

# 05 Implementation

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## HOW WILL THIS PLAN BE IMPLEMENTED?

As stated in the Preface, the Master Plan puts forth a vision, shows examples of how that vision can be achieved and offers guidance to the development community, the City of Lewes, Sussex County, DeIDOT, the Historic Lewes Byway Committee and the public, as to how the recommendations originally contained in the Corridor Management Plan for the Historic Lewes Byway can be implemented.

This New Road Corridor Master Plan report is intended to supplement the Corridor Management Plan to add specificity to the recommendations in a rapidly changing portion of the Lewes Scenic and Historic Byway. It is designed to be used as a policy reference by the State Agencies (DeIDOT and the State Office of Planning and Coordination), charged with coordinating land development and transportation through the PLUS Process; the Subdivision Review Process and the Capital Transportation Improvement Process. It is also to be used generally by Sussex County and by the City of Lewes to coordinate transportation improvements with land use recommendations through the Comprehensive Planning and Zoning Process. The Master Plan is also designed to be used by developers and land owners as they improve and develop their properties. Finally, it is designed to be used by the Historic Lewes Byway Committee as a tool to manage the day to day affairs of the Byway so as to preserve and enhance the Byway that they worked so hard to establish.

## Implementation Knowns and Unknowns

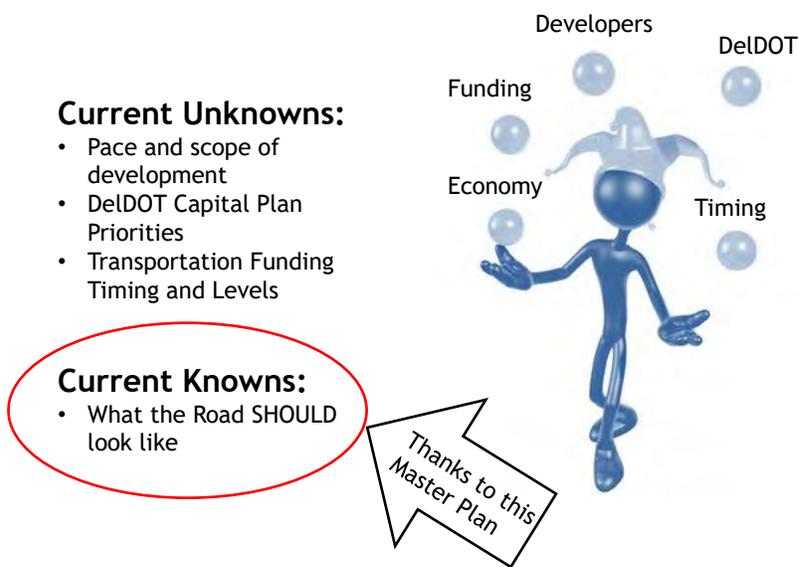


Figure 94 Diagram on "Implementation" from Lewes Scenic and Historic Byway meeting presentation, June 29th, 2016

Specifically, there are four distinct ways in which the New Road Corridor Master Plan will be implemented:

### 1) Capital Projects and DeIDOT State Funded Programs

The Capital Transportation Program (CTP) process is best explained as shown on the brochure found at <https://www.deldot.gov/Publications/brochures/pdfs/CTPBrochure2013-01-17.pdf>. The current CTP (2019-2024) is found at [http://deldot.gov/information/pubs\\_forms/CTP/pdf/capital\\_transportation\\_program\\_development\\_process.pdf](http://deldot.gov/information/pubs_forms/CTP/pdf/capital_transportation_program_development_process.pdf). The following summarizes currently funded CTP projects:

1. **Minos Conaway Project** – This project provides a grade separated intersection to separate through movements along SR 1 and turning movements to and from Minos Conaway Road, Nassau Road and Old Mill Road. A shared-use path would also be constructed to accommodate pedestrians and bicyclists. The purpose of the project is to maintain capacity of the SR 1 corridor and improve safety at the unsignalized intersection of SR 1 and Minos Conaway while improving mobility and access for local traffic. The project is in preliminary design (Spring 2019) with a second public meeting scheduled for summer 2019.

