

# Lewes Historic Byway

## Gateway to the Nation Corridor Management Plan



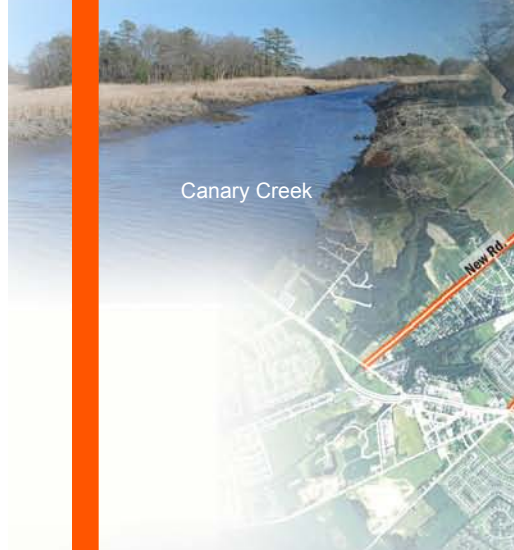
Cape May - Lewes Ferry



Lightship Overfalls



Delaware Breakwater Lighthouse



Canary Creek



Hazzell Smith House



Pre-War Savannah Road



Zwaanendael Museum



Fort Miles

**DRAFT**  
JULY 2015

Prepared for:  
**CITY OF LEWES**  
**SUSSEX COUNTY**  
**DELAWARE DEPARTMENT OF TRANSPORTATION**

Prepared by:  
DELAWARE GREENWAYS  
LARDNER/KLEIN LANDSCAPE ARCHITECTS, PC





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with assistance from  
Heritage Strategies, Inc.  
Fitzgerald and Halliday, Inc.

## **ROLE OF THE GOVERNMENTAL AGENCIES WHO PARTICIPATED IN DEVELOPING THIS PLAN**

Corridor Management Plans for Byways are designed to reflect the vision, goals and recommendations of the members of the general public participating in the development of the Plan. While DNREC, DelDOT and the other agencies participating with the public agree in principle with the Plan and its recommendations, it must be understood that these same agencies face many different and sometimes competing priorities, a changing regulatory framework, and funding challenges. As a result, the recommendations contained herein that are assigned to an agency for implementation may be implemented on a different schedule or in a different form than anticipated in the Corridor Management Plan or, due to unforeseen circumstances and regulatory requirements, not implemented at all. Nothing in this statement should be interpreted that any of the participating governmental agencies are withholding support of any of the contents of the Plan.

# Acknowledgements

The Lewes Historic Byway Corridor Management Plan was developed through the collaborative efforts of the Lewes Scenic and Historic Byway Committee supported by their elected and appointed officials, community leaders, agency officials and dedicated citizens throughout the Greater Lewes community. This document represents the culmination of their efforts.

The authors wish to thank the following list of participants for their involvement in the project and others that provided volunteer assistance throughout the development of the Corridor Management Plan.

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The Scenic and Historic Byways Committee expresses its deep appreciation to our elected and state legislators who generously helped fund and supported the preparation of the Nomination Document, the Public Outreach effort and Report, the Traffic management Report and the preparation of the Corridor Management Plan.

### State Elected Leadership

Senator Ernie Lopez  
Senator Gary Simpson  
Representative Peter Schwartzkopf  
Representative Steve Smyk  
Representative Joe Booth  
Representative Ruth Briggs-King

The Scenic and Historic Byways Committee expresses its deep appreciation to the City of Lewes and Sussex County leadership for its ongoing support throughout the entire process beginning with the Nomination Application, the Public Outreach and Focus Group process, the Traffic Management Report and the Corridor Management Plan.

### City and County Elected and Appointed Leadership

Ted Becker, Mayor, City of Lewes  
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The Scenic and Historic Byways Committee expresses its appreciation to the Project Advisory Committee and individuals who, by giving of their time and providing their expertise and guidance, have added richness and perspective to the Corridor Management Plan. Some attended meetings on a regular basis, others participated in Focus Group meetings and some met in individual meetings. The invited members of the Advisory Committee and individuals who met with us follow:

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## Appendices

For the **July 2015** draft plan, please download the appendices using these links:

Appendix 1: Existing Travel Conditions and Byway Map ([http://www.lardnerklein.com/lewes/APP1\\_lhb\\_cmp\\_061615x.pdf](http://www.lardnerklein.com/lewes/APP1_lhb_cmp_061615x.pdf))

Appendix 2: Public Outreach Report (in transmittal email from Delaware Greenways)

Appendix 3: Nomination Application (in transmittal email from Delaware Greenways)

Appendix 4: Transportation Management Report (in transmittal email from Delaware Greenways)

Appendix 5: List of Existing Sites and Attractions ([http://www.lardnerklein.com/lewes/APP5\\_lhb\\_cmp\\_061615x.pdf](http://www.lardnerklein.com/lewes/APP5_lhb_cmp_061615x.pdf))

Appendix 6: Meeting Minutes (in transmittal email from Delaware Greenways)





# 1. Introduction

The Lewes Scenic and Historic Byway is a continuous road network that, taken as a whole, captures the remarkable 382 year modern history of the greater Lewes area. The individual segments of this route include New Road, Pilottown Road/Front Street, Savannah Road, Kings Highway, Gills Neck Road, and Cape Henlopen Drive. Both physically and historically, they have played a vital role in the town's development and reflect its evolution since 1631. The stunning views found along the designated route illustrate Lewes' natural beauty, maritime origins and rich history.

In 2009, the roadways were successfully nominated as a Delaware State Scenic and Historic Highway, based upon their regionally significant scenic, historic, natural, recreational and archeological values. These roadways serve as gateways into Lewes both from land and sea. Kings Highway, Savannah Road, and New Road serve as gateways to Lewes from the Coastal Highway. Cape Henlopen Drive, Pilottown Road/Front Street, and Gills Neck Road provide access from the sea—including the Cape May-Lewes Ferry and the Lewes-Rehoboth canal.

## WHAT IS SPECIAL ABOUT THE LEWES HISTORIC BYWAY?

*The character of the roads emphasizes the cultural evolution of the area, providing access to miles of preserved beaches, open space, nature trails, bird sanctuaries, settled historic districts including buildings with nationally-significant architecture; a maritime working waterfront; a World War II fort; and working farms that continue to support Lewes and other coastal towns.*



Figure 1 Routes that comprise the Lewes Historic Byway

**What is a Scenic and Historic Byway?**

*“A byway is a transportation route which is adjacent to or travels through an area that has particular intrinsic scenic, historic, natural, cultural, recreational or archeological qualities. It is a road corridor that offers an alternative travel to our major highways, while telling a story about Delaware’s heritage, recreational activities or beauty.”*  
(DelDOT)

**What is a Corridor Management Plan?**

*Guidance for the development of the CMP is provided by the National Scenic Byways Program Interim Policy Document (May 18, 1995) which states that: “A corridor management plan, developed with community involvement, must be prepared for the scenic byway corridor proposed for national designation. It should provide for the conservation and enhancement of the Byway’s intrinsic qualities as well as the promotion of tourism and economic development. The plan should provide an effective management strategy to balance these concerns while providing for the users’ enjoyment of the Byway.”*

**PURPOSE OF THE PLAN**

The Corridor Management Plan (CMP) has been developed to help preserve and enhance significant natural and historic resources along the Lewes Historic Byway—beautiful marshes along Canary Creek; striking views and features found along the Lewes and Rehoboth Canal; a downtown historic district listed on the National Register of Historic Places; and a strong sense of place established by that rich historical fabric. These qualities shape the experience of traveling along the Lewes Historic Byway, and are the focus of this plan.

In practical terms, the successful completion of the CMP results in approval of the Corridor Plan by Delaware’s Secretary of Transportation, and then signing (with specially designed signs) of the Delaware Scenic and Historic Highway, identifying it on state maps and promoting it through the Delaware State Tourism Office, Lewes Chamber of Commerce, and Southern Delaware Tourism. According to DelDOT’s *Program Guide*, the CMP describes “the goals, strategies and responsibilities for conserving and enhancing a scenic and historic highway’s most valuable qualities.” Project partners can also use the corridor planning process to raise the awareness of residents and visitors about the special character of the roadway, promoting the stewardship of the corridor’s resources and establishing the touring route as an economic development asset for the greater Lewes region.

But more than just practicality and awareness is needed to develop a truly visionary and useful CMP. With federal funding for the National Scenic Byway Program zeroed out and with future funding certainly in doubt, the plan has to find ways to capture the imagination of the citizens of Greater Lewes, to help them visualize a future in which its treasured landscapes, its rich heritage and its outstanding natural resources are preserved and maintained in a manner that is sensitive to the needs of the many individuals, communities and businesses that helped shape it in the first place. Integrating byway management priorities with other local and regional planning and visioning efforts are also critical to its success.

The CMP meets both state and federal requirements for a scenic byway corridor management plan and will support future nomination of the route as a National Scenic Byway or All-American Road through the Federal Highway Administration’s (FHWA) National Scenic Byways Program<sup>1</sup>. In order to be nominated for a National Scenic Byway, a CMP must address fourteen points spelled out in the Program’s Interim Policy Document. Table 1 lists the fourteen requirements and identifies the location within the CMP where the information may be found.

<sup>1</sup> National Scenic Byways Program Interim Policy Document (May 18, 1995) accessed at <http://www.gpo.gov/fdsys/pkg/FR-1995-05-18/html/95-12211.htm>, January 15, 2015

Based on guidance provided by the Federal Highway Administration and DelDOT, this CMP has been organized to document three core elements that must be addressed as part of the planning process:

- Significance either regionally or nationally of the Intrinsic Quality(s) along the travel route;
- Planning to support the preservation, enhancement and promotion of the Intrinsic Quality(s) along the travel route;
- Providing for a quality visitor experience; and sustainability in the form of community and organizational support to continue to preserve, enhance and promote the travel route.

The CMP was developed with extensive citizen input, both through the contributions of an Ad Hoc Planning Committee and through extensive public outreach efforts in support of the development of the CMP, as discussed further in Chapter 2.

## CORRIDOR DEFINITION

The Delaware Scenic and Historic Highway Nomination Application for the Lewes Scenic and Historic Byway (2009) defines the Lewes Historic Byway as a continuous route of six road segments composed of the “Gateway Roads of Lewes” that, together, provide travelers with an educational and visually engaging experience. It illustrates the rich history of Lewes from native settlements to present day through an interconnected and interdependent network.

The “Gateways from the Land” are Kings Highway, Savannah Road and New Road. They are of historical significance, serving as gateways into historic Lewes from Route One for most north and southbound travelers. The “Gateways from the Sea” are Pilottown Road/Front Street, Gills Neck Road and Cape Henlopen Drive. These routes highlight the scenic views and natural beauty along the Lewes and Rehoboth Canal and the beach, extending to the coast at points farthest east and west along the Lewes coastline. The character of each route varies as they transition from working farmland through a settled historic district replete with nationally recognized architecture, and ends at miles of beautiful beaches, preserved open space, nature trails, and bird sanctuaries.

As part of the corridor planning process, the Byway was officially extended to Coastal Highway from both Kings Highway and Savannah Road. The extended byway segments, increases awareness and priorities for enhancing the appearance of these two important entrance corridors to Lewes and establishing a more welcoming gateway for the Lewes Historic Byway and for the City of Lewes.

The recommendation for extending the Byway as shown in Figure 6 was presented as part of the public meeting on November 13, 2014

### How Wide is the Byway Corridor?

*A Byway includes both the travel route and related visual corridor, often referred to its “viewshed.” The Byway’s character and quality is shaped by the views to adjacent farms and natural areas along New Road and portions of Kings Highway and Gills Neck Road. In town, the character is shaped by older neighborhoods of the Lewes Historic District. Pilottown Road and Cape Henlopen Drive are shaped by views towards the canal and Bay.*

*The width of the Byway corridor varies with land use. The corridor is defined in natural areas by the tree-lined backdrop of adjacent farm fields and wetlands. In neighborhoods, the corridor is defined by adjacent homes and businesses including the road, the sidewalk, street trees, lights, and the facade of adjacent buildings.*

### What’s Nearby

*A goal of the Byway is to increase economic activity by expanding the range of things to see and do, especially during weekdays and late fall through early spring seasons. The byway plays an important role in helping to complete a distinctive system of recreational trails. Lewes is also fortunate to be bracketed by a highly visited state park on the south and an ecologically rich creek and marsh on the north end. Downtown Lewes provides a distinct attraction for dining, shopping, lodging, museums and attractions.*



Figure 2 Lewes Maritime History Trail

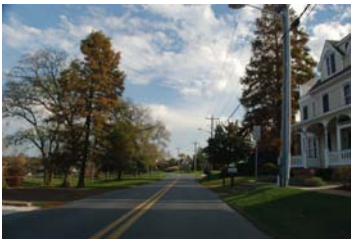


Figure 3 Gills Neck Road



Figure 4 Lewes and Rehoboth Canal

at DNREC’s meeting room on Pilottown Road. No objections were raised at the meeting, or in comments received afterwards. The strategies and recommendations contained in the CMP apply to the extended sections of the Byway.

### THE TRAVEL ROUTES

The proposed corridor reflects a comprehensive history of Lewes, each part containing thematic representatives of different periods. The route is bounded along the coast by the Great Marsh at the northwestern reaches of Lewes at Pilottown Road and by the dunes and beaches of Cape Henlopen State Park to the northeast.

The historic land gateways of Kings Highway, Savannah Road and New Road all extend to the Lewes and Rehoboth Canal. Savannah Road, Kings Highway, Pilottown/Front Street and Gills Neck Road converge at the Savannah Road Bridge in the heart of downtown historic Lewes at the Zwaanendael Museum and Fisher-Martin House. The Lewes Chamber of Commerce Visitor Information Center is located in the Fisher-Martin House.

New Road ends less than a mile west at Pilottown Road. From the canal, Savannah Road then extends across the bridge to the coast at Lewes Beach. The route then turns northeast along Cape Henlopen Drive to Cape Henlopen State Park. The route serves as a maritime gateway. Numerous docks and marinas are found along Pilottown Road and Gills Neck Road. The Cape May-Lewes Ferry Terminal is located on Cape Henlopen Drive. All speak to the constant flow of maritime traffic in and out of Lewes. Each route is described in the following paragraphs.



Figure 5 Adopted Byway extension along Savannah Road (left fork)



Figure 6 Adopted Byway extension along Kings Highway



Figure 7 Adopted extension along Kings Highway and Savannah Road

### **Pilottown Road/Front Street**

Pilottown Road/Front Street extends between the Boat Ramp at Roosevelt Inlet and Savannah Road. The Virden Center of the University of Delaware and several industries are located between Roosevelt Inlet and Harborview Road. Between Harborview Road and Shipcarpenter Street, residential uses are on the south side and open space is found to the north side, including Canalfront Park. East of Shipcarpenter Street, the buildings are closely spaced, typical of a downtown area. Pilottown Road has two 10 ft. wide travel lanes, and a sidewalk for much of its length on the south side and on the north side along Canalfront Park. Between Shipcarpenter Street and Savannah Road, there are sidewalks on both sides of the street. Throughout its length, bicyclists must ride with traffic.

### **New Road**

New Road extends from Nassau Road to Pilottown Road. Between Nassau and Canary Creek, it is rural in nature with scattered subdivisions on the west side and agricultural uses and open space on the east side. North of Canary Creek, the subdivisions are common and take on a more urban nature as New Road approaches Fourth Street. Between Fourth Street and Pilottown Road, New Road takes on a more suburban character with businesses in the west side and single family homes on the east side. New Road has one 10 ft. wide travel lane in each direction. Shoulders are associated with more recent subdivisions. For most of its length, bicyclists must ride with traffic and there are no facilities for pedestrians.

