parks, or committing to provide appropriate bath and sanitary facilities;

- negotiate/renegotiate appropriate Memoranda of Understanding with DelDOT and/or other cognizant State agencies for the routine inspection of, and repair, maintenance, and/or upgrading of the Town's stormwater drainage infrastructure;
- work/continue to work with Center for the Inland Bays, DNREC, DelDOT, Army Corps of Engineers, and other cognizant State and federal agencies to ensure resources are available to develop, fund, and implement robust, aesthetically pleasing, and environmentally responsible solutions to stormwater management along the Town's Rehoboth Bay shoreline and King Charles Ave.;
- insure that any stormwater system improvements will be capable of handling future anticipated sea-level rises during their design lifetime;
- evaluate its space needs initiate plans to acquire, sell, or modify any and all facilities as required for normal and emergency operations over the coming decade, and beyond; and
- undertake a comprehensive evaluation of infrastructure needs, and establish/ fund an appropriate long-term capital improvement plan.

# 5.3 Regional Efforts

Concerted efforts driven by collaborations with cognizant local, state and federal agencies and agents.

Some of the objectives of this Plan – especially solutions to the Critical Community Development Challenges – will proceed over an extended period of time and require close cooperation with local, State and Federal entities and agencies, especially those to:

- establish a responsible strategy for resilience to rising sea levels that will protect
  the Town and surrounding communities and environment in the face of an
  incremental four foot rise in sea level;
- establish a highway improvement plan for Coastal Highway in Dewey Beach that provides for the safe use by the volume of pedestrian, bicycle and scooter, and vehicular traffic typical during the summer season:
- establish a regional transportation plan that both provides inter-state transportation alternatives to residents, property owners and guests/visitors to the region, and removes much of the excessive pass-through traffic from Dewey Beach's main street; and
- establish Coastal Delaware/Coastal Sussex County as a national model for outstanding environmental stewardship.

#### **ADDENDUM**

# **MAPS**

- Map 1 Aerial View (update from current Map1)
- Map 2 Roads and Boundaries (update from current Map 2 need to check and confirm)
- Map 3 Existing Land Use (update current Map 4)
- Map 4 Effective Zoning Map (current updated zoning map)
- Map 5 Future Zoning Map (new)
- Map 6 Potential Growth and Annexation (update current Map 7, include southern communities in areas of interest and remove proposed annexation area in bay)
- Map 7 Effective Flood Insurance Rate Map

Note: this document does not include reference to current Map 3 State Strategies for Policies and Spending. Does that need to be included and addressed in the text?

# A1. DEOMOGRAPHICS AND POPULATION GROWTH DATA<sup>3</sup> Demographics of Resident Population

In 2010, the resident population of the Town of Dewey Beach was 341(and estimated to be 371 in 2015). Having grown by almost 50% in the prior 10 years, from 2000 to 2010 the apparent population "growth rate" slowed as Dewey Beach's year-round population grew by a mere 13%. This is approximately two-thirds that of Delaware as a whole (37%); a striking one-third that of Sussex County (20%). Unlike Sussex County where much of this population growth is driven by residential development of previously undeveloped lands, 99% of the parcels in Dewey Beach have already been developed; there is negligible space for new housing development. Therefore the increases in year-round population numbers, the "population growth" measured by census data probably reflects small changes in use of the 1,500 to 2,000 housing units from shorter-term rentals and second homes to permanent residences. Dewey Beach's population growth rate between 2000 and 2010 is also significantly less than that for the neighboring communities of Rehoboth Beach (14%) and Bethany Beach (17%) which have similar demographics and housing Table A1 displays population data for the Town of Dewey Beach, Sussex County, and the State of Delaware.

Table A1 - Total Population, 1960-2000

Table 711 Total Topalation, 1000 2000						
Place	1960	1970	1980	1990	2000	2010
Dewey Beach				204	301 (+47.5%)	341 (+13.3%)
Sussex County	73,195	80,356 (+9.8%)	98,004 (+22.0%)	113,847 (+16.2%)	157,430 (+38.3%)	215,622 (+37.0%)
Delaware	446,292	548,104 (+22.8%)	594,338 (+8.4%)	669,069 (+12.6%)	786,448 (+17.5%)	945,934 (+20.2%)

#### **Population Projection**

Population projections are often difficult to accurately compose and are very unreliable for small geographic areas, because there is a large margin of error when manipulating relatively small

<sup>&</sup>lt;sup>3</sup> Data from U.S. Census Bureau, see www.factfinder.census.gov

numbers. Therefore, state sources do not typically calculate population projections for towns the size of Dewey Beach. One method of estimating future municipal population is to project it as a percentage of the growth projected for the larger surrounding area. Another is to project forward the existing trend line for growth within the municipality.