2. **BR 3-714 on S266 New Road over Canary Creek** - The purpose of the project is to replace Bridge 3 -714 and raise approach roadway above flood elevation. Bridge 3 -714 was identified by DelDOT's Bridge Management System for replacement. The roadway and bridge floods frequently and should be considered as part of an evacuation route for the City of Lewes and area wide residents and visitors. The project is in the beginning part of the planning and design phase and is scheduled to start construction in Winter 2022/2023 after completion of the Realignment of Old Orchard Road at Wescoats Corner.
3. **Realignment of Old Orchard Road at Wescoats Corner** - This project will realign Old Orchard Road (S269A) to intersect Savannah Road (Route 9) and Rd 268A. Pedestrian and Bicycle facilities will be incorporated. Construction anticipated in Fall 2021 and continue through Fall 2022.

In addition to the 2019-2024 CTP noted above, DelDOT is has established a placeholder for future CTP funded projects for work along **New Road between Old Orchard and Nassau**, especially as it may apply to increased traffic generated on this segment of New Road after completion of the projects and developments described above and that are moving forward as priorities of the Five Points Study (see "Active Land Use and Transportation Projects" on page 12).

## 2) Land Use/Transportation Improvements Coordinated Through Development Review

The active development projects along New Road have been through or are in the process of undergoing review by DelDOT and the State Office of Planning through the PLUS Process and the Subdivision Review Process. In addition, they are reviewed by Sussex County and/or the City of Lewes.

The Master Plan will serve as reference guide for coordinated development review for future development projects – although many of the larger parcels are now under development. The largest tracts are the lands to the north and west of Old Orchard currently in agricultural use and the lands north and west of the Groome Church (Tower Hill) property accessed at Lynn Road. Smaller tracts, especially those not associated with a previous residential subdivision may get redeveloped for infill development at higher densities.

The following elements have a bearing on how the Master Plan could be implemented through the state and local government review process:

1. Developers are typically required to mitigate traffic impact (often resulting in added roadway capacity). These projects should be vetted through the Byway Committee in relation to the recommendations of the Master Plan (starting on page 26, and as detailed in Chapter 4).
2. Developers may, when seeking access to a state highway, be asked to provide adequate pedestrian and bicycle facilities as part of any modification to that state highway as required by Delaware's Complete Streets Policy. The pedestrian and bicycle facilities should be coordinated through the recommendations found on page 33 and as detailed in the more detailed concepts in Chapter 4.
3. Frontage area landscape enhancements - Unless asking for a rezoning or access to a state highway, this will be accomplished through voluntary actions by the developer and therefore a positive relationship building process will be needed early and often. Coordination with developers will be needed early to establish a cooperative relationship with the Historic Lewes Byway Committee and under the local land use authority in establishing an attractive landscape treatment. Guidance is provided starting on page 36 and as detailed in Chapter 4.

For smaller scale projects where neither rezoning is requested nor a PLUS review is triggered, the Master Plan can be used by the property owner to coordinate their investments in stormwater management, pedestrian and bicycle facilities, planting or other plan elements. Regardless, DelDOT needs to elevate the attention it gives to the Master Plan by considering any substantive deviation from the Plan a waiver

and require justification and development of an alternative design that achieves as much of the goals of the Plan as possible through the good faith efforts of all parties.

### 3) Locally Initiated Projects

The City of Lewes and Sussex County, as well as the Byway committee and others seeking outside funding to implement smaller projects, can implement those projects utilizing two familiar state and federal programs.