### **Savannah Road**

Savannah Road extends from State Route 1 to Lewes Beach. From State Route 1 to the Georgetown-Lewes Railroad, there are two 11 ft. wide travel lanes and 8 ft. wide shoulders. Drainage is generally open with a few sections of curb and gutter. From the Georgetown-Lewes Railroad to Third Street/Kings Highway, there are two travel lanes with two parking lanes. Curbs and sidewalks are present for most of this section. The downtown section lies between Third Street/Kings Highway and Front Street/Gills Neck Road; Savannah Road has one travel lane in each direction and a center left turn lane. There are many crosswalks in the downtown section. Between Front Street/Gills Neck Road and Lewes Beach, there is one 11 ft. wide travel lane in each direction with a shoulder on the east side and curb and sidewalks on the west side. Parking is permitted on the west side. Bicyclists heading to the beach can use the shoulder as a bicycle lane but the return trip must be made with traffic in a shared lane. Savannah Road is considered an evacuation route.



Figure 8 Pilottown Road



Figure 9 Pilottown Road



Figure 10 Front Street



Figure 11 New Road



Figure 12 Savannah Road



Figure 13 Savannah Road



Figure 14 Kings Highway



Figure 15 Kings Highway



Figure 16 Kings Highway



Figure 17 Gills Neck Road



Figure 18 Cape Henlopen Drive



Figure 19 Cape Henlopen Drive

### **Kings Highway**

Kings Highway has two sections. The first section extends from State Route 1 to the intersection with the Freeman Highway and includes a spur which provides the turning movements for traffic destined to State Route 1. The second section begins at the intersection with the Freeman Highway and ends at Third Street/Savannah Road. The section from State Route 1 and Freeman Highway has two 12 ft. wide travel lanes with two eight ft. wide shoulders. There are no sidewalks. Bicycles can use the shoulders and avoid the travel lanes. The land use in this section is changing from open farmland and rural residential, to a developing suburban character. The section between the Freeman Highway and Third Street/Savannah Road is two lanes wide with parking permitted on the west side. Sidewalks are provided on both sides of the roadway. Bicyclists must share the roadway with automobiles. This mostly residential section is within the Lewes Historic District. Like Savannah Road, Kings Highway is an evacuation Route.

### **Gills Neck Road**

Gills Neck Road extends between Kings Highway and Savannah Road, travelling east from Kings Highway and then looping back to the west under the Freeman Highway to Savannah Road at Front Street. Gills Neck Road is a two lane roadway. Recent development activity has widened the formerly two lane roadway with 10 ft. wide lanes and no shoulders to 11 ft. wide travel lanes and five ft. wide shoulders in the vicinity of the residential developments. Because shoulders are not consistent along its route, bicyclists must navigate its sharp curves in the travel lanes. There are no sidewalks, although the Junction and Breakwater Trail parallels Gills Neck Road as it approaches Kings Highway. Another spur of the Junction and Breakwater Trail passes thorough the Showfield Residential Development on its own right of way within the development to Kings Highway. The spur intersects with the Freeman Highway and follows the highway right of way as a separate trail to Gills Neck Road in the city limits where it is a short ride to Savannah Road and downtown Lewes.

### **Cape Henlopen Drive**

Cape Henlopen Drive extends from the entrance to Cape Henlopen State Park to Savannah Road. It is a two lane road with 12 ft. wide travel lanes and eight ft. wide shoulders, except in the area from the Freeman Highway to the entrance to the Cape May-Lewes Ferry where it widens to four lanes. Bicyclists can use the shoulders to avoid travelling with vehicles. There are no sidewalks. Land uses along Cape Henlopen Drive include two condominium developments, a single family subdivision and one small industrial firm. Mostly, it passes through open space and serves the beaches and the Cape

May-Lewes Ferry. It is also a major bicycle route and part of the American Discovery Trail.

*A full description of the travel routes is contained in Appendix 1*

Table 1 Federal Requirement for a Corridor Management Plan	Chapter or Page Reference
(1) A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses within the corridor.	<i>Step 1 Nomination (Delaware State Scenic and Historic Byway)</i>
(2) An assessment of such intrinsic qualities and of their context.	<i>Step 1 Nomination (summarized in Chapter 3)</i>
(3) A strategy for maintaining and enhancing those intrinsic qualities. The level of protection for different parts of a National Scenic Byway or All-American Road can vary, with the highest level of protection afforded those parts which most reflect their intrinsic values. All nationally recognized scenic byways should, however, be maintained with particularly high standards, not only for travelers' safety and comfort, but also for preserving the highest levels of visual integrity and attractiveness.	<i>Chapter 4 Stewardship</i>
(4) A schedule and a listing of all agency, group, and individual responsibilities in the implementation of the corridor management plan, and a description of enforcement and review mechanisms, including a schedule for the continuing review of how well those responsibilities are being met.	<i>Chapter 9, Implementation</i>
(5) A strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor.	<i>Chapter 5, Enhancement</i>
(6) A plan to assure on-going public participation in the implementation of corridor management objectives.	<i>Chapter 9, Implementation</i>
(7) A general review of the road's or highway's safety and accident record to identify any correctable faults in highway design, maintenance, or operation.	<i>Chapter 5 Transportation and Appendix 4</i>
(8) A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.	<i>Chapter 6, Enhancement</i>
(9) A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to enhance that experience.	<i>Chapter 6, Enhancement</i>
(10) A demonstration of compliance with all existing local, State, and Federal laws on the control of outdoor advertising.	<i>Chapter 4, Stewardship</i>
(11) A signage plan that demonstrates how the State will insure and make the number and placement of signs more supportive of the visitor experience.	<i>Chapter 5, Enhancement</i>
(12) A narrative describing how the National Scenic Byway will be positioned for marketing.	<i>Chapter 8 Marketing</i>
(13) A discussion of design standards relating to any proposed modification of the roadway. This discussion should include an evaluation of how the proposed changes may affect the intrinsic qualities of the Byway corridor.	<i>Chapter 6, Enhancement</i>
(14) A description of plans to interpret the significant resources of the scenic byway.	<i>Chapter 7, Active Transportation and Heritage-based Tourism</i>

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## 2. Planning Context

The purpose of this chapter is to describe the political and socioeconomic context for the plan's development. This chapter also explains the critical role of community involvement in developing the plan's vision and goals.

Much has changed since the National Scenic Byway Program was established in response to the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). Dedicated funding for byway programs and projects has been eliminated. With less funding support, state and local government involvement has declined. Yet, byway leaders from around the country have found new ways to manage byways on a more sustainable basis. Byway leaders have learned through experience to think regionally to thrive. Byway projects and programs have to be linked to larger regions and related programs (such as sea-level rise; rural or community-based economic development; the “get outdoors” movement; local food and community-based agriculture; complete streets; and heritage- and nature-based tourism) to be competitive in the funding environment and to attract younger generations of visitors.



*Figure 20 Aerial view of Downtown Lewes and the Delaware and Rehoboth Canal*

From a visitor perspective, travelers rarely identify a “county” or a “road” as their destination. Today’s byway traveler is looking for a quality experience that provides enjoyment and enrichment for the entire family or travel group—all in one place. Byways provide a strong community-based structure for that travel experience. Byways provide access to resources associated with heritage- and nature-based tourism, regional and community-based trail networks and other recreation programs, “Main Street” communities, and regional and community-based arts and entertainment programs.

Byways enhance tourism by connecting travel experiences—whether visiting and learning about a community or region’s heritage as part of an interpreted itinerary; or, getting outdoors to explore a region’s natural beauty and cultural heritage while exercising.

The effort to designate the road network inclusive of King’s Highway, Savannah Road, New Road, Pilottown Road, Gill’s Neck Road and Cape Henlopen Drive as the Lewes Scenic and Historic Byway, is a community-based initiative formed as a result of great interest in preserving and enhancing this scenic and historic corridor. Work on the nomination process began in February 2008 and was submitted to DelDOT in January 2009. The nomination was approved by DelDOT in the Spring of 2010. A FHWA Scenic Byway Program grant was submitted through DelDOT to fund the development of the CMP and

it was awarded in 2011. A public outreach report, completed in 2012 was funded by state legislators<sup>1</sup> to guide development of the CMP.

During the application process many meetings were held with a variety of stakeholders. Opinions and comments of residents, farmers, business owners, realtors, organizations, institutions and elected officials located along the Byway were carefully solicited and considered. These meetings provided information to participants on the background and process of the Delaware Scenic and Historic Highways Program and in particular the Lewes Scenic and Historic Byway proposal. Feedback was generally strongly positive. On January 30, 2009, the Advisory Committee voted unanimously to submit the nomination application to DelDOT.



Figure 21 Results of the transportation study were presented to interested stakeholders—many of which helped to collect the data used in support of the study

Chapter 4 of the Nomination Application contains extensive documentation regarding the continued and ongoing public and agency outreach that was utilized to formulate the nomination and endorse its application to DelDOT. That involvement has continued through the CMP development process and is expected to continue into the implementation phases of the effort. In summary, the following agencies and organizations have been and will continue to be involved in the CMP and its implementation.

## CITY OF LEWES

The City of Lewes' Scenic and Historic Byways Committee is comprised of representatives from various city committees and commissions, including representation from each of the roads that comprise the Lewes Historic Byway and the Lewes City Council. The committee also included representatives from Sussex County. The Committee guided the development of the plan to ensure that it is consistent with the City's ongoing efforts in historic preservation, economic development, greenway and trail planning, and transportation. The City, as of the writing of this plan, is updating its Comprehensive Land Use Plan. The CMP will be referenced as part of the updated Comprehensive Plan.

## SUSSEX COUNTY

Sussex County is responsible for land use and development review for those portions of New Road, Savannah Road, Kings Highway, and Gills Neck Road that are outside the boundaries of the City of Lewes. Visit Southern Delaware is Sussex County's convention and tourism bureau. Meetings were held with the County Administrator, Planning

<sup>1</sup> Funded through Legislative grants provided by: Senator F. Gary Simpson, Representative Joseph W. Booth, Representative Peter C. Schwartzkopf, Representative Ruth Briggs King

and Zoning, and County Council to discuss the CMP. The County has agreed to work on the implementation of the CMP including evaluating how best to incorporate it into its Comprehensive Plan and in its development review process.

### **DELAWARE DEPARTMENT OF TRANSPORTATION (DELDOT)**

The Delaware Department of Transportation (DelDOT) is responsible for public roads and right-of-ways associated with the Byway routes. DelDOT plays an important role in reviewing development proposals and determining the types of transportation facilities that are needed to support anticipated land development activities. DelDOT will utilize the CMP as part of their ongoing transportation planning and development review procedures.

### **DELAWARE DEPARTMENT OF NATURAL RESOURCES AND ENVIRONMENTAL CONTROL (DNREC)**

DNREC's mission is to protect and manage the state's vital natural resources, protect public health and safety, provide quality outdoor recreation and to serve and educate the citizens of the First State about the wise use, conservation and enhancement of Delaware's Environment. DNREC's Division of Fish and Wildlife manages the Great Marsh and other natural areas as well as environmentally sensitive areas such as wetlands. DNREC's Division of State Parks manages the Cape Henlopen State Park. DNREC is extensively involved as the lead organization in Delaware Bayshore Initiative. DNREC is responsible for protecting the water quality of the Great Marsh and Delaware Bay. DNREC administers the state's land protection programs, as well as the state's Greenways program, including the Junction and Breakwater Trail.

### **ORGANIZATIONAL PARTNERS**

The process for developing the plan was a partnership effort involving the following additional organizational partners:

- Lewes Historical Society
- Lewes Chamber of Commerce
- Southern Delaware Tourism (Sussex County CVB)
- Delaware River and Bay Authority (DRBA)
- Greater Lewes Foundation
- University of Delaware
- Delaware Greenways



*Figure 22 Public meeting to review draft strategies for managing the Lewes Historic Byway*

## PROCESS

The CMP was developed based on the input provided by an Ad Hoc Steering Committee comprised of representatives from various City of Lewes committees, organizations, and Sussex County. All meetings of the Steering Committee were open to the public, and notice was posted on the City of Lewes web page followed by meeting minutes, handouts and presentations.

Delaware Greenways and their project partners conducted public outreach for each of the Byway roads in 2012 that resulted in a preliminary set of strategies and recommendations for consideration during the Step 2 CMP planning process. The challenge lies in how to translate the identified priorities into specific actions in today's highly competitive environment for funding. Delaware Greenways and all of the project partners established these priorities through a sequence of Ad Hoc/Steering Committee meetings focused on the topics identified as part of the public process conducted in 2011 and 2012 and as documented in the Public Outreach Report (Appendix 2). The goals and actions identified in the report were organized into the following topical meetings and refined through discussions with the Steering Committee.

- **Conservation and Enhancement of the View and Context** (April and June 2014) - addressed the issues of preserving open space, greenways and trails; creating buffers to preserve Byway viewsheds; designing a Gateway Plan; and introducing Context Sensitive Design guidance (leading to the development of a plan for stewardship and related maps showing conservation and preservation priorities)
- **Transportation and Mobility** (Volunteer field work in 2013 and a follow-up discussion at meetings in July 2014) - documented the limited capacity of existing roads and identified strategies to better manage that capacity. Ideas suggested included the encouragement of multi-modal use of the Byway routes, encouraging more connectivity in the expanding multi-use pathway and trail network, traffic management strategies, greater use of web and mobile technologies, and remote parking with jitney service.
- **Enhancement of the Travel Experience** (April, June and August 2014) - continued the discussion of Context Sensitive Design guidance as it would be applied to address issues of traffic congestion, improving walkability and bikeability on Byway roads and guiding new development and related transportation activities. Enhancements included review and discussion of the gateways and illustrations of proposed treatments.

- **Heritage- and Nature-based Tourism** (October 2014) - addressed the issue of the need to integrate the Lewes Historic Byway with other heritage-based tourism marketing and promotional activities in the region. Strategies discussed included: extending the Byway into Sussex County on Savannah Road and Kings Highway; linking the Byway to the Delaware Bayshore Byway and the Delaware Bayshore initiative; and coordinating the interpretation along the route as a means of extending visitor stays and reaching potential visitors during the shoulder seasons and beyond.
- **Interpretation and Education** (November 2014) - the tremendous stories associated with Lewes' unique history and significance and its magnificent natural setting are a big factor in why people choose to visit Lewes and choose to live there—either seasonally or year-round. Discussions at this meeting focused on how to organize those stories and topics into a framework for interpretation and education that comprises the “Byway Story” and how to tell that story in a coordinated way.
- **Byway Management** (January 2015)- discussion focused on how to implement the plan in a coordinated way including continued involvement of the City and County, partner agencies, and various stakeholders that have contributed to development of the plan. Discussion focused on the strategy of transforming the existing City of Lewes Scenic Byway Committee (with continued participation of the County on the City committee) to a joint City/County management committee that would have more leverage in pursuit of potential funding for projects and establishing continued byway management as a regional priority.

The process of reviewing and endorsing the CMP continued the planning process by reaching out once again to project partners at the City, County and the State levels with the goal of continuing to foster a greater level of cooperation and collaboration. The CMP is a direct result of the ideas generated at each of the topical meetings. The CMP organizes those ideas into a coordinated set of projects and programs outlined in each of the chapters that follow.