The first scenario uses the U.S. Census population data and estimates for Dewey Beach from 1990 to 2010, included in Table 1. The population counts for this period indicate that between 2000 and 2010 the residential population grew by an average annual rate of about 1.3 percent. Using this figure as the standard for projection, a lower bound for the population projection can be derived.

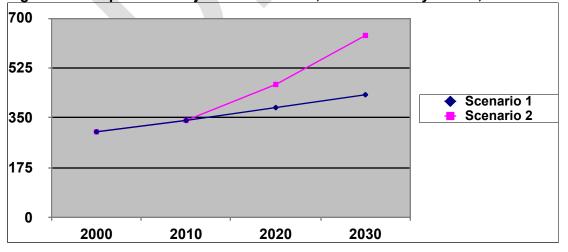
The second scenario calculates the town's portion of the official county population projection to 2030 based upon the percentage of the total County population residing in Dewey Beach in 2010, approximately 0.16 percent. Reliable population projections for Sussex County are available and regularly updated by the Delaware Population Consortium. Using this method, a more aggressive population projection is derived.

Figure A1 and Table A2 display the results of these two scenarios. It is proposed that the future population of Dewey Beach will lie within the range shown by these two projection methods. However, it is again important to note that these projections are not necessarily reliable and are provided only for some basic information regarding the anticipated future of the town and the content of its community. An important factor in the growth of the Dewey Beach community is the rate at which the town transforms from a summer resort community to an increasingly permanent, year-round community.

Table A2 - Population Projection Scenarios, Town of Dewey Beach, 2000-2030

Growth Scenario	2000	2010	2020	2030
Scenario 1: Trend Projection of Decadal Growth	301	341	386 (+13.3%)	431 (+13.3%)
Scenario 2: Portion of Projected Sussex County Population	301	341	467 (+37.0%)	639 (+37.0%)

Figure A1 - Population Projection Scenarios, Town of Dewey Beach, 2000-2030



A parcel survey completed in 2005 showed that the town has little undeveloped land. This seems to indicate that population growth in the future will likely be driven by existing seasonal residents or rental property owners relocating permanently to Dewey Beach or selling their existing property to year-round owners, rather than new residential developments. However, individual tastes and market forces, both of which are impossible to predict, will continue to determine future trends in population and development.

# Racial Composition

Tables A3 and A4 detail the racial composition of the Town of Dewey Beach as compared to Sussex County and the state of Delaware. Dewey Beach's population includes a greater proportion of non-minority persons than Sussex County or the State of Delaware. Diversity, has not increase significantly. While this data does not directly indicate any need for policy changes or specific public service needs, the relative diversity of the town's population in comparison to the surrounding area is an important part of a comprehensive profile of the community.

Table A3 - Racial Composition (%) by Place

Race	Dewey Beach 2000	Dewey Beach 2010	Sussex County 2010	Delaware 2010
White	91.7	93.3	80.9	71.0
Black	0.3	3.5	14.0	22.9
Asian	3.7	0.3	1.3	1.1
Other	4.3	2.9	3.8	5.0

Table A4 – Hispanic or Latino Population, (%) 1990-2010

	Dewey Beach	Sussex County	Delaware
1990	0.5	1.3	2.4
2010	5.9	8.6	8.2

# Age

Tables A5 and A6 provide some basic information regarding the age of persons living in Dewey Beach, Sussex County, and the state of Delaware.