- The primary federally funded program that is often used for the types of projects anticipated in the master plan is the **Transportation Alternatives program (TAP)**. TAP provides funding for programs and projects defined as transportation alternatives, which include on- and off-road facilities for pedestrians and bicyclists, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities including streetscape projects, and environmental mitigation. The program also covers recreational trail projects, safe routes to school, and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former divided highways. DeDOT primarily uses the program to support pedestrian and bicycle projects, spending about 80 percent of program funds on these types of projects. DNREC is responsible for implementing the Recreational Trails program (funded through USDOT) and participates in the TAP program as a sponsoring agency. Recreational Trails funding is more limited in budget, but could support smaller sections of trail and linkages.
- Pave and Rehab project efforts may also achieve striping and traffic calming – not widening. Pave and rehab projects may put patterns in the road or median too. Pave and Rehab projects do not include landscape in the median as this has to be done by other forces.
- The issues of stormwater management, water quality, sea level rise and coastal resiliency are front and center and have been major issues throughout the planning process both for New Road and the entire Byway. Past conservation efforts have focused on the lands surrounding the Great Marsh on the WB side of New Road. Future conservation efforts should still move forward working with the Nature Conservancy and other partners to preserve remaining farms, to buffer development and to preserve riparian areas for floodplain management and sea level rise mitigation. The **Community Water Quality Improvement Grant (DNREC)** is intended for projects to improve water quality as part of specific watershed improvement plans. It is meant for “programs and projects that demonstrate innovative and sustainable methods, techniques, and/or practices for water quality improvements with cost effective and measurable results”.<sup>1</sup> At a neighborhood scale, this fund may be a potential source for addressing the stormwater management and nuisance flooding issues between Park Road and Pilottown Road.

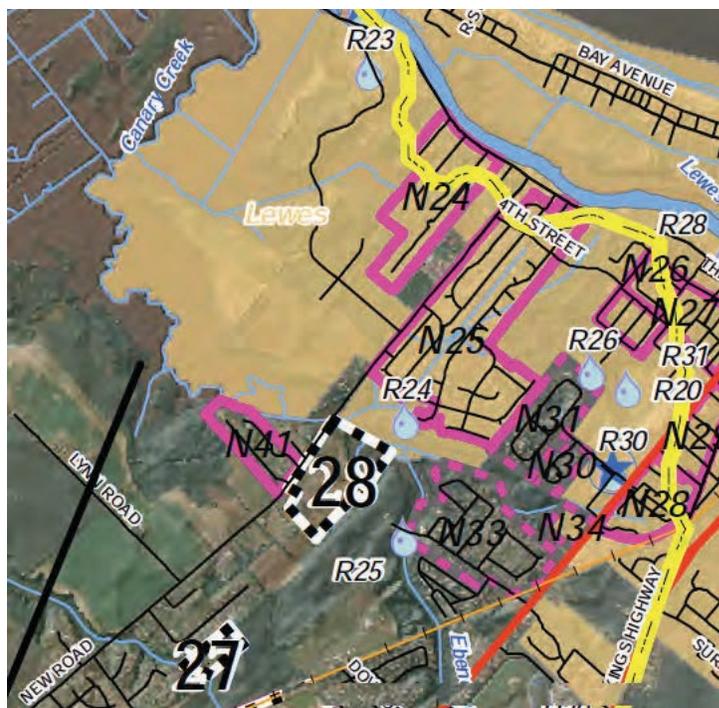


Figure 95 Excerpt from Broadkill River Watershed Implementation Plan (2009) noting opportunities for neighborhood scale water quality opportunities. The entire west side of New Road is also identified as a potential conservation corridor. Funds from DNREC's Community Water Quality Improvement Grant Program could be used to implement projects in this plan (as updated since 2009).

<sup>1</sup> See: <https://dnrec.alpha.delaware.gov/environmental-finance/community-water-quality-improvement/>

#### 4) Maintenance

DelDOT is interested in working with qualified local organizations to adopt an area for various types of landscape enhancements, tree planting and other landscape management practices. Going beyond standard design practices for state projects can also be implemented through sponsorships/partnerships by local organizations—including adoption by civic groups for gateways and other key spots. Homeowners Associations (HOAs) also can take the lead in reforesting community open spaces to reduce maintenance costs and improve water quality (an eligible category for the **Community Water Quality Improvement Grant** noted above), especially in tree canopy enhancements to preserve and expand the riparian corridors along Black Hog Gut.

DelDOT is reluctant to approve any project that calls for landscaping that requires maintenance beyond periodic mowing. HOAs and landowners are reluctant to accept responsibility for maintaining landscaping due to cost, volunteers and safety. The Historic Lewes Byway Committee has chosen to work with property owners and DelDOT to encourage landowners by highlighting the value of landscaping and the benefits of it. The Committee requests that DelDOT permit and encourage the Byway Committee to intervene with property owners, develop maintenance agreements and landscaping plans before approving a design that either eliminates landscaping or cannot be effectively landscaped in accordance with this Master Plan.