## KEY ISSUES

The Public Outreach Program conducted in support of the CMP has identified a number of key issues that have shaped the recommended strategies for the CMP. These issues are summarized below

- **Most of the remaining open space is along the Byway routes**  
Preserving key open space parcels along the Byway will not only help retain their character defining features, but will also help ameliorate the impacts of increased flooding due to sea level rise, improve water quality and enhance the wildlife values of

the Great Marsh and Cape Henlopen State Park by preserving green corridors and related open spaces.

- **The Byway routes shape the perception of Lewes**  
The Byway comprises the three main roads into town: Kings Highway, Savannah Road, and New Road; plus three roads that provide access to the primary destinations: Pilottown Road, Cape Henlopen Drive and Gills Neck Road. Each corridor needs to address:
  - The sense of entry and separation from the Coastal Highway (gateways)
  - The need to shape the form and appearance of future development
  - The need to use context sensitive approaches for addressing future roadway design
- **The Byway can help to manage the effects of tourism**  
The Byway can be utilized to help manage positive and negative aspects of tourism by:
  - Utilizing the Byway routes to provide alternative things to see
  - Extending the Byway into Sussex County on Savannah Road and Kings Highway to provide more tools to enhance the travel experience into Lewes
  - Coordinating the interpretation to increase awareness of Lewes special resources
- **The Byway can help to manage future transportation demand**  
The plan can be used to guide the accommodation of future growth in travel demand, increase interest in bicycling and walking, and to encourage ways to better manage the overall travel experience so visitors can spend less time in their cars and more time enjoying the Byway's natural and historic beauty.

## GOALS FOR THE BYWAY

An initial set of goals for the Byway were established as part of the 2012 public outreach process conducted by Delaware Greenways (Appendix 2). Goals established in public outreach process shaped the planning process by providing topics for further discussion at each of the committee meetings. Goal statements were then revised and consolidated to reflect the results of committee and public meetings as part of the Step 2 CMP effort.

### Preserve the Character of the Lewes Historic Byway

Preserve and maintain character-defining features of the Lewes Historic Byway including important views, open spaces, recreational opportunities, and historic and cultural features that contribute to its significance as a Delaware Scenic and Historic Byway.

### Improve the Safety and Mobility of the Byway Routes

Enhance the quality and safety of Byway-related travel experience for all modes of transportation by expanding the range of travel opportunities for pedestrians and bicyclists as well as those who use public transportation and by utilizing context sensitive approaches to address future roadway safety and capacity projects.

### Enhance the Visual Quality and Travel Experience of the Byway

Use the Byway as a tool to leverage necessary funding for priority enhancements and to work with developers to guide change in a positive manner.

### Use the Byway to Complete a Greenway and Trail System

Use the Byway to lengthen visitor stays by connecting the Byway to the Greater Lewes System of Greenways and Trails and establishing Byway routes as corridors for human powered recreation including walking, bicycling and paddling.

### Tell the Byway story

Use the Lewes Scenic and Historic Byway to enhance the travel experience of visitors and residents by increasing awareness and appreciation of Lewes and its historical setting through storytelling.

### Manage the Positive and Negative Effects of Tourism

Use the Lewes Historic Byway as a tool for spreading out visitation beyond the beach and the summer season and enhancing the quality of the visitor experience.

### Vision and Approach

*Each of the Byway routes has its own character from which an overall vision and management approach is recommended:*

- **New Road: Conservation.** *Retain the overall rural character including its farms, forests, wetlands and tributary streams.*
- **Savannah Road: Enhancement.** *Use the Byway to restore the character-defining features of the historic route into town as it progresses through various eras of development and growth.*
- **Kings Highway: Guiding Development and Transportation.** *Use the Byway to help shape the future character of the route that is most likely to undergo the greatest amount of change.*
- **Gills Neck Road: Retain the Historic Road Character.** *The northern two thirds of Gills Neck Road has a distinctive character that needs to be retained in the face of the growth and development of the southern/western third*
- **Cape Henlopen Drive: Enhance Access to Recreation.** *The main route to Cape Henlopen State Park and the gateway from the Cape-May Lewes Ferry would benefit from additional landscape and trail enhancements.*
- **Pilottown Road: Enhance and Preserve the “Canalfront.”** *Opportunities exist to extend the Maritime History Trail, enhance pedestrian and bicycle safety and establish a new destination at the Green Hill Light*

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## 3. Significance

The purpose of this chapter is to define the intrinsic qualities of the Byway and its character defining features that establish regional significance of those qualities. The Nomination Application documented the intrinsic quality inventory and evaluation, resulting in the identification of those specific intrinsic qualities that met requirements for a successful nomination of the route as a Delaware Scenic and Historic Byway.

Intrinsic qualities are an integral component of a CMP. They reveal what makes the Byway special and unique. The National Scenic Byways program describes intrinsic qualities as “features that are considered representative, unique, irreplaceable, or distinctly characteristic of an area.” These qualities include historic, natural, recreational, scenic, archeological and cultural.

The Lewes Historic Byway’s primary intrinsic quality is its historic significance. As noted above, the unique visual and “small town” character of Lewes and its immediate environs are the direct result of centuries of settlement and adaptation. Founded in 1631, Lewes is the First Town in the First State in the United States of America.

The natural qualities associated with Lewes’ position at the mouth of the Delaware Bay serve as an important setting to its historic qualities. Lewes’ location and natural attributes were critical for the initial establishment and consequent prosperity of the town.

Lewes’ growing network of greenways and trails along with Cape Henlopen State Park and the Great Marsh provide outstanding recreational opportunities for birding, bicycling, boating and beach access. The combination of historic, natural and recreational qualities establish Lewes as a regionally significant destination and the Lewes Historic Byway as the vehicle through which the landscape and its stories can best be experienced.

### STATEMENT OF SIGNIFICANCE

The establishment of a settlement on the site of old Pilot Town, now an integral part of the City of Lewes, played a pivotal role in the legal process that led eventually to the formation of the State of Delaware. The relative prosperity afforded by the sea and all its related occupations, plus its physical location at the mouth of Delaware Bay, promoted the preeminence of Lewes as the first County Seat of Sussex County.

The importance of a good harbor; lighthouses for major shipping channels; rescuing passengers and crews from foundering ships;



Figure 23 New Road



Figure 24 Beach access at Cape Henlopen State Park



Figure 25 Front Street in Downtown Lewes



Figure 26 Zwaanendael Museum



Figure 27 Delaware and Rehoboth Canal as seen from Savannah Road

the cadre of pilots who could accurately guide vessels up and down the Delaware Bay; and of defending the Delaware Bay's shipping channels in more modern times, have gained Lewes the attention of the Mid-Atlantic region and the nation. The activities required to carry out all these tasks established the routes that comprise the Lewes Historic Byway—movement along the coast and canal, and through the gateways into and out of Lewes.

The following summarizes the intrinsic qualities found along the Lewes Historic Byway. For a full description of the intrinsic qualities please see Appendix 3.

## **HISTORIC QUALITIES**

The Lewes Historic Byway allows visitors and residents alike to experience and appreciate the historical significance and natural scenic beauty of Lewes and its surroundings. Historic significance is reflected in the following community-scale geographic features and characteristics:

- Historic character and quality of its neighborhoods and commercial center as seen from three gateways from the land: New Road, Savannah Road and Kings Highway, much of which is recognized as the Lewes Historic District and listed on the National Register of Historic Places
- Lewes and Rehoboth Canal along Pilottown Road and Gills Neck Road, immersing the visitor into its rich and varied maritime history and natural beauty
- Strategic position of the Delaware Bay and its role shaping the maritime history of Lewes and southern Delaware

The historic fabric of Lewes is easily seen from Byway routes and from three interpreted walking tours and one guided tour

- Historic Lewes Walk links together the Lewes Historical Society's interpreted historic sites—following Front Street, 2nd Street, Shipcarpenter Street, and Shipcarpenter Square
- Trenny's Loop is a walk linking the east side of the historic town with the beachfront
- Lewes Maritime History Trail follows the Lewes and Rehoboth Canal linking interpretive exhibits that speak to the town's maritime story. The trail includes Lightship Overfalls, a historic ship and National Historic Landmark operated as a museum by the Lewes Historical Society
- Fort Miles - located in Cape Henlopen State Park offers guided tours, interpretive programs and events to help tell the story of the defense of the Delaware Bay during World War II.

## NATURAL QUALITIES

Lewes is situated at the mouth of the Delaware Bay. According to DNREC, the Delaware Bay shoreline is widely recognized as an area of global ecological significance. The Delaware Bayshore is designated as an International Birding Area (IBA) of Global Significance. Delaware has expansive coastal marshes, shoreline, agricultural lands and forests that provide diverse habitat to many species, including migratory shorebirds. Lewes is at the southern limits of the IBA providing easy access for bird watching and other natural areas associated with the Delaware Bay.

Located along the “Ocean Beaches and Inland Bays” region of the Delaware Birding Trail, the Byway is bracketed by two significant natural areas along the Delaware Bayshore—Cape Henlopen State Park and Canary Creek and the “Great Marsh”—both managed by DNREC. Two tributaries—Canary Creek to the north and Wolf Glade to the south—form a natural greenbelt around Lewes. The greenbelt helps to protect the water quality of the Great Marsh and the inland bays associated with the Byway.

## RECREATIONAL QUALITIES

Home to world-class beaches and preserved parkland, the Lewes Historic Byway provides direct access to a wide range of outdoor recreational activities. Biking, walking, sailing, kayaking, beach combing, swimming, surfing, deep-water fishing, surf-fishing, dolphin and whale watching, birding, and camping are just a few of the things that can be enjoyed. Lewes itself is very amenable to strolling, with mature trees, pocket parks and well-signed historic treasures at every turn. Trails that connect with the designated corridor include the Lewes Heritage Greenway, the American Discovery Trail, the Coastal Heritage Greenway, the Junction & Breakwater Trail, and thirteen miles of trails and pathways within Cape Henlopen State Park. A network of trails now forms a loop connecting Lewes and Rehoboth Beach through Cape Henlopen State Park utilizing portions of the Byway routes. Planning for the Lewes to Georgetown Rail with Trail network is nearly completed and will begin construction in the near future further extending the recreational opportunities associated with the Lewes Historic Byway.

## SCENIC QUALITIES

The physical landscape of the Byway corridor is characterized by wide-open vistas of sea and sky; a picturesque harbor with tall masts of docked ships; salt marsh and farm fields; narrow winding roads and tall trees of well-kept properties; and the serene water of the Canal with its green marshy edges.

Cape Henlopen State Park, Cape Henlopen Drive and portions of Pilottown Road provide some of the most beautiful scenic vistas in

Delaware. Kings Highway and Savannah Road present some of the most historically significant and visually striking architecture in the region. New Road contains outstanding stretches of preserved farmland and forested corridors. The view of the Lewes and Rehoboth Canal at the Otis Smith estate on Gills Neck Road is considered a Lewes scenic landmark.

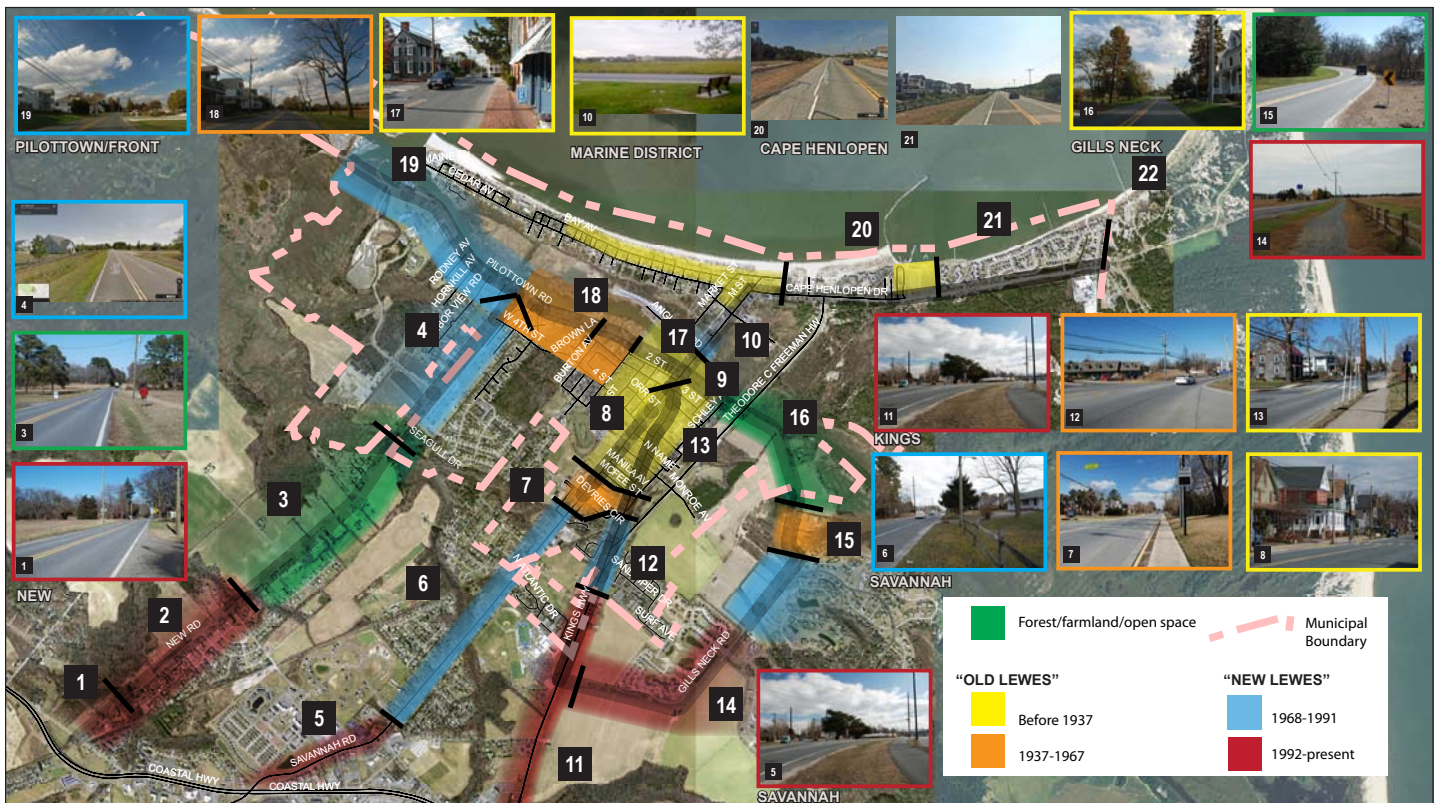
### ARCHEOLOGICAL QUALITIES

Archaeological resources are associated with all of the thematic contexts outlined in Section 3.3 of the Nomination Application, entitled “Primary Intrinsic Quality - Historic.” These resources are a significant legacy of the past and have the potential to yield important information about the region’s history and past cultures. Sites related to many different periods, both on land and in the water, have been investigated within the corridor, and additional sites remain to be identified and documented.