Table A5 - Age Groups (%) by Place, 2010

Age Range	Dewey Beach 2000	Dewey Beach 2010	Sussex County 2010	Delaware 2010
0-19 years		12.0	22.5	26.0
20-64 years		60.7	56.7	59.5
65+ years	28.2	27.3	20.8	14.5

Table A6 – Age Profile of Adult Population (%) by Place, 2010

Age Range	Dewey Beach 2000	Dewey Beach 2010	Sussex County 2010	Delaware 2010
20-29 years		5.3	10.7	13.4
30-39 years	9.6	10.3	10.3	12.2
40-49 years	16.9	16.2	13.1	14.3
50-59 years	15.0	16.5	14.6	15.7
60-69 years	16.6	18.2	15.1	10.6
70-79 years	13.6	12.1	9.0	6.1
80+ years	6.6	7.3	4.7	3.7

The town's population is relatively older than the population of either Sussex County or the state. The proportion of Dewey Beach residents under the age of nineteen is about half that of the county and the state. More important than the proportion, the total number of residents who are 19 years of age or younger suggests minimal needs for educational facilities, daycare services, and other child-related institutions. The proportion of adults 20-64 years of age in Dewey Beach is relatively similar to that of Sussex County and the state as a whole. Regarding seniors, Dewey Beach's proportion of persons 65 years of age or over is substantially higher than in the County, and nearly double the proportion in the state. While high (36.8%), the proportional distribution of residents who are in their 60s, 70s, and 80s has not changed significantly in the past decade, Overall, the town displays the characteristics of a relatively older community that can be expected to require services conducive to the needs of seniors.

#### Education

Table A7 presents data regarding the educational attainment of persons over the age of 25 living in Dewey Beach (262), Sussex County (137,183), and Delaware (587,903). As shown, the most common educational level of attainment for the Town of Dewey Beach is a bachelor's degree. The most common highest level of educational attainment for the county and the state is a high school diploma. Nearly four-fifths of the working-age population of Dewey Beach has education beyond the high school level. At 58.4%, the proportion of individuals in Dewey Beach with a college education or higher is more than double that of the state as a whole (27.7%), and almost triple that of Sussex County (21.2%). This data suggests a significant potential within the resident population for contributive public involvement in knowledge-intensive project design and implementation.

Table A7 – Educational Attainment (%) by Place

Highest Level Achieved	Dewey Beach 2000	Dewey Beach 2010	Sussex County 2010	Delaware 2010
No High School	2.0	0.0	5.1	4.2
Some High School	0.0	5.0	9.7	8.7
High School Diploma	19.4	14.1	37.4	32.2
Some College	19.0	18.7	19.0	19.8
Associate Degree	11.7	3.8	7.6	7.4

Bachelor's Degree	26.6	36.3	12.7	16.6
Graduate or Professional Degree	21.3	22.1	8.5	11.1

Source: U.S. Census, 2000 and 2010

# Income and Poverty

Table A8 shows median-household-income data for Dewey Beach, Sussex County, and the state of Delaware.

Table A8 - Median Household Income, 2010

Dewey Beach	Dewey Beach	Sussex County	Delaware
2000	2010	2010	2010
\$79,471	\$71,667	\$51,046	\$57,599

Personal income in Dewey Beach did not grow significantly between 2000 and 2010, but in 2010 was significantly higher than that in Sussex County and the State. While this does not necessarily translate into direct benefits to the town, the higher income levels enjoyed by residents in Dewey Beach facilitate property maintenance and improvements that allow for the preservation of the town's community environment more easily than in other communities in the state. The relatively high amount of disposable income held by local residents may also make Dewey Beach an attractive location for economic development, which provides residents and local officials with significant power to carefully define and attract the businesses and commercial services that are truly desired and beneficial for the local and regional community.

Table A9 displays data regarding poverty status among the populations of Dewey Beach, Sussex County, and the state of Delaware. Poverty status is determined by the U.S. Census by the use of specific poverty thresholds identified and refined each year by the federal government. Poverty thresholds are the statistical version of the poverty measure and are issued by the U.S. Census Bureau. They are used for calculating the number of persons in poverty in the United States or in states and regions

Table A9 – Poverty Status (%) by Age Group and Place, 2010

Age Group	Dewey Beach	Sussex County	Delaware
All Ages	5.1	11.7	11.0
0-17 years		20.4	16.3
18-64 years	1.6	10.4	9.8
65+ years	7.1	6.5	7.3

As shown, the town hosts a much lower percentage of persons living in poverty as compared to the county and state as a whole. Considering the large proportion of seniors living in the town, the fact that only about seven percent were reported as living in poverty in 2010 seems to suggest that the town is not generally in need of policies, services, and facilities necessary to provide support to an impoverished population.