#### THE LIST

The following table is a compilation of implementation projects organized geographically by character area. If a project or program that is not listed here, that does NOT mean that it is not included in the Master Plan. The projects noted here have been discussed throughout the planning process and this list is intended as a tool for ensuring that these priority areas are regularly monitored and the appropriate input is provided in a timely fashion.

Area	Issues	Actions Needed
A. New Road at Nassau	<ul style="list-style-type: none"> <li>• Gateway Treatment (context sensitive design input)</li> <li>• Byway signage at gateway</li> <li>• Preservation of adjacent farm (Nassau Orchards)</li> <li>• Retain/Enhance historic red barn commercial buildings as a contributing factor to the New Road corridor</li> <li>• Enhance access to existing and future retail uses (Nassau Orchards and retail businesses in historic barns)</li> <li>• Safety of rail-trail crossing with Nassau Road and Driveway entrance</li> <li>• Slow traffic prior to intersection</li> <li>• Right-of-way required, possible property purchase required</li> <li>• DelDOT is beginning to review preliminary design drawings (approx. 20%) and would like to keep the roundabout concept as is, recognizing changes are being considered to address issues noted, as well as to enable them to work with the adjacent property owners to identify the design that works best for them.</li> </ul>	<ul style="list-style-type: none"> <li>• DelDOT will continue to consider design minimization or refinements to reduce impact on the adjoining farm, adjoining commercial buildings and the approach transition speed into the roundabout (45-25 mph transition)</li> <li>• DelDOT will work with the Byway Committee and the public to incorporate context sensitive gateway design landscape treatments consistent with state and federal design standards to the roundabout and adjoining areas using guidance provided by the Corridor Master Plan. Maintenance agreements will also be discussed and considered in the final level of effort.</li> <li>• DelDOT will investigate the viability of context sensitive design treatments to any required modifications to the underpass (the existing embankment will need a low retaining wall to accommodate the full width of the trail and roadway).</li> </ul>
B. Traffic calming east of Black Hog Gut	<ul style="list-style-type: none"> <li>• Design narrow splitter islands to minimize impact on trees</li> <li>• Adjoining residents requested tree planting on grassy area</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinate with future CTP project on New Road to ensure that traffic calming is included in the funding request.</li> <li>• Future access, if required from parcels on the WB side of New Road should be lined up with splitter openings at Kansas and Arkansas Courts.</li> <li>• Support HOA efforts to replant Hedgerow concept on the grassy median in front of Sand Dune Village.</li> <li>• Retain or replace black iron fence/ work with property owners as part of any future roadway modifications</li> </ul>

Area	Issues	Actions Needed
C. Old Orchard	<ul style="list-style-type: none"> <li>• Concerns raised about traffic from Minos Conaway Project (desire to direct that traffic to Five Points rather than down New Road)</li> <li>• Concerns raised about property impacts (brick wall at Ashburn Lane, wetlands on NW side, hedge and residence on NE side and stormwater pond on SE side)</li> <li>• Need traffic study to determine intersection capacity</li> </ul>	<p>Keep both options as part of Master Plan as appropriate for Byway and provide Master Plan level guidance. Both options need to be refined and evaluated based upon:</p> <ul style="list-style-type: none"> <li>• Results of traffic study</li> <li>• Impact to adjoining properties</li> <li>• Need to direct non-local traffic to Five Points using wayfinding and GPS technologies</li> <li>• Need to retain traffic calming objectives for New Road</li> <li>• Need to accommodate trail and pedestrian crossings</li> </ul> <p>If the traffic model, safety, or future AADT results in the warrant for a traffic signal or roundabout, then a roundabout will be the initial preferred treatment to accommodate the northbound left turn between Old Orchard Road and New Road. Further study is needed to evaluate both the roundabout and the traffic signal to select a preferred option.</p> <p>Monitor design of shared-use pathway from Groome Church Property to ensure that extension can be coordinated and carried through the Old Orchard intersection. Include a temporary transition from the shared-use trail constructed by the developer to on-road use if intersection improvements occur after the developer contributed trail.</p>
D. Tower Hill/Lynn Dr.	<p>Follow-up with developer</p> <ul style="list-style-type: none"> <li>• Trail with independent alignment to be constructed to Schaffer Lane</li> <li>• Landscape of frontage area to reinforce traffic calming and screen new homes</li> <li>• Stormwater inspections/DNREC to minimize impacts on Great Marsh</li> <li>• Archeological artifacts to be preserved as per PLUS review and developer agreement</li> </ul>	<p>DelDOT will review plans and concur to ensure adequate roadside drainage safety.</p> <p>Landscape agreements will be needed for any plantings in center roundabout (coordinated with developer and future HOA maintenance).</p> <p>Final Landscape plans to be included in HOA agreements after final engineering and site plan review approved by County as per developer agreements filed with Sussex County as part of approval process</p>