### CHARACTER DEFINING FEATURES

One of the primary concepts for maintaining the character and quality of the Lewes Historic Byway is to establish distinct character areas so that future management concepts fit within the appropriate context of the Byway. Character areas are identified based upon the

Figure 28 Character area map



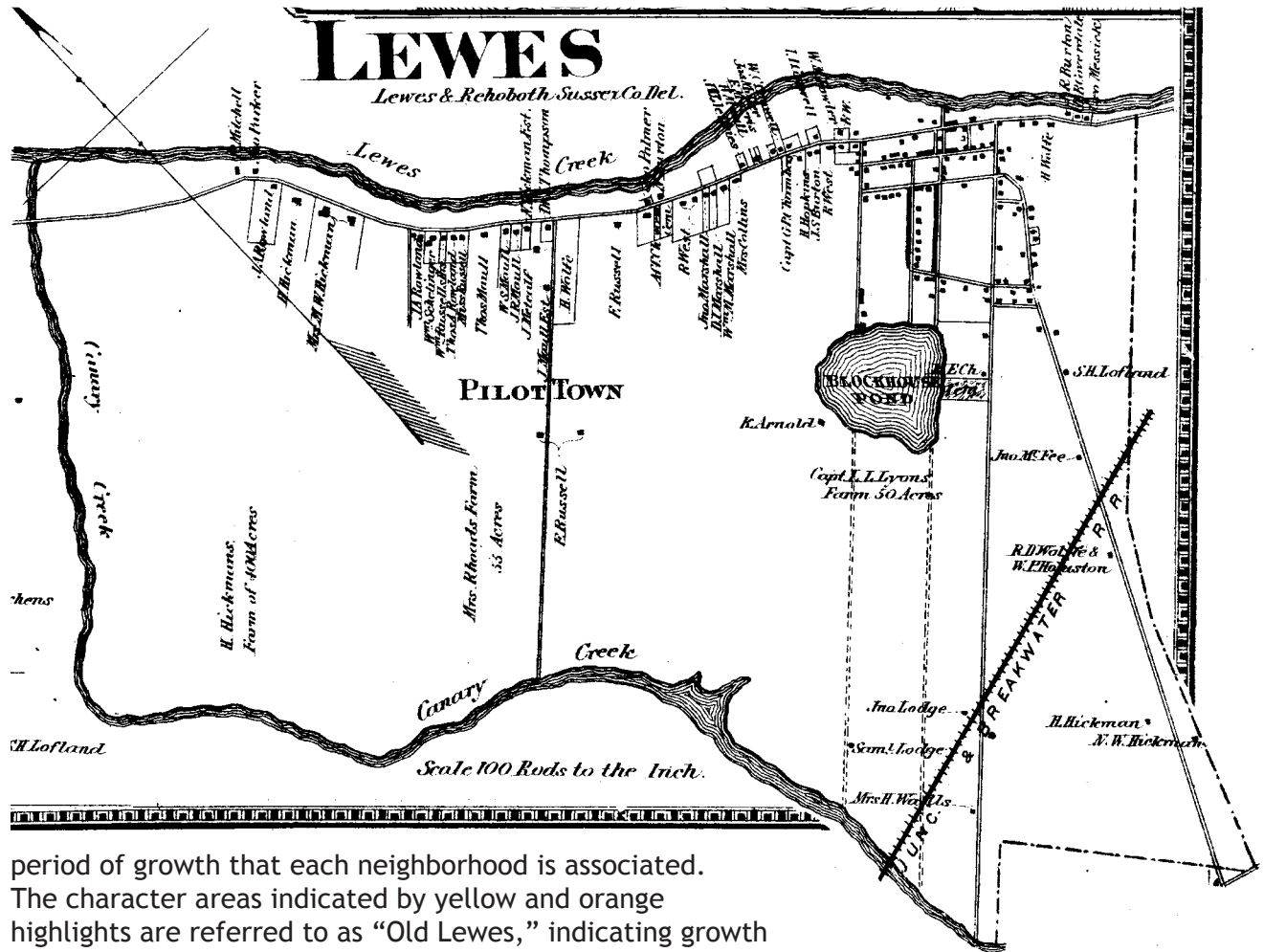


Figure 29 Excerpt from Pomeroy and Beers' Atlas of Delaware showing Lewes in 1868

period of growth that each neighborhood is associated. The character areas indicated by yellow and orange highlights are referred to as “Old Lewes,” indicating growth that occurred prior to automobile induced urban growth. Character areas indicated with blue and red highlights associated with rapid urbanization are referred to as “new Lewes.” See Chapters 4 and 5, for recommended land use and transportation management concepts.

Byway routes slice through a timeline of Lewes’ development history. In 1868, Pomeroy & Beers of Philadelphia issued an Atlas of the State of Delaware. The Atlas shows early settlement patterns in Lewes and current alignments of Kings Highway, Savannah and New Road (Figure 29).

**Old Lewes Pre-War (8,9,10, 13, 17)**

The earliest aerial photographs of Lewes are from 1937 (Figure 30), the year that Roosevelt Inlet was opened. The character defining features of its towns and streets are distinctive for their narrowness, the closeness of buildings to the street, and the gridded system of lots and blocks.



Figure 30 The pre 1937 Lewes is shown here in pink (downtown) and orange, the earliest neighborhoods of Lewes

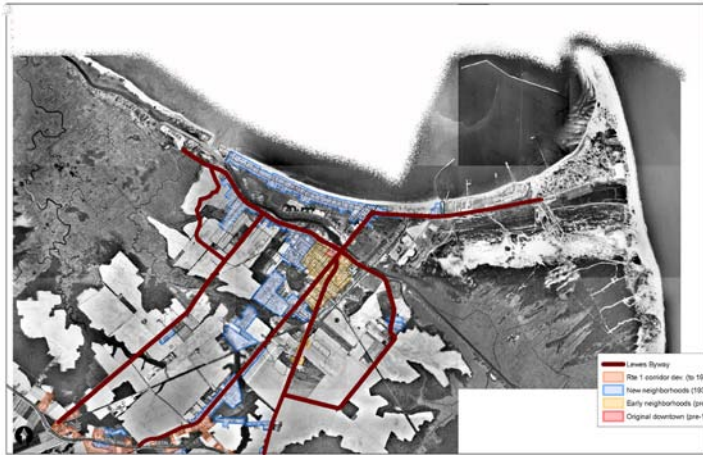


Figure 31 1968 aerial photograph of Lewes

**Old Lewes: Post-War (7,15,18)**

Post war suburbs expanded residential neighborhoods along main thoroughfares. Houses increased in size but maintained close proximity to the street and continued a pattern of lots and blocks. Early residential neighborhoods are shown in orange and newer post-war neighborhoods are shown in blue on the character area map.



Figure 32 1992 color infrared aerial photograph of Lewes

**New Lewes: Automobile Era (4,6, 19)**

The automobile era expanded the footprint of Lewes and established new development patterns enabled by affordability of the automobile and mobility that followed. Commercial development followed main arteries, especially Coastal Highway and Savannah Road—the main roadway into Lewes. Light blue areas show beginnings of the outer ring and highway related commercial taking over Savannah and the Coastal Highway (Figure 31). Buildings are set back further from the highway with parking areas in front to draw travelers.

**New Lewes: Boom to Bust (1, 2, 5, 11, 14)**

In the 90's color infrared (CIR) photographs (Figure 32) illustrate the breadth of urban sprawl. Pavement areas show up as white or light blue and healthy vegetation shows up as deep red on the CIR. New development begins to fill in the outer ring along Savannah Road and Kings Highway. Commercial development follows the beach crowd along Coastal Highway.

Figure 33 2012 full color aerial photograph of Lewes



In 2012, the most recent aerial photographs show where the next generation of residential and waterfront development is filling in vacant and run down properties along highways.

Using these patterns helps establish character areas based upon the street character. As you move closer to downtown, the homes get closer to the street, curbs and sidewalks are introduced and the predominant architectural style changes from modern ramblers to Victorians.

## 4. Stewardship

The purpose of this chapter is to identify the strategies needed to maintain and enhance the Byway’s intrinsic qualities. The Lewes Historic Byway serves as the gateway travel routes into Lewes. Each route has its own distinct character defining features. New Road and associated open space along Canary Creek represents the best opportunity to maintain the character defining features that are evocative of Lewes’ early settlement patterns and natural landscapes. Other routes retain distinct historic features and settings that help shape a positive experience traveling into Lewes. The following pages outline the strategies that are recommended for maintaining the setting and features worthy of future preservation or conservation action. Following the strategies is a step-by-step guide for funding and implementing a conservation project along the Lewes Historic Byway.

### **Goal 1: Preserve the Character of the Lewes Historic Byway**

*Preserve and maintain the character-defining features of the Lewes Historic Byway including important views, open spaces, recreational opportunities, and historic and cultural features that contribute to its significance as a Delaware Scenic and Historic Byway*

## **PRESERVATION AND CONSERVATION STRATEGIES**

Strategies for conserving and preserving the Byway’s intrinsic qualities are organized around the ongoing conservation and preservation activities of organizations and agencies with interests in the City of Lewes and eastern Sussex County, including “the Great Marsh” and Cape Henlopen State Park.

Figure 34 on page 24 illustrates the lands that are currently unprotected in Lewes (white) and the interests of agencies and organizations with responsibilities or a mission focused on conservation. The layers illustrated from the bottom to the top:

- Base Map - showing existing farms, forests and public land
- Developed Lands - the areas that have been developed for residential, commercial, institutional or other purposes.
- Remaining open space - areas that have not been developed as identified by land use/land cover data.
- Conservation - areas that are legally designated as protected areas, and their protection status is highly unlikely to change. Some areas have conservation values that have been identified by a conservation organization or agency, yet are not technically considered protected. Areas remaining in white on the conservation map are most vulnerable to change with no current protection and no identified conservation interest (to date).

The Byway should play a role in helping to conserve the remaining open spaces, especially along New Road, using the following strategies:

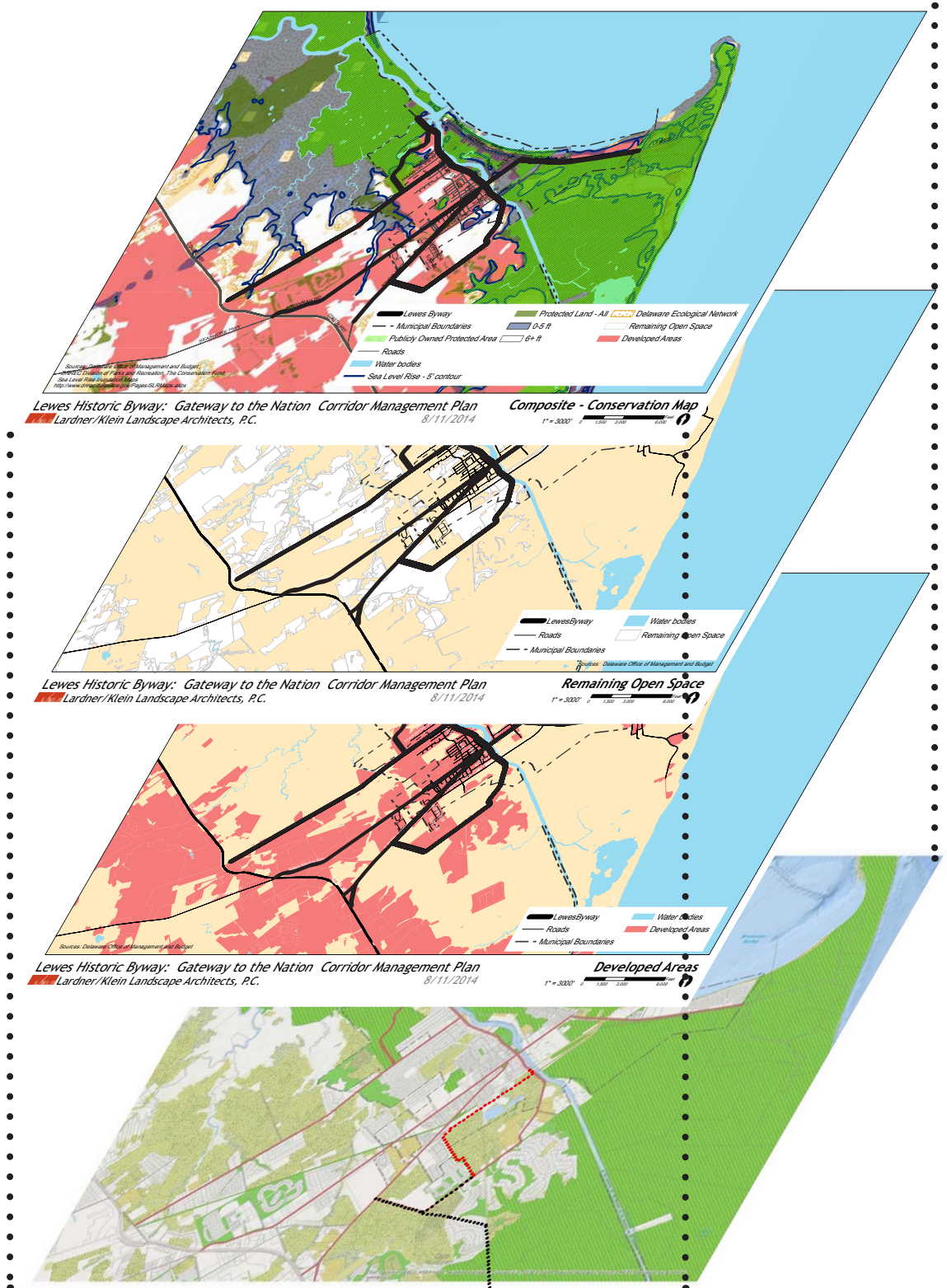


Figure 34 Conservation priorities include wetlands and stream corridors that flow into the Great Marsh along Canary Creek to the north of Lewes and that flow into the Delaware and Rehoboth Canal along Wolf Glade and its tributaries. Priorities also include currently undeveloped areas that are considered susceptible to flooding due to sea level rise (less than 1.5 meters in elevation, approx. 5'). See Appendix 1 for enlarged maps.



## 1. PRESERVATION PRIORITIES

### *Develop Preservation Priorities for the Byway*

Rationale: The preservation needs for the Byway exceed the annual capacity of the conservation and preservation organizations and agencies. By setting priorities for preservation action, the most critical needs can be addressed first while the less immediate needs can be incorporated into longer term policy and planning activities.

#### **Implementation Steps:**

1. Establish and maintain a list of conservation priorities for the Byway updated on a regular basis including the following:
  - Conservation of lands, wetlands and waters that contribute to preserving the water quality of the Delaware Bay and its tributary creeks, inland bays, marshes and streams (such as the lands and waters associated with Canary Creek)
  - Conservation of areas that contribute to the experience of traveling along the Byway that are most vulnerable to change, including adjacent farms, pastures, and woodlands, such as the open farm fields along New Road
  - Conservation of lands, wetlands and waters that are consistent with municipal and county comprehensive plans and that contribute to implementation of the Lewes Greenways and Trails Plan
  - Conservation of lands, wetlands and waters that help educate the public about primary themes associated with the Byway, such as the upper reaches of Canary Creek near Savannah Road
  - Large patches of adjacent upland forests adjacent to the Byway travel route define the outer limits of the Byway corridor and contribute to the overall quality of this globally significant Important Birding Area (IBA) such as the wooded areas along Wolfe Glade and its tributaries
2. Establish and maintain a list of priorities for historic preservation associated with the Byway. Priorities include:
  - Emergency preservation funding for sites whose historic qualities are threatened by environmental and land use factors, such as the Hazell Smith estate
  - Preservation of the setting associated with sites and structures that help educate the public about byway themes, such as found along New Road
  - Establishment of historic districts or expansion of the existing historic district including associated structures and landscapes with significant maritime heritage



Figure 35 Upper reaches of Canary Creek near Savannah Road



Figure 36 Lower reaches of Canary Creek near New Road

**Coastal and Watershed Programs for the Delaware Bay and Estuary**

**Delaware Bay Estuary Project**

- an office of the U.S. Fish and Wildlife Service (Service) whose mission is to “work with partners to identify, restore and protect regionally important habitat in the Delaware River drainage basin and the Delmarva Peninsula area.” (See <http://www.fws.gov/delawarebay/funding/index.html>).