# A2. Housing and Housing Growth<sup>4</sup>

This section of the plan addresses the current and future housing needs of Dewey Beach, including a detailed analysis of the town's housing stock and a plan for future housing.

# **Total Housing Units**

Housing, or dwelling units, are defined as one or more rooms, designed, occupied, or intended for occupancy as a separate living quarter, with cooking, sleeping, and sanitary facilities provided within the dwelling unit for the exclusive use of a single family maintaining a household. Table A10 displays some basic data on total housing for the town, county, and state over the past five decades. These data do not include hotel, motel or bed & breakfast rooms, nor do they include institutional structures such as hospitals. The data for Dewey Beach indicates relatively slow growth in total housing as compared to the County. This should not be surprising since over 80% of the residential-use land area of the town had been developed prior to the 1990s. Assuming that this is the case, policies and regulations regarding local housing and residential areas should be aimed at preserving the integrity, quality, and sustainability of the existing housing stock of Dewey Beach.

Table A10 - Total Housing Units, 1960-2010

Year	Dewey Beach	Sussex County	Delaware
1960		29,122 ()	143,725 ()
1970		34,287 (+17.7%)	180,233 (+25.4%)
1980	(see Table 11)	54,694 (+59.5%)	238,611 (+32.4%)
1990	1,314 ()	74,253 (+35.8%)	289,919 (+21.5%)
2000	1,356 (+3.2%)	93,070 (+25.3%)	343,072 (+18.3%)
2010	1490 (+9.9%)	123,036 (+32.2%)	405,885 (+18.3%)

# **Housing Types**

Table A11 and A12 provide data regarding the types of residential structures located in Dewey Beach.

Table A11 – Housing Types, (%) by area, 2010

Housing Type	Dewey Beach	Sussex County	Delaware
Single Family, Detached	38.3	59.3	60.9

<sup>&</sup>lt;sup>4</sup> Data from U.S. Census Bureau, see <a href="www.factfinder.census.gov">www.factfinder.census.gov</a>, and 2007 Plan.

Single Family, Attached	14.6	4.8	14.5
Multi-Family	46.1	9.7	18.7
Mobile Home, Boat, Other	1.0	26.2	8.3

The town has a relatively small proportion of single-family dwellings and a relatively large proportion of multi-family dwellings compared to the State, Sussex County, and neighboring coastal towns. This makes sense in consideration of the town's location and its history as a traditional coastal resort community. The relatively high proportion of multi-family dwellings in Dewey Beach potentially creates some unique issues for the town regarding residential management and public policy. For example, depending upon the tastes and preferences of potential residents, this housing stock may directly impact the number and type of individuals, groups, and families who visit or relocate to Dewey Beach in the future.

Table A12 – Housing Types for Delaware's Coastal Towns and Cities (%), 2000<sup>5</sup>

rubic A12 Troubing Types for Belaviare's Sedectar Towns and States (70), 2000							
Housing Type	Dewey Beach	Bethany Beach	Fenwick Island	Henlopen Acres	Lewes	Rehoboth Beach	South Bethany
Single Family, Detached	38.3	72.1	88.6	100.0	68.6	60.1	97.4
Single Family, Attached	14.6	18.6	6.4	0.0	11.6	3.8	1.3
Multi-Family (2-9 Units)	37.1	8.5	0.7	0.0	15.6	9.9	1.1
Multi-Family (10-19 Units)	5.9	0.3	1.2	0.0	2.4	2.0	0.0
Multi-Family (20-49 Units)	2.9	0.2	0.0	0.0	0.9	3.1	0.0
Multi-Family (50+ Units)	0.2	0.0	0.3	0.0	0.0	18.1	0.0
Mobile Home, Boat, Other	1.0	0.3	2.8	0.0	0.9	3.0	0.2

#### Age of Housing Stock

Tables A13 and A14 outline recent data regarding the age of local housing stock compared to the county and state as well as the region's other local beach towns. In general, the housing in Dewey Beach is relatively older than that in the county and state. The majority of the local housing was built before 1970, and the median year for housing built in Dewey Beach is 1969, earlier than that of Sussex County and the state by over 10 years.

<sup>&</sup>lt;sup>5</sup> From Dewey beach 2007 Plan, not updated.