Area	Issues	Actions Needed
E. Brittingham Farm	<ul style="list-style-type: none"> <li>• Issues raised about extent of frontage area landscape treatment</li> <li>• Traffic calming and coordination needed on narrow splitter islands</li> <li>• Coordination needed on 10' multi-use trail (would require trail crossing to meet up with Groome Church (Tower Hill) property trail)</li> </ul>	<p>Recommend adding splitter islands for traffic calming benefit and potential trail crossing need (see trail discussion below)</p> <p>DelDOT, developer, and City of Lewes coordination and follow-up required</p> <ul style="list-style-type: none"> <li>• Agree upon location and design of splitter island including left turn storage and planting options for medians</li> <li>• Design trail crossing at Schaffer Lane intersection</li> <li>• Monitor options for Canary Creek path connection to Rail-Trail (acquire developer easement donation through development review process)</li> </ul>
E/F. New Road Bridge Over Canary Creek and Access to Canary Creek	<ul style="list-style-type: none"> <li>• Design assumptions needed for future bridge elevation that address State Policy on Sea-Level Rise</li> <li>• Complete streets policy (width of bridge accommodates bicycle and pedestrian uses or independent bridge alignment)</li> <li>• Accommodate fishing uses</li> <li>• Accommodate soft landing for hand carry boats (e.g. kayak launch) and accompanying parking (by others) for fishing and hand carry launch</li> <li>• Extensive concerns raised about design of bridge (clear preference for "thin" bridge with sleek profile and transparent railings/parapet)</li> </ul>	<ul style="list-style-type: none"> <li>• Accommodations for Sea-Level Rise (addressed by DelDOT) - assumptions about future bridge elevation will affect adjoining neighborhood access and use of New Road as evacuation route.</li> <li>• Context sensitive design principles for bridge based upon community input ("slim" bridge profile, see through railings, etc.)</li> <li>• Multi-use Pathway (on EB side of bridge connecting with Brittingham Farm trail approach)</li> <li>• Design/implement an appropriately scaled and easily maintained soft landing (hand carry canoe or kayak)</li> <li>• Design/implement an appropriately scaled and easily maintained wayside for fishing/crabbing access</li> </ul>

Area	Issues	Actions Needed
G. Park Road	<ul style="list-style-type: none"> <li>• Concerns about boat trailers continuing on to New Road. Trailer traffic needs to be directed to turn left at Park Road for boat launch facility as Pilottown Road/New Road intersection is too narrow</li> <li>• Concerns about high operating speeds continuing through intersection</li> <li>• Developer already built bypass lane on EB New Road</li> </ul>	<ul style="list-style-type: none"> <li>• Consider relocation of radar activated sign and upgrading to capture actual operating speeds through intersection.</li> <li>• DelDOT or City will consider additional low cost traffic calming measures in future projects to address the speed issue in the short term, including relocating the radar activated speed sign on New Road to west of the Park Road intersection and upgrade the sign to one that collects traffic volume and speed data, if not already doing so.</li> <li>• If safety issues (left turning traffic and excessive operating speeds through the intersection continue), DelDOT or the City of Lewes will request a capital project in future to be developed to install intersection realignment consistent with the intent of the drawing (Figure 87 on page 58).</li> </ul>