**Partnership for the Delaware Estuary (PDE)**

The PDE, one of 28 National Estuary Programs designated by Congress is a regional nonprofit established in 1996. Its mission is to lead science-based and collaborative efforts to improve the tidal Delaware River and Bay, which spans Delaware, New Jersey, and Pennsylvania. Its staff works with many partners to increase awareness, understanding, and scientific knowledge about the Delaware Estuary.

**Regional Conservation Partnership Program (RCPP).**

RCPP takes the place of the former Cooperative Conservation Partnership Initiative. RCPP encourages partnerships to increase the restoration and sustainable use of soil, water, wildlife and related natural resources on regional or watershed scales.

**2. THE BYWAY AND THE DELAWARE BAY**

*Link the Byway’s preservation needs with the Delaware Bay*

Rationale: Areas with strong preservation interests among multiple organizations will increase leverage and competitiveness for scarce preservation resources. Of particular importance to the Byway are the natural resource, water quality, and sea-level rise related conservation priorities associated with the Great Marsh and Canary Creek and with Cape Henlopen State Park.

**Implementation Steps:**

1. Link the Lewes Historic Byway with Delaware Bayshore Byway and proposed extension (page 43) together as the primary access route to Delaware’s Bayshore region
2. Seek funding for water quality initiatives for Canary Creek as a means of conserving Byway related open spaces (and enhancing developed areas)

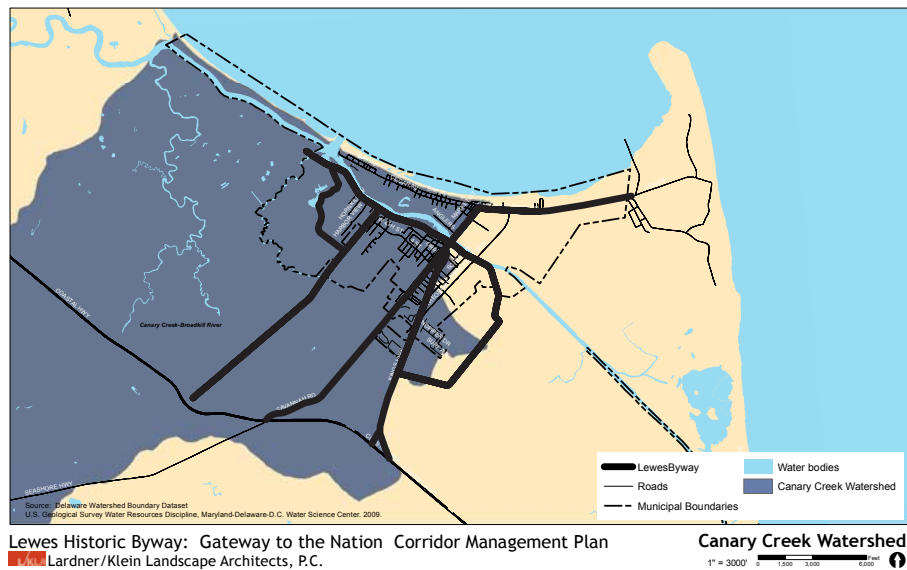


Figure 37 Canary Creek Watershed in relation to New Road, Savannah Road, and Kings Highway

**3. THE BYWAY AND A GREENBELT AROUND LEWES**

*Link the Byway’s preservation needs as a critical element in the long-held vision of a greenbelt around Lewes*

Rationale: Each of the Byway routes travels through the remaining open space parcels in Lewes. Planning and visioning efforts in the past have all identified the goal of establishing a greenbelt around the City of Lewes to physically separate the historic town from its more modern commercial corridor along Route 1. By linking the Byway’s interests in establishing gateways into Lewes with the goal of preserving a greenbelt around Lewes, more leverage and commitment can be established for preserving the open space

priorities associated with both goals. See page 47 for a map and further discussion on establishing gateways and potential linkages in relation to other recommended enhancement projects.

#### **Implementation Steps:**

1. Establish the connecting green corridors between New Road, Savannah Road and Kings Highway associated with Canary Creek as a conservation priority in the Lewes Comprehensive Plan and Sussex County Comprehensive Plans.
2. Establish the connecting green corridors along Wolf Glade Creek as a conservation priority in the Lewes Comprehensive Plan and Sussex County Comprehensive Plans.
3. Designate gateway areas with associated open space on Savannah Road and Kings Highway as the connecting links between the designated greenways along Canary Creek and Wolf Glade.



Figure 38 Preserving open space along Canary Creek will also function as a green sponge to provide space for flooding associated with sea level rise

## **4. THE BYWAY AND GREEN INFRASTRUCTURE SERVICES**

*Link the Byway's conservation goals with land use, infrastructure and emergency services planning including sea level rise*

Rationale: The Byway's related open spaces play a crucial role in providing infrastructure services. Open space reduces infrastructure demand and contributes ecosystem services (flood mitigation, wildlife habitat, air quality, etc.) to the overall quality of life.

#### **Implementation Steps:**

1. Establish the importance of New Road as a local evacuation route for the northern end of Lewes as a first step in addressing the isolation of Pilottown Road by Canary Creek for major activity areas (University of Delaware, DNREC facility, existing residential neighborhoods).
2. Identify conservation priorities that overlap with sea level rise adaptation and wetland creation needs (e.g. Canary Creek).
3. Seek funding to support open space conservation in floodprone areas and for establishing wetland mitigation banks in areas where sea level rise is expected (see map on page 24).

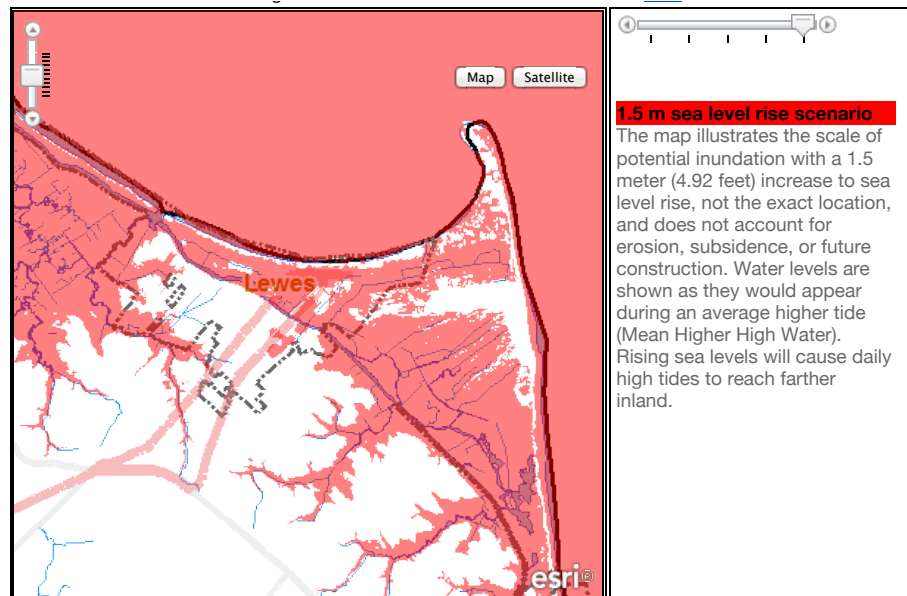


Figure 39 Delaware's Coastal Program has mapped the potential inundation areas associated with sea level rise.

**Off Premise Sign Regulation**

The City of Lewes prohibits off-premise signs in all districts (see <http://ecode360.com/7035746#7035746>).

Sussex County permits off-premise signs in its commercial and industrial zones, but not in all other zoning categories. There is a small section of land located at the intersection of Coastal Highway and Kings Highway

**5. THE BYWAY AND THE GREENWAYS AND TRAILS PLAN**

Relate the Byway’s conservation priorities and gateway enhancement needs with the greenways and trails plan for Lewes

Rationale: The Lewes Greenways and Trails Committee Master Plan identifies multiple greenways and trails that cross each of the routes that comprise the Lewes Historic Byway. The overlapping interests present an opportunity to leverage funding sources (such as the Transportation Alternatives Program) and increase pedestrian and bicycle access for the Byway.

**Implementation Steps:**

1. Amend by reference in the Comprehensive Plan two recommended additions to the greenways and trails plan
  - Trail connecting Cape Henlopen State Park with the Georgetown-Lewes rail trail at Freeman’s Ford Road
  - Extend the Maritime History Trail along Pilottown Road to Green Hill Light
2. Seek funding for implementation of connecting trails
  - Separated multi-use pathway along New Road
  - Separated multi-use pathway along Gills Neck between Wolfe Point and Hawkey

**6. THE BYWAY AND HISTORIC PRESERVATION**

Work with property owners to preserve and maintain the character-defining features of historic buildings and neighborhoods

Rationale: The historic homes and neighborhoods contribute to the high quality of life and to the enjoyment of traveling in and around Lewes and along the scenic and historic byways.

**Implementation Steps:**

Work with Lewes Historic Society to:

1. Contact site owners/managers of existing historic sites along the Byway to determine status of preservation plans. Inventory those that are available, especially those that are exemplary for use by others to emulate
2. Use results of this inventory to seek funding for preservation plans for those sites that do not have them, or for those sites whose plans need to be updated
3. Seek CLG funding for identified preservation priorities inside Lewes (designated as a Certified Local Government) and consider applying for CLG status for areas outside Lewes to increase the range of programs and actions available to jurisdictions to preserve historic resources important to the Byway

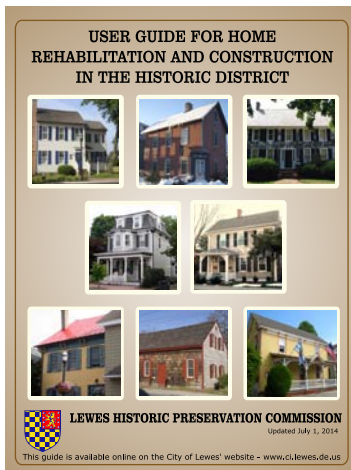


Figure 40 User Guide for Home Rehabilitation and Construction in the Historic District, City of Lewes

## FUNDING A CONSERVATION PROJECT

The following funding sources support conservation activities. In some situations, conservation may be a related goal as part of a broader project or activity. Multiple sources of funding and related support are needed to improve chances for success for any conservation project.

### STATE AND FEDERAL GRANTS

Many federal grants of value to conservation and enhancement projects are distributed through state agencies. This includes transportation funding<sup>1</sup> for acquiring land for and building recreational trails (Transportation Alternatives Program), public recreation-based funding for protecting wildlife habitat and other forms of “open space” lands (Delaware Land Protection Act), and environmental funding for wetlands protection or mitigation for sea level rise. Such governmental grants are highly competitive and funds are often limited, but available. An updated list of state and federal grants that support conservation and enhancement goals related to the Byway are included in Appendix 2.

### PRIVATE FOUNDATIONS

As with governmental grants, thorough research is needed to identify potential sources and to develop rigorous rationales for successful applications. Conservation organizations such as the Conservation Fund and Nature Conservancy are active in Delaware and have interests in the lands adjacent to Great Marsh and Cape Henlopen State Park. Local community foundations have also funded conservation activities including the Greater Lewes Foundation. Additional private funding sources are also included in Appendix 2.

### DONORS/LAND TRUSTS

Donations are best solicited through locally oriented nonprofit organizations. For conservation purposes, land trusts and community foundations represent the best opportunities to pair donor interests in conservation with the Byway’s conservation needs. Land trusts are particularly well organized for and experienced in making appeals to their supporters and others for particular land conservation projects. The Sussex County Land Trust and the Greater Lewes Foundation are two non-governmental organizations that are fully capable of incorporating the Byway’s conservation needs as part of their own missions. If an existing land trust cannot be persuaded to take the lead in negotiating for a conservation project, consider the possibility of organizing one. Assume that the new land trust

<sup>1</sup> The current transportation funding bill, MAP-21 has been extended multiple times and will likely be reauthorized in the near future. Currently acquisition of scenic and historic properties is an eligible activity

will have many more projects to come, and organize accordingly. Local leaders advocating for conservation projects in Lewes are best advised to join forces with existing land trusts and/or state and/or local land-conserving agencies if at all possible.

## LOCAL GOVERNMENT

Local dollars are the principal means of providing cash match for pursuing grants from state and federal agencies. If the land is to be owned and managed by the local government (with or without extensive public access), local dollars will often be the primary source of cash for conservation transactions and many complex land conservation deals depend upon a portion of the financing to come from cash contributions. There are three general possibilities, each with its own set of limitations:

- **General fund** (including funds routinely allocated in the annual budget to support land acquisition, if such funding exists). The acquisition of property, however, even just an easement, can be so expensive that such expenditures are rare in the general fund (defined as the ordinary, year-to-year budget supporting community operations and supported by ordinary tax collections and fees, mostly from property taxes). Such funding may prove useful for more limited needs in a conservation project—a one-time payment for an option, for example, or a contribution to a project not under the local government’s leadership.
- **Capital funds.** This is the more usual way to classify local government spending to support land acquisition, particularly if the acquisition is by the local government itself. The land is to be, after all, a capital asset. Capital expenditures are more long-range, often based on a local plan, and are balanced among many community needs—new facilities to support fire, police, library, or school functions, for example. Because the benefits accrue over multiple years, even multiple generations, municipalities often borrow money to undertake large expenditures like these by selling bonds, paying them back over time through tax collections or the collection of special fees (money borrowed to build a parking garage, for example, would be paid back by the payments made by users).
- **Special funds.** A locality can choose to dedicate some portion of the flow of local government funding to land acquisition (or other kinds of local government programs). Sometimes this is determined when a new tax or fee is imposed. A typical approach is to charge a fee for some element of ordinary land transactions (a recording fee, for example) and then dedicate the funds collected (or a portion) toward a related community goal, in this case land conservation. Studies of voter preferences have shown that voters tend to be relatively more supportive of tax increases if assured that collections are to be dedicated to

things they want, like more open space. In the case of Lewes, a somewhat different, but related, possibility might be to dedicate a portion of the rents obtained from publicly owned canal-front lands currently being leased to adjacent property owners. There's a nexus of public benefit to public cost in that idea—that some land owned by the public is not publicly accessible, so therefore the funds derived from such leases might logically be devoted to helping to make land available elsewhere to provide public benefit or public access.

### CREATING A WETLANDS/HABITAT MITIGATION BANK

Wetland mitigation banking “is the preservation, enhancement, restoration or creation of a wetland, stream, or habitat conservation area which offsets, or compensates for, expected adverse impacts to similar nearby ecosystems” ([http://en.wikipedia.org/wiki/Mitigation\\_banking](http://en.wikipedia.org/wiki/Mitigation_banking)). Conservation funding goals are reached by establishing one or more permanently protected mitigation areas with the same functional ecological value paid for by developer to compensate for the adverse impact.

### TAX BENEFITS ACCRUING TO THE PROPERTY OWNER

Generally called a “bargain sale,” an owner chooses to charge a lower price for the transaction. It can occur whether the transaction involves acquisition of the land itself (acquisition “in fee simple”) or a conservation easement (“less than fee simple”). The owner seeks a tax deduction for the value of the difference between appraised value for the land or easement and the actual payment made. The tax deduction applies in the case of either individuals or corporations and its value is based on the owner’s income (tax bracket). For an owner to obtain a charitable contribution tax deduction for the bargain sale of an easement (or a donation of one), the easement must be permanent and must go to an organization qualified to receive it (typically a land trust or local or state government). The same tax benefits are available for donating land and easements.

### TAX BENEFITS ACCRUING BY OTHER MEANS

Conservation goals are achieved by using installment sales and subdivision (phased sales or donations) to reduce capital gains taxes. Obviously, the ins and outs of all tax benefits described here are complicated; the parties negotiating the deal need solid experience and information in order to explore all possibilities and come up with the best approach or combination of approaches.