Table A13 - Age of Housing (%)

Period Built	Dewey Beach	Sussex County	Delaware
2000-2010			17.0
1990-2000	20.1	28.9	16.5
1980-1989	17.5	23.7	15.5
1970-1979	10.2	18.3	13.6
1960-1969	33.0	9.8	11.6
1950-1959	11.4	6.7	10.7
1940-1949	5.0	4.3	5.2
1939 or Earlier	2.8	8.3	9.7
Median Year Built	1969	1981	1980

The Town of Dewey Beach experienced its most significant housing boom in the 1960s. This was a period following the devastating Easter 1962 'Noreaster which destroyed much of the piror housing in Dewey and throughout the region. It is also a period during which D.H.D Builders (check name) developed a significant portion of the northern half of Dewey Beach, building five different styles of one and one-and-a-half story beach cottages. While Dewey Beach does not host a significantly historic housing stock, such as that found in Lewes, the maintenance and redevelopment of housing in the town is increasingly becoming an issue as the existing housing stock ages and ground leases expire.

Table A14 - Percentage of Housing Stock Built by Decade<sup>6</sup>

Period Built	Dewey Beach	Bethany Beach	Fenwick Island	Henlopen Acres	Lewes	Rehoboth Beach	South Bethany
1990-2000	20.1	22.4	14.9	5.2	25.6	5.3	23.6
1980-1989	17.5	32.8	26.8	16.5	17.8	8.0	32.6
1970-1979	10.2	24.4	24.9	8.2	9.8	30.0	18.1
1960-1969	33.0	8.6	9.2	21.1	8.3	15.2	16.4
1950-1959	11.4	2.7	15.8	32.0	5.8	14.0	8.9
1940-1949	5.0	5.0	4.2	5.7	7.2	12.8	0.4
1939 or Earlier	2.8	4.1	4.2	11.3	25.5	14.7	0.0
Median	1969	1982	1977	1960	1973	1966	1982

# Occupancy and Use

<sup>&</sup>lt;sup>6</sup> From Dewey beach 2007 Plan, not updated.

Table A15 includes 2000 data regarding the occupancy and use of vacant housing units in Dewey Beach and in other towns along the Delaware coast. The term "vacant housing" refers to housing that is no occupied by full time residents. Dewey Beach hosts the largest portion of vacant housing units found on the Delaware seashore. Of the unoccupied units in Dewey Beach, more than two-thirds are used as seasonal or occasional residences, and nearly a third are used as rental units.

Table A15 – Occupancy Status for Delaware's Coastal Towns and Cities (2000)<sup>7</sup>

Housing	Dewey	Bethany	Fenwick	Henlopen	Lewes	Rehoboth	South
Status	Beach	Beach	Island	Acres		Beach	Bethany
Occupied	180	476	184	72	1,333	852	280
Units	(12.1%)	(20.0%)	(26.6%)	(37.1%)	(56.4%)	(27.0%)	(24.6%)
Seasonal or Occasional Use	1,310 (87.9%)	1,903 (80.0%)	508 (73.4%)	122 (62.9%)	1,030 (43.6%)	2,300 (73.0%)	857 (75.4%)
Total Housing	1,490	2,379	692	194	2,363	3,152	1,137
	(100.0%)	(100.0%)	(100.0%)	(100.0%)	(100.0%)	(100.0%)	(100.0%)

#### Value

Tables A16 and A17 show 2000 data regarding the value of housing in and around Dewey Beach. The median housing value in Dewey Beach is approximately twice that of Sussex County and the State.

Table A16 – Median Housing Value (2000)

	Dewey Beach	Sussex County	Delaware
Median Value	\$215,200	\$99,700	\$122,000

Among the towns along Delaware's coast, however, Dewey Beach hosts the second-lowest median housing value. This may imply that housing is relatively more affordable in Dewey Beach for those who wish to purchase housing in the region. However, proximity to the Atlantic Ocean has a marked impact on local property values and it is difficult to compare relative values for a similar property from this coarse-grained data.

Table A17 – Median Housing Value for Delaware's Coastal Towns and Cities (2000)

	Dewey Beach	Bethany Beach	Fenwick Island	Henlopen Acres	Lewes	Rehoboth Beach	South Bethany
Median Value	\$215,200	\$184,000	\$283,300	\$558,800	\$243,500	\$296,000	\$242,600

<sup>&</sup>lt;sup>7</sup> Data in Tables A15 – A17 from Dewey Beach 2007 Plan, not updated.