Area	Issues	Actions Needed
G. 4 <sup>th</sup> Street	<ul style="list-style-type: none"> <li>• High vehicle operating speeds</li> <li>• No pedestrian or bicycle safety facilities making it difficult to walk or ride a bike, cross the street</li> <li>• Limited right-of-way</li> <li>• Nuisance flooding – residents say ditches not connected to Canary Creek anymore</li> <li>• Shallow water table and poorly drained soils constrain options</li> <li>• Retain street trees</li> </ul>	<p>Additional detailed study required to address:</p> <ul style="list-style-type: none"> <li>- The need to work together within the catchment area to manage stormwater runoff (quality and quantity) and address sea-level rise issues (both private land owners and DeIDOT/City of Lewes/ DNREC/ Sussex Conservation District)</li> <li>- What homeowners can do to reduce runoff (rain barrels, rain gardens, bioswales)</li> <li>- Verify their off-site drainage and improve their natural or engineered flow beyond the rights of way.</li> <li>- Examples of ways to increase storage and infiltration capacity along roadways</li> </ul> <p>Coordinate with City of Lewes hydrology study</p> <ol style="list-style-type: none"> <li>1. Early action – clean out ditches and reconnect with Canary Creek</li> <li>2. Long-term – combined need for splitter islands with more storage space for stormwater runoff by utilizing enhanced management practices for stormwater management;</li> <li>3. Consider narrower cross section and incorporate stormwater management into closed drainage section (combine stormwater storage with tree pits if no room for medians in this section)</li> </ol>

Area	Issues	Actions Needed
Shared Use Trail	<ul style="list-style-type: none"> <li>• Which side of New Road (especially from Canary Creek to Park Road and beyond)</li> <li>• How to address bike and pedestrian facilities east of Park Road (narrow right-of-way and existing residential area impacts)</li> <li>• 50' R/W is needed, minimally between Park and 4<sup>th</sup>.</li> <li>• 40' R/W is needed, minimally between 4<sup>th</sup> and Pilottown</li> <li>• Plan for future access to Georgetown to Lewes Rail-Trail from New Road neighborhoods and shared use path</li> <li>• Trail crossings of New Road as needed to accommodate shared use path.</li> </ul>	<p>Assume the following trail alignment (map to be provided to DelDOT soon)</p> <ul style="list-style-type: none"> <li>• Nassau to Black Hog Gut –EB side of New Road – note that “Black Hog Village” development project will include trail connection to Rail-Trail</li> <li>• Black Hog Gut to Old Orchard – trail only to be constructed if farmland on WB side of New Road is developed in the future (TBD) with the linkage to the rail-trail along Old Orchard as the recommended route if the farmland uses are retained</li> <li>• Old Orchard – accommodations to be designed as part of future intersection modifications</li> <li>• Old Orchard to Schaffer – WB side, winding trail built by developer</li> <li>• Crossing to EB side at Schaffer using splitters at Brittingham- need to address crossing to avoid impacts to private drive/ residences</li> <li>• Brittingham Farm- EB side built by developer with continual easement along Canary Creek for future trail connection to Rail-Trail</li> <li>• New Road over Canary Creek – continue trail on EB side of future bridge</li> <li>• Approaching Park – continue on EB side as part of New Road over Canary Creek Bridge project and/or as an independent project effort (TBD).</li> <li>• East of Park – transition to combined bike lanes and sidewalks up to 4<sup>th</sup>, and sidewalks only on one side northeast of 4<sup>th</sup></li> </ul>
Corridor Landscape Design	<ul style="list-style-type: none"> <li>• Type of plantings by type (Gateway, riparian area, screening/traffic calming, intersections, etc.)</li> <li>• Byway subcommittee working with property owners</li> </ul>	<ul style="list-style-type: none"> <li>• Byway Committee and DelDOT work together to address maintenance inside the DelDOT R/W</li> <li>• Support Byway Committee Members developing design guidelines to include overall concepts and typologies</li> <li>• Develop master maintenance agreement for use within DelDOT R/W.</li> <li>• Inventory tree species to determine preservation and enhancement needs for hedgerows, as applicable</li> </ul>