#### **Wetland Mitigation Banks**

*In the United States, federal agencies (under section 404 of the Clean Water Act), as well as many state and local governments, require mitigation for the disturbance or destruction of wetland, stream, or endangered species habitat. Once approved by regulatory agencies, a mitigation bank may “sell credits to developers whose projects will impact these various ecosystems. Credits are designated by an interagency Mitigation Bank Review Team (MBRT)...[which] may include representatives of various federal, state and/or local government agencies, including: U.S. Army Corps of Engineers, National Marine Fisheries Service, Environmental Protection Agency, US Fish and Wildlife Service, State Environmental Protection Divisions, Local Water Management Districts, County Environmental Departments and the Soil Conservation Service.”*

## **WILLINGNESS TO CHARGE A LOWER PRICE FOR THE TRANSACTION**

A financial contribution for conservation can be achieved whether or not the owner engages in tax reporting that can result in lowered taxes. Selling at a lower price than appraised value can be used as a match for acquisition grants. This might be feasible where the owner does not want to be bothered with the tax aspects; is retaining a portion of the property for development; and has made a calculation that it is in the owner's benefit to create lands with permanent conservation value next door to the developable lands, enabling the developer to charge a higher price for more desirable properties next to protected lands. If the developer creates this permanent restriction as a conservation easement, it may be possible for the developer to obtain a tax deduction for the value of the easement, defined as the difference in value between the land if it were to be developed and if it were sold under the restriction—but also taking into account the value accrued on the lands retained by the owner.

## **CONSERVATION DEVELOPMENT**

A “conservation-buyer” purchases a property with development pressure and then resells all or a portion of the property with restrictions. The conservation buyer needs to be a credible and experienced conservation partner, such as a land trust, since the original buyer is essentially serving as a developer. An important feature of this concept is that the new seller (the conservation buyer) can impose more restrictions on future development than under local governmental codes. If no other way to conserve the entire property is possible, then a “conservation design” for the development will achieve better results.

## **TEN BASIC STEPS OF A CONSERVATION PROJECT**

- 1. Identify potential conservation-minded partners**, including a lead negotiator and the ultimate holder of easement(s) and parcel(s) to be acquired in fee. The lead negotiator need not be the lead fundraiser, another important role, but often is.
- 2. Understand all conservation values** inherent in the project, including wetlands/shoreline/riverine values; wildlife habitat and habitat for rare and endangered species; aquifer protection, scenic views (with and without the existing vegetation), storm water and/or sea-level rise mitigation, recreational access; archeological resources and historic structures, if any.
- 3. Understand the zones across which these values occur** on the parcels in question and the variances in values that may also occur (e.g., higher ground and/or land with road and/or



water access is more valuable for development). It is necessary to understand how a developer would typically approach development on the parcel and how the property's conservation values intersect with the developer's interests (or not).

4. **Understand potential public access and recreational development.** This is important not only in identifying sources of funding, but in enlisting support from the property owner and neighbors. Both may perceive both advantages and disadvantages to public access.
5. **Research potential sources of funding** and contact them to determine the applicability and requirements for an application. A tricky part of assembling the funds, especially from local donors, is gaining commitments before the land itself is committed; typically, the fundraising partner uses pledges or an escrow process, which must be balanced against matching requirements of governmental and foundation grants.
6. **Understand all rules and financial goals of each party to the negotiation, including funders.** Be sure that any party to the final agreement is empowered to make the agreement.
7. **Approach the property owner to ascertain intent and level of interest** in cooperating to maintain conservation values on the property. It may be best to approach the owner in tandem with the owner's advisors, especially if they include experts in land development, especially if they understand the ramifications of a land conservation project.
8. **Identify specific options for protecting conservation values** while meeting the needs of all parties involved. Leave everything on the table as long as possible - defining goals or generally desired results rather than specific solutions keeps negotiations open to creative, flexible possibilities that emerge as the parties engage in mutual consideration of needs and values. If necessary, identify ways to keep the negotiations open for a defined period of time, through purchase of an option for later purchase at an agreed price (or procedure for determining value when the time comes) or other kinds of agreements. Often a project can be made to work in phases or in pieces—installment sales, subdividing parcels, etc.
9. Bring potential funders into the process as early as feasible and keep them informed as negotiations progress. Apply for funds on a timely basis.
10. Develop a fundraising and publicity campaign calibrated to the needs of the owners and the conservation partners, and the evolving, specific scenarios, including funding needed and conservation values to be attained. Employ a variety of platforms

to engage the public and spread the word when the time is right, depending on the nature of the project and the funding needed. Brochures, newspaper articles, public tours, a web site, a video or television story, and social media are among the possibilities.

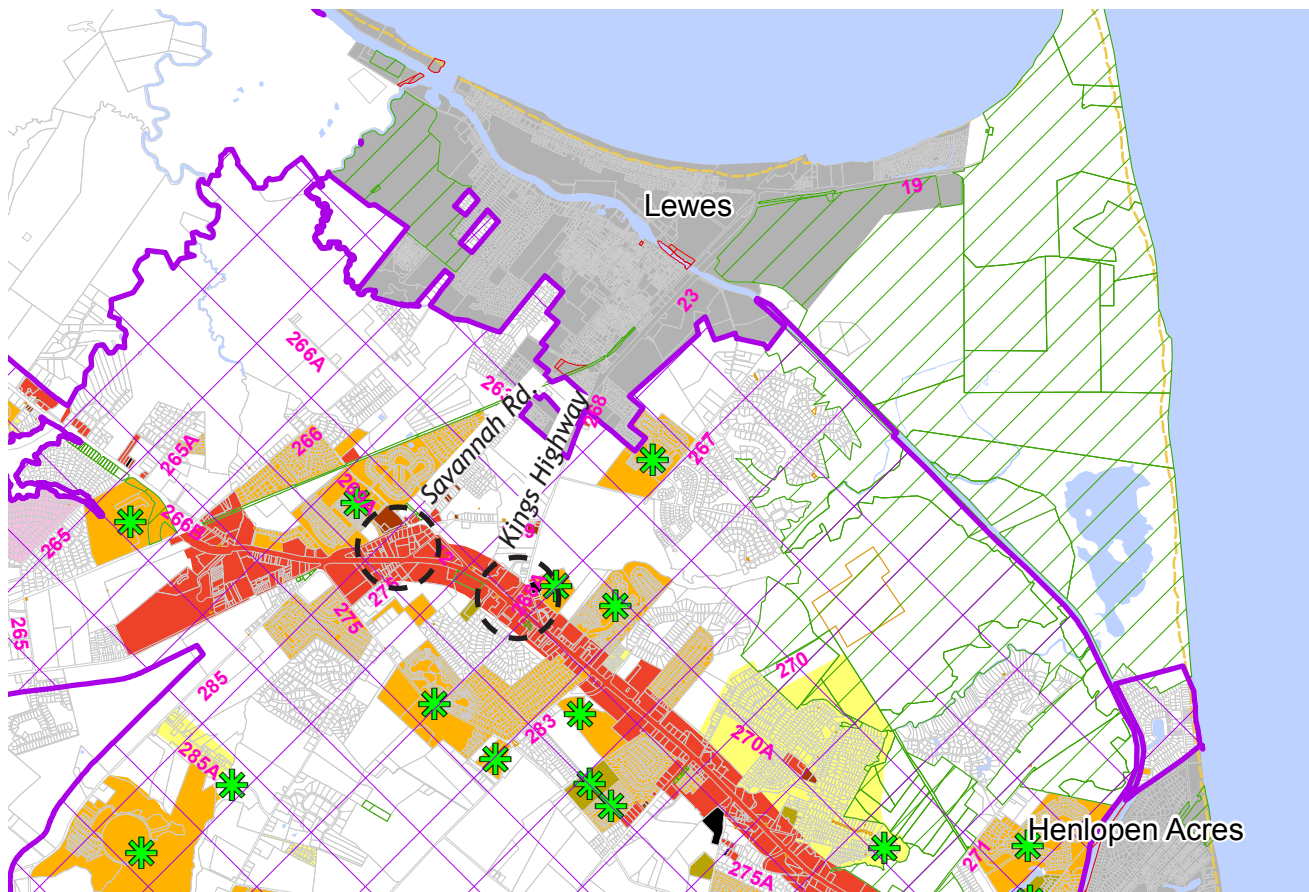
### OFF PREMISE SIGNS (BILLBOARDS)

The existing City of Lewes ordinances effectively prohibit off-premise signage and are consistent with the management of the route as a scenic byway or if national scenic byway designation is pursued (see <http://ecode360.com/7035746#7035746>).

Sussex County permits off-premise signs as a special exception in the following zoning categories (§ 115-159.5): C-1 General Commercial, CR-1 Commercial Residential, LI-1 Limited Industrial, LI-2 Light Industrial and HI-1 Heavy Industrial Districts., but not in all other zoning categories.

The only area that includes a section of the designated state scenic byway is at the intersection of New Road and Nassau. The only areas of the proposed extension along Savannah and Kings Highway are those parcels that have frontage along the Coastal Highway. Figure 41, shows the general locations of these areas (circled).

Figure 41 Sussex County zoning shows areas that allow off-premise signing (only properties with frontage along Coastal Highway)



# 5. Transportation

The purpose of this chapter is to provide recommendations for addressing travel safety and mobility of the Byway travel routes.

The historic nature of the City makes it a special place. A tight grid system of streets, closely spaced historic buildings, and unique neighborhoods along with its beaches and scenery make the City and its surroundings special. Given the size of the community—a year-round population of 2,800 that swells to almost 50,000 in the summer—and its special qualities, it is very unlikely that increases to the capacity of the transportation system are feasible or acceptable. Accordingly, the demands for mobility must be managed by mode, time and route of travel.

The full Transportation Management Report, located in Appendix 4, provides documentation of the background data collection and analysis upon which the recommendations in this chapter are based.

*Goal 2: Address Byway safety, mobility and accessibility while maintaining its character defining features*

## EXISTING AND FUTURE CARRYING CAPACITY

According to the analysis documented in Appendix 4, the downtown area of Lewes, especially along the Savannah Road corridor, is perilously close to exceeding its carrying capacity as of the writing of this report. One or two additional vehicles per minute would breach the carrying capacity ceiling and if the developments along Kings Highway are constructed, the carrying capacity will be exceeded.

The Kings Highway/Freeman Highway corridor already exceeds its carrying capacity at the high school. The developers of major projects proposed for Kings Highway and Gills Neck are responsible for modifications to the transportation system that DelDOT identifies as necessary to increase the carrying capacity in the area so that it will not be exceeded. Other Byway routes operate generally below carrying capacity, but they have the potential to deliver more traffic to Savannah Road downtown than it can handle.

Transportation management strategies are needed to manage use

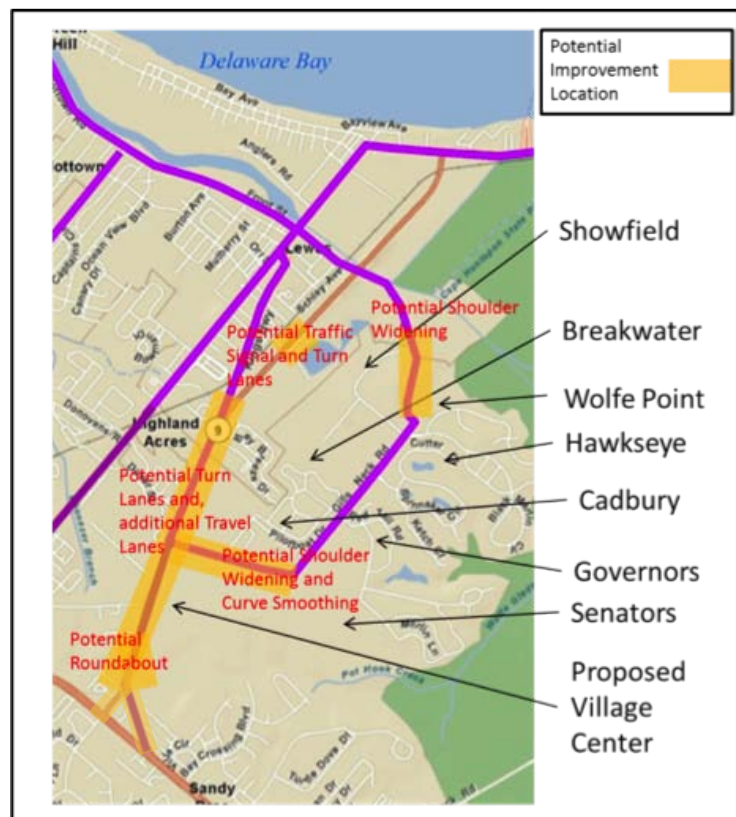


Figure 42 Proposed Developments and Potential Roadside Improvements, Gills Neck Road and Kings Highway.

### Kings Highway and Gills Neck Road Master Plan

DelDOT has committed to develop a Master Plan in cooperation with key stakeholder. The plans should be based upon the following:

- Context Sensitive Solutions for Delaware Byways, DelDOT, June 2011.
- Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities, A Recommended Practice of the Institute of Transportation Engineers, 2009.
- Delaware Byways Workshops, a Context Sensitive Champions Program Report, sponsored by DelDOT, Delaware Greenways and Partnership for Public Spaces, September 2011.
- A Guide for Achieving Flexibility in Highway Design, American Association of State Highway and Transportation Officials, 2004.
- Executive Order No. 6, State of Delaware Complete Streets Policy, December 2009.
- Smart Transportation, Planning and Designing Highways and Streets that Support Sustainable and Livable Communities, New Jersey Department of Transportation and Pennsylvania Department of Transportation, 2008.
- Standards and Regulations for Subdivision Streets and State Highway Access.
- Sussex County Code Book and other applicable standards.

of the existing roadway capacity especially throughout Lewes, even where the levels of service will remain acceptable into the future as development in one area affects traffic conditions in other areas of the City and its surroundings. Such strategies need to maintain ease of access to those who have a destination in the center of Lewes and provide for pedestrians and bicycles throughout the Byway routes.

## MITIGATION OF DEVELOPMENT TRAFFIC

*Manage the traffic impacts of new development by developing context sensitive mitigation techniques that maintain the character and context of the Byway*

Rationale: Much of the remaining farm and forest along the Lewes Historic Byway are under significant pressure for future development. Yet, one of the main attractions of living along these routes is its unique character as an historic coastal community at the junction of the Delaware Bay and Atlantic Ocean. As new properties are developed, stronger efforts are needed to maintain the character-defining features that contribute to this unique scenic and historic community.

The following recommendations are designed to provide an ongoing process to preserve and enhance the Lewes Historic Byway and permit already zoned development to occur in a manner conducive to maintaining the context of the Lewes Historic byway.

## LANDSCAPE MASTER PLAN

Develop a master plan for each byway route describing the potential roadway improvements and recommendations to landscape them so as to retain the context of the Byway. Form a strong alliance between DelDOT, the City of Lewes, Sussex County, and the Lewes Byway Management Entity ensuring compatibility in land use design along the Byway routes. The alliance should include land use, zoning, and transportation within its portfolio of issues and an important consideration is to achieve compatibility between the land development and zoning codes of the City of Lewes and the County of Sussex. Funding for a landscape master plan (starting Summer 2015) for Kings Highway and Gills Neck Road has been provided by Senator Lopez, Representative Schwartzkopf and Representative Smyk. Efforts should be made to develop the master plans in advance of future development proposals, if feasible.

## CONTEXT SENSITIVE DESIGN

Implement a policy that all transportation improvements along the Byway be designed to be sensitive to the context of the Byway and in accordance with the policy documents adopted by DelDOT for Byways. Use the Master Plan process to establish design guidelines for roadside and median environments, as well as roadway design elements such as landscaping, selection of paving materials such as brick, while recognizing that safe design is the first priority. See page 43 for Context Sensitive Design approach and principles.

## IMPROVE DEVELOPER, CITY, COUNTY COORDINATION

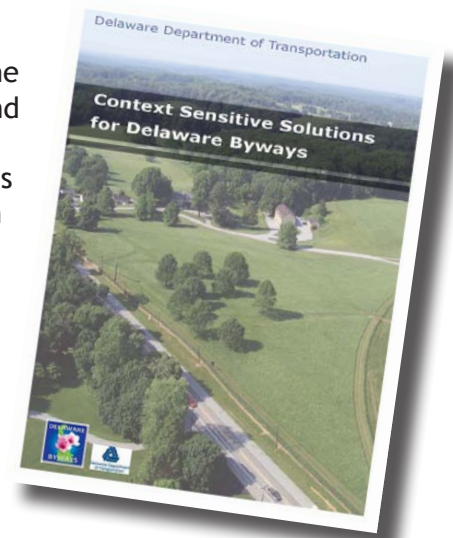
So many times the visions of the City and the County differ as to what type and amount of development is acceptable. Developers respond to that vision with their proposals. Better coordination among the three would address that issue. Working cooperatively with developers would also facilitate the consideration of development designs that reduce impact to the Byway routes and provide encouragement to use alternative and active modes of transportation such as public transportation, bicycling and walking.

## ACHIEVING COMPLETE STREET POLICY OBJECTIVES ON SCENIC AND HISTORIC ROADS

Byway routes are, by Federal and State policy, multi-modal and should be designed provide access to the venues and attractions of the Byway. Achieving complete streets policies on scenic and historic roads may be difficult due to complexities and challenges associated with the goal of preserving the scenic and historic qualities of the designated routes. DelDOT's complete streets policy offers two approaches for addressing these issues:

- An **exemption** can be requested “if it is determined that a reasonable and equivalent alternative already exists for certain users or is programmed in the CTP/TIP as a separate project as determined by representatives of appropriate modes”
- A **waiver** can be requested no later than the semi-final design phase when “complexities and challenges exist[s] and there is a need to avoid or mitigate impacts to natural and cultural resources.”

Making full use of the aggressive trails and pathways program underway at the state level will help to facilitate more bicycle and pedestrian travel between destinations—and demonstrate that a “reasonable and equivalent” exists in lieu of providing facilities by widening the road. In areas where a waiver or exemption is neither feasible nor desirable, then DelDOT has developed context sensitive design guidelines for doing work along its scenic and historic roads that may provide an appropriate solution (see page 43 for further



### Monmouth County, NJ Complete Street Policy Referencing Scenic and Historic Roads

*Additionally, in rural areas, paved shoulders or a multi-use path shall be included in all new construction and reconstruction projects on roadways used by more than 1,000 vehicles per day. Paved shoulders provide safety and operational advantages for all road users. Exemptions shall be considered for County and State designated routes such as Scenic Roads, and Historic or Cultural Byways. If there is evidence of heavy pedestrian usage then sidewalks shall be considered in the project.*

discussion). Traffic calming strategies should also be employed as appropriate to reduce vehicular operating speeds as a means of accommodating more modes of travel. Slower design and operating speeds generally will have less impact to roadside areas.

From a statewide perspective, making the language for exemptions and waivers more clear when working along a scenic byway would benefit both proponents of complete streets and scenic and historic roads. For example, Monmouth County's policy considers exemptions for roadways designated as County or State Scenic Roads and Historic or Cultural Byways. Such roadways may not be bicycle compatible due to narrow lane widths and high traffic speeds. However, adding a shoulder to accommodate bicycle use may detract from the historic character of the roadway.

### **ESTABLISH A TRAFFIC IMPROVEMENT DISTRICT**

Use the summer high season traffic conditions for developing traffic mitigation strategies. Develop a Traffic Improvement District (TID) to encompass the routes of the Lewes Historic Byway. Within the TID, allow for mitigation strategies other than roadway widening such as enhancements to the public transit and jitney systems (see the sections below) and the traffic management system, additional bicycle and pedestrian improvements and enhancements and additions to the trail and greenway system. Additional capacity improvements alone only speed traffic to the next bottleneck and do not truly add capacity to the network.

### **MANAGE TRAVEL, NOT TRAFFIC**

*Develop a traffic management plan to manage event traffic, park traffic and visitor traffic that maintains mobility for all users of the Byway by improving public transit and jitney service, providing real time traveler information, and by managing parking demand at the State Park and at the beaches.*

Rationale: More than 1.5 million people visit Cape Henlopen State Park each year and other than using the Cape May-Lewes Ferry or a private boat, traveling on one of the Byway routes is the only way to get there. The byway routes can serve an important role in helping to manage travel to ensure that more time is spent enjoying what Lewes has to offer than sitting in a car looking out the window at it.

Management of traffic destined to and along the Byway routes is a key element of enhancing the Byway experience. Management of traffic is defined as using the available transportation infrastructure at its maximum efficiency through communications to the public and among responsible agencies, coordination of actions across agencies, management of incidents and events and providing

alternative means of access. There is no formal traffic management plan in place for the Lewes area and for coastal Sussex County, however, initial coordination has begun. The governmental agencies involved include:

- Delaware Department of Transportation (DelDOT)
- City of Lewes
- County of Sussex
- Delaware State Police and City Police
- Cape May Lewes Ferry
- Cape Henlopen State Park
- Lewes Chamber of Commerce
- Southern Delaware Tourism
- DART First State

## DEVELOP A TRAFFIC MANAGEMENT PLAN

Work with DelDOT's Traffic Management Center to develop a Traffic Management Plan that manages the vehicular demand on the roadway system using the Control Systems at the TMC. The major issues the ultimate Traffic Management Plan should address include:

1. Events/Overcrowded Conditions: Summertime traffic in Coastal Sussex is heavy and frustrating for tourists and visitors to navigate. Already, the TMC monitors traffic conditions on Route 1, adjusts traffic signal timing and uses the dynamic message signs to inform motorists of incidents and traffic conditions. The system must also provide notice and direction to motorists of
  - Local events and street closures
  - Closures at Cape Henlopen State Park
2. Detection - both video and non-video: Detection of traffic conditions is a critical element. Cameras along with constant volume and speed detection should be placed at key locations which are subject to congestion that is non-recurring.
3. Pre-planning for Congestion - The Traffic Management Center works with local and county officials, emergency responders and event venues to develop plans for events, incidents and weather.

## MANAGE EVENTS AND BEACH OVERCROWDING

Develop an office within the City with the responsibility to coordinate the traffic management for events. As a popular resort area and a community with many civic activities, it is only inevitable that there are conflicting events and traffic patterns. Complicating matters is the limited capacity at the beaches for parking and at

### What is Congestion?

*Congestion is defined by the Transportation Research Board as "Congestion is travel time or delay in excess of that normally incurred under light or free-flow travel conditions". There are two types of congestion: recurring and non-recurring. Recurring congestion is regular congestion that is predictable such as a commuter would face on a routine basis or on a Friday in the summer on State Route 1 heading to the shore communities. The second type is non-recurring. The most common non-recurring construction is due to incidents such as accidents or emergency road work. Another type is event related traffic; the most notable would be for a NASCAR race at Dover Downs.*

Cape Henlopen State Park. When capacity at the municipal beach parking lots is exceeded, visitors continue to circulate, adding to the congestion. When Cape Henlopen State Park reaches capacity either on the beaches or in their parking lots, the gates to the park are closed and beachgoers either wait on Cape Henlopen Drive for an opening or turn around and look for something else to do.

The Traffic Management System previously described is a tool that can be used to coordinate events and inform motorists of the capacity situation well in advance of their arrival in the Lewes area. But that still leaves the problem of providing alternatives. Without alternatives in the Lewes area, the economic value of the visit is lost. Accordingly, a method to manage arrivals is warranted. The Division of State Parks maintains a historic record of visitation, and the City manages the parking meter system, both of which can pinpoint using the historic data when the potential for overcrowding is present. For those days and hours, consideration should be given to a reservation system or an advance purchase system. In addition to speed payment of entrance fees, consideration should be given to the use of E-Z Pass technology.

Information regarding Lewes and Cape Henlopen State Park should be included in the dynamic message system, on the traffic operations center radio station (AM 1380) and on the social media mobile and web-based applications it manages.

Consideration should also be given to remote parking located in conjunction with the Jitney routes. Such parking could be at existing under-utilized parking lots at commercial properties, church parking lots, and school parking lots before committing to constructing additional parking spaces.

## ALTERNATIVE MODES OF TRAVEL

*Continue to carefully develop the area's trails and greenways to ensure visitors and residents alike can visit the attractions along the Byway routes on foot and on bicycles.*

Rationale: The byway routes, combined with Lewes' system of trails and greenways (both built and soon to be built) establish a distinct way to experience the scenic and historic qualities of the Lewes area if implemented in a context sensitive manner. Making the two systems work together enhances those opportunities by establishing new trail heads, new multi-modal travel itineraries, and new recreational opportunities for both residents and visitors.



*Figure 43 Shuttle bus moves people from nearby Springdale, UT to Zion Canyon National Park providing access to trails and visitor facilities within the park.*



## IMPROVE PUBLIC TRANSIT

Cape Henlopen State Park is not currently served by public transportation. As the parking lots overflow on certain summer days, consideration should be given to extending the Route 206 bus to serve the State Park. A section of the parking field or a point along a park roadway could be allocated to a bus stop with a waiting area.

Jitney service has been proposed a number of times over the years as a means of connecting the venues within Lewes to its neighbors outside the city. Two major studies assessing the feasibility of a jitney service have been prepared. The City of Lewes has considered establishing a jitney service.

In order to design and operate a sustainable service, a detailed analysis by a planner that specializes in assessing the feasibility of such a service should be retained. Such an assessment could be funded through grants such as through the CMAQ Program of the Federal Highway Administration or the Transportation Alternatives Program managed by DelDOT. Ongoing sponsorships could be solicited from the businesses and venues served.

Jitney service should connect residents and visitors to the venues and businesses. As such, consideration should be given to basing the service at the proposed Lewes Park and the former Wright Chrysler Dealer site, serving the hotels and major shopping centers along Route 1, the downtown area and points in between. Service to the residential areas is important as well as service to the beaches and Cape Henlopen State Park. Several routes should be considered for comprehensive service as well as easy transfers between routes.

## REDUCE VEHICULAR DEMAND

The Lewes area has an aggressive program to construct trails which will serve to connect a number of areas together. Already, the trails are attracting bicycles, walkers and joggers in ever increasing numbers. Expanding the trail network to include the New Road Corridor would continue to reduce trips by automobile. Extending sidewalks reduces barriers to pedestrian circulation and, based upon experience elsewhere, would also increase the number of pedestrians—reducing the need to drive short distances.

The greenway and trail network is discussed further in Chapter Seven, “7. Active Transportation and Heritage Tourism” on page 61.



Figure 44 Existing Lewes Ferry Bus Shuttle leaves from the Ferry terminal and takes travelers to downtown Lewes and beyond.

### Lewes Ferry Shuttle

Daily seasonal service is available from mid-June through early October. In Lewes, Shuttles loop from the Lewes Terminal as follows --

- Stop 1: Downtown Lewes on the corner of 2nd and Market Street
- Stop 2: Tanger Outlet Midway
- Stop 3: Tanger Outlet Bayside
- Stop 4: Park & Ride (where passengers can transfer to the DART system for Rehoboth or Ocean City, MD)
- Stop 5: Tanger Outlet Seaside
- Stop 6: Downtown Lewes again at 2nd and Market en route back to the Ferry Terminal
- Stop 7: Lewes Ferry Terminal



# 6. Enhancement

The purpose of this chapter is to describe how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor. There are four general strategies for enhancing the Byway—either through direct physical improvements to the roadway and adjoining areas, or through guidance provided to developers as properties are modified over time (when preservation is no longer an option). The four strategies include:

1. Use context sensitive solutions
2. Establish gateways and wayfinding signage system
3. Enhancing the roadway and roadside appearance
4. Guiding land use change over time

The map shown in Figure 49 on page 47 identifies the locations of recommended enhancements along the Byway routes.

## 1. USE CONTEXT SENSITIVE SOLUTIONS

**Rationale:** The cumulative effects of transportation related modifications to a byway can positively or negatively impact its appearance and quality. DelDOT has developed guidelines that will help ensure future DelDOT projects undertaken on Delaware Byways will consider design approaches that will help to preserve, maintain and enhance the Byways’ intrinsic qualities. According to DelDOT’s guidelines, “efforts to carefully consider the appropriate measures and design solutions will advance successful projects and operational decisions supported by the local community, byway sponsors and DelDOT.”

Whenever new work is proposed along the Lewes Historic Byway, a context sensitive solutions approach should be undertaken consistent with the DelDOT’s *Context Sensitive Solutions for Delaware Byways* guidance document.

### WHEN TO USE CONTEXT SENSITIVE SOLUTIONS

There are four types of highway construction: new, reconstruction, “3R” (resurfacing, restoration, and rehabilitation), and maintenance. The majority of the work anticipated along the Lewes Historic Byway routes will fall into the “3R” and maintenance categories. These

#### Goal 3: Enhance the Visual Quality and Travel Experience of the Byway Corridor

Use the Byway as a tool to leverage the necessary funding for priority enhancements and to work with developers to guide change in a positive manner

#### What are Context Sensitive Solutions?

*Context sensitive solutions are first a collaborative, interdisciplinary approach to transportation challenges that involve all stakeholders in developing a transportation facility design that fits its setting. It is an approach that leads to preserving and enhancing scenic, aesthetic, historic, community, and environmental resources, while improving or maintaining safety, mobility, and infrastructure conditions.*

*Adapted from the Joint AASHTO / FHWA Context Sensitive Solutions Strategic Planning Process, Summary Report, March 2007*

## Federal and State Preservation Laws

*Section 106 of the National Historic Preservation Act of 1966 (NHPA) requires Federal agencies to take into account the effects of their actions on historic properties. The NHPA created the Advisory Council on Historic Preservation (ACHP) and authorized it to issue regulations governing the implementation of Section 106. These regulations are set forth in 36 C.F.R. Part 800.*

*The Section 106 process seeks to incorporate historic preservation principles into project planning through consultation between a Federal agency and other parties with an interest in the effects of the Federal agency's action on historic properties. The goal of Section 106 consultation is to: identify historic properties that could be affected by a project, assess the project's potential effects to such properties, and seek ways to avoid, minimize or mitigate any adverse effects to historic properties.*

*In Delaware, it is the policy of the DE State Historic Preservation Office (SHPO) "to advise agencies, applicants, and others to avoid adverse visual effects on historic properties whenever feasible, or if avoidance is not possible, to minimize those effects through project alternatives, or mitigate effects through recordation, landscape treatments, and other means." (see <http://history.delaware.gov/pdfs/visualeffects.pdf>)*

include:

- Changes to highway alignment to lengthen sight lines or address high accident areas;
- Changes to intersections to lengthen sight lines and accommodate turning movements (especially for new subdivisions) or to slow down traffic
- Changes to roadway widths to accommodate volume;
- Streetscape or pedestrian safety related projects
- Bridge reconstruction (widening, re-decking, etc.)
- Addition of acceleration and deceleration lanes
- Addition of left turn lanes
- Changes to roadside drainage
- Shoulder stabilization
- Guardrails
- Resurfacing ("mill and fill")
- Addition of bicycle lanes or paths
- Utilities, signs, etc.
- Street tree and roadside landscape installations

## DETERMINE APPROPRIATE TREATMENTS

Prior to beginning any work on transportation related projects along the Lewes Historic Byway, the character-defining features need to be identified. Then a decision needs to be made about whether to preserve, maintain or enhance the character-defining features that contribute to the experience when traveling the route.

The character defining features of the Lewes Historic Byway are primarily derived from the period when the area was developed. For those portions of New Road and Gills Neck Road that still retain their rural character, the roadway features are primarily associated with a narrow ribbon of pavement where the views to natural areas and farmland are the dominant feature. Most of the Byway routes within the City of Lewes fall within the City of Lewes Historic District. Section 106 of the National Historic Preservation Act applies to any modification of the roadway within that Historic District. For remaining areas undergoing transitions in land use, the roadway character should also transition from rural to urban. The future desired character of these areas is to reflect the character of the pre-war neighborhoods and streets (see discussion on Character Defining Features on page 20) as a logical extension of Lewes' street grid, with blocks, and set in a similar pattern and scale of Lewes rather than the automobile-era pattern of commercial uses, each with their own access and parking areas.

Three types of treatment are possible:

1. **Preservation of Character Defining Features** - applying measures necessary to sustain the existing form of identified character-defining features of the historic road (typically this would be applied to old alignments and bridges or culverts no longer in use or for markers and monuments along the road that are historic in and of themselves).
2. **Maintenance of Character Defining Features** - applying measures that use forms or materials that derive their modern character from the distinctive qualities, attributes or characteristics of the historic road and right-of-way as well as from the specific intrinsic qualities found outside the right of way. The character may be derived from physical attributes such as the vertical and horizontal alignment of the road as it relates to the lay of the land. Concern for maintaining the character-defining features applies to planning and design phases of a project, to project construction, to the issuance of access permits and to traditional maintenance activities of planting, mowing and snow removal along an historic roadway—really to all actions that affect the context.
3. **Enhancement** - for areas where character defining features are no longer present, the project can either restore lost qualities, or reduce overall visual contrast of projects and activities.

The character defining features for the majority of the Lewes Historic Byway routes should be either maintained or enhanced. The character area map on page 20 shows the locations of the character areas as defined during the inventory phase of the management plan.

Character Type	Character Area
Rural, Semi-rural, park	1,2,3,4,16,19,22
Transition	5,6,7,11,12,14,16
Urban/Historic	8,9,13 17,18,20,21

In **rural areas**, the desired character is to maintain the woodland edge to the roadway. New pedestrian facilities should be constructed as separated asphalt surfaces designed to carefully retain roadside trees (achieved by narrowing the pathway and altering the alignment to avoid the trees and their root systems).

In **transition areas**, sidewalks are already, for the most part, constructed. The planting strip between the curb and sidewalk should be maintained as trees and grass. Where new sidewalks are installed or old ones repaired, a tint can be added to the concrete mixture that matches the color

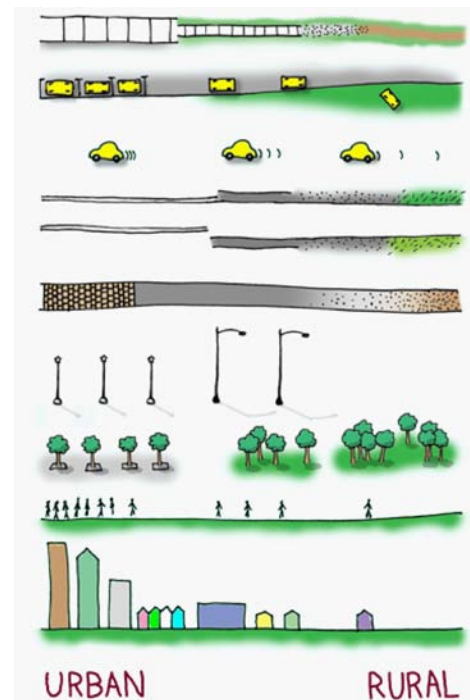


Figure 45 The rural to urban continuum in relation to roadway and roadside design elements (Lockwood, 2008)

of the existing aged concrete. This should also be done for curbs. The crosswalks should be used as an opportunity to introduce brick materials as part of the transition from rural to urban.

### **Desired Character**

In the **urban and historic areas** and neighborhoods with on-street parking, efforts are needed to establish a desired character for the streetscape areas. Three scenarios are recommended starting with the residential neighborhoods, followed by commercial or mixed use neighborhoods, and then the commercial district of Downtown Lewes. The following photographs illustrate examples of these character-defining features for urban sections of the Byway.



Figure 46 Urban residential character along Kings Highway



Figure 47 Urban residential character along Savannah Road where road has been expanded



Figure 48 Downtown Lewes streetscape character

- The character-defining features of the outer ring of residential historic neighborhoods within Lewes are reflected in the scale of architecture and the honesty of materials used to construct homes. The same honesty in materials should be reflected in the streetscape character. Homes are generally close to the street, but set back enough to establish a small front yard. There is typically a planting strip between the curb and sidewalk (although that varies with byway route).
- In the neighborhoods immediately adjacent to the commercial district, where there are parking meters and commercial uses, brick has been used either on the walkway or in the parking strip. Efforts should be maintained to match the existing size and pattern of the brick immediately joining and should extend throughout the district. Where existing sidewalks are concrete, and planting strips are compacted and no longer support vegetation, brick should be used in lieu of the planting strip.
- In the commercial district of Downtown Lewes, existing street furnishings include benches, lighting, brick sidewalks, on street parking and buildings located right at the sidewalk. The details of these furnishings should be continued and extended out onto Savannah Road between Kings Highway and the bridge.



Figure 49 Byway enhancement map showing locations of gateways and recommended streetscape enhancements

0 1,000 2,000 4,000 Feet  
GIS data sources: DNREC, SussexCounty.gov, Delaware

## 2. ESTABLISH GATEWAYS AND WAYFINDING

Rationale: gateways, route marking, wayfinding, site markers, and related web and print media increase awareness of the Byway as a destination and as an integral part of the community fabric.

### BYWAY AND COMMUNITY AND TRAIL GATEWAYS

Gateways provide an important function of introducing the traveler to the Byway and changing the overall perception of the route that they are about embark upon. There are four types of gateways that need to be incorporated (see Figure 49 on page 47 for locations):



Figure 50 Recommended gateway location for New Road



Figure 51 Recommended gateway location for Savannah Road



Figure 52 Recommended gateway location for Kings Highway (source Google Earth)



Figure 53 Before and after concept sketch illustrating possible gateway treatment entering Lewes from the Ferry on Cape Henlopen Drive

Insert Later

- **“Byway Gateways”** should be located at the beginning point of each byway route at the following four locations:
  - New Road at Nassau - the gateway should be limited to a simplified version of the entry sign on a single monument to reflect the desired rural character
  - Savannah Road at Five Points - the gateway should be incorporated into a revitalized streetscape project linked to surface water quality improvements
  - Kings Highway at Clay - potentially incorporated into new development anticipated for adjoining property (see Figure 78 on page 57)
  - Ferry entrance/exit at Cape Henlopen Drive - the existing collection of signs needs to be transformed into a more welcoming gateway (see Figure 53)

There are three additional types of gateways that serve more as a transition from one part of the Byway to another and that are needed to increase driver awareness of the changing travel conditions:

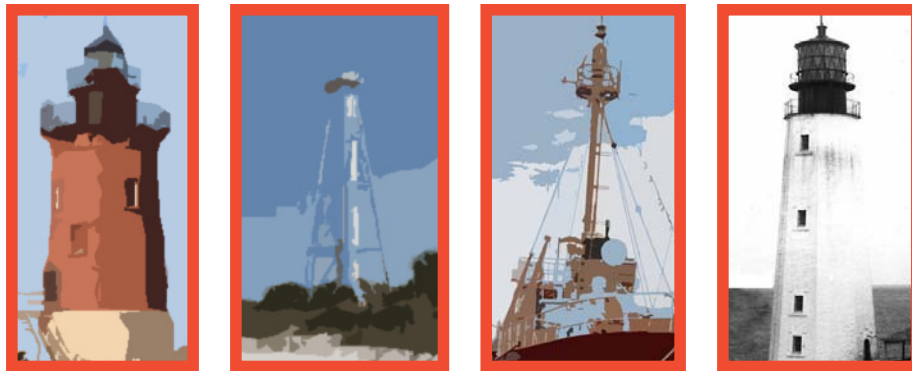
- **“City Gateways”** should be located at each entrance to the City of Lewes. Figure 54 through Figure 57 illustrate two options for establishing a City of Lewes Gateway along Savannah Road.
- **“Community Gateways”** should be located at each transition between neighborhood as identified in Figure 49
- **“Trail Gateways”** should be located at the trailheads for the two major regional trails (Junction and Breakwater Trail and Georgetown-Lewes Rail Trail)

A gracious landscape setting should be included in each City and Community Gateway (including use of environmental graphics where appropriate) to link sign and lighthouse components to its context (varies by gateway type and location) as shown in Figure 57. Picking up on the Freeman Highway gateway to the City of Lewes, imagery from other lighthouses could be incorporated into the gateway signage and/or the landscape treatment.

### WAYFINDING

Update and better coordinate the system of signage that is used to help visitors find and follow Byway routes and to find sites and attractions that are associated with those routes. The system of signage is an important tool to enhance the branding and awareness of the Lewes Historic Byway for both residents and the local officials





**LIGHTHOUSES of LEWES**  
 There are four distinct lighthouses that graced the shores of the Delaware Bay. One idea suggested is to apply an image of each lighthouse associated with a segment of the Byway to identify each distinct byway route. These could be applied to the wayfinding signs (left) or to the gateway treatments (below).

Figure 54 Examples of lighthouse imagery as graphic identity from left to right: Delaware Breakwater; former Green Hill Light (now in Florida), Lightship (now at Canalfront Park) and former Harbor Refuge



Figure 55 Potential Savannah Road Gateway Site "before"



Figure 56 Savannah Road Gateway Site showing low profile sign, landscape and mural



Figure 57 Savannah Road Gateway Site illustrating a upright lighthouse column with landscape and mural



Figure 58 Southbound Coastal Highway to Kings Highway



Figure 59 Northbound Coastal Highway to Kings Highway

they elect to represent them in community-based decision-making. The following concepts are recommended for the Lewes Historic Byway organized by sign category:

**Community Wayfinding Guide Signs**

Purpose: To direct visitors from the Coastal Highway to Lewes via the three byway routes depending upon the desired destination and from disembarking from the Ferry to the Lewes byway and related destinations.

Community wayfinding signs should be installed at the three left turns for visitors that are heading towards Lewes from the Coastal Highway heading south from the main population centers:

- New Road leading to the University of Delaware and DNREC
- Savannah Road leading to Downtown Lewes and Historic Areas
- Kings Highway leading to the Ferry and Cape Henlopen State Park

Figure 2D-18. Examples of Community Wayfinding Guide Signs

A - Community Wayfinding Guide Signs with Enhancement Markers



B - Destination Guide Signs for Color-Coded Community Wayfinding System



Figure 60 MUTCD guidance for community wayfinding guide signs

Currently it is very difficult to see each sign that is provided indicating that the turn leads to these three routes and their related destinations. Figure 60 illustrates the MUTCD compliant sign type that should be used to provide wayfinding information. A maximum of three destinations can be provided as part of the sign. Installing the MUTCD compliant community wayfinding sign will allow for the removal of the non-compliant signs for each of the destinations, thereby reducing sign clutter.

The community wayfinding sign (MUTCD Figure 2D-18, Figure 60 on page 50) should be installed for each of the three routes, plus the Ferry entrance. Further study beyond the scope of the corridor management plan is needed to identify the specific destinations that should be included in each sign. A sample prototype as shown in Figure 61 illustrates how the lighthouse logo can be incorporated into the wayfinding sign system, along with the name of the Byway route. The use of the term “District” should also be confirmed or replaced based upon further study.



Figure 61 Example of MUTCD compliant community wayfinding sign that is needed along the Coastal Highway

### Route Marking Signs

DelDOT will place Delaware Scenic and Historic Highway route marker signs to identify the route, so designated, once the corridor management plan is complete. Route marker signs should be placed:

- At the beginning of the designated route
- In advance of any turns with an arrow indicating the change
- After the turn to confirm the change in route
- Additional confirmation signs
  - along New Road after the intersection with Old Orchard Road
  - along Savannah Road after the turnoff to Clay Road
  - along Kings Highway after the turnoff to Gills Neck Road



D14-4-DE

Figure 62 Delaware Scenic and Historic Highway route marker signs

### Finding Sites and Attractions

Signs are used that provide both general and specific information to travelers about travel services, nearby sites and attractions, or recreational or cultural points of interest.



Figure 63 Example of pedestrian scaled wayfinding sign system that is compatible with historic district character (Northfield, Mass.)

- Neighborhood and Historic Districts - are currently marked with an historic district sign. These districts should receive a distinctly different treatment over time with regard to streetscape details consistent with the historic fabric of the neighborhood.
- Sites and Attractions - currently there is a cacophony of sign types, colors, fonts and graphics that point visitors to the locations of various sites and attractions. The byway could serve as an organizing element to develop a consistent wayfinding system that reinforces the overall concept of Lewes as an historic community with heritage.

### IMPLEMENTATION STEPS

The implementation of gateways and wayfinding concepts require three primary steps leading to specific project funding applications for their implementation:

1. Prepare an overall gateways and wayfinding signage plan which locates specific sign features and types (elaborating upon what is shown in Figure 56).
2. Concurrently, prepare a visual and graphic identity guideline to develop a byway logo, and recommended type, color, and graphic layout for all signage types.
3. Develop concept plans for each gateway location with enough detail to establish a budget and apply for funding for implementation.

## 3. ENHANCE ROADSIDE APPEARANCE

Rationale: Certain areas along the Byway no longer retain their character-defining features and detract from the overall travel experience and livability of the adjoining neighborhoods. Investments in roadside enhancement also help to spur adjoining property owners to invest in their own properties and increase their attractiveness. Making the roadside appearance more attractive and welcoming throughout the corridor will also increase the value of adjoining properties and make new development more marketable.

The locations where roadway enhancements are needed are shown in Figure 49 on page 47. Recommended enhancement areas include:

- Savannah Road between Five Points and the Georgetown-Lewes Rail Trail Crossing
- Savannah Road from the Bridge to the intersection with Cape Henlopen Drive and including Cape Henlopen Drive to the Ferry.
- Pilottown Road between University of Delaware and the terminus

Due to the ongoing development proposals and the need to coordinate enhancements with those proposals, enhancements to Kings Highway and Gills Neck Road are addressed as a separate strategy on guiding land use change.



Figure 64 Opportunity to enhance Savannah Road near Five Points should be linked to water quality funding related to non-point source pollution that flows untreated along roadside areas

### SAVANNAH ROAD: IMPROVE VISUAL AND WATER QUALITY

Maintaining the quality of the water within the Canary Creek Watershed (Figure 65) is a priority for the DNREC, the agency responsible for the management and protection of the Great Marsh.

Enhancements that protect water quality and enhance the visual quality of the Byway—the major entrance to Lewes—provide a win-win opportunity to enhance visual quality and educate residents and visitors about the connection between stormwater runoff on Savannah Road and the water quality in the Great Marsh. Figure 65 shows the location of the Byway routes in relation to the Canary Creek Watershed. Any area within the watershed would be eligible for water quality related funding in partnership with DNREC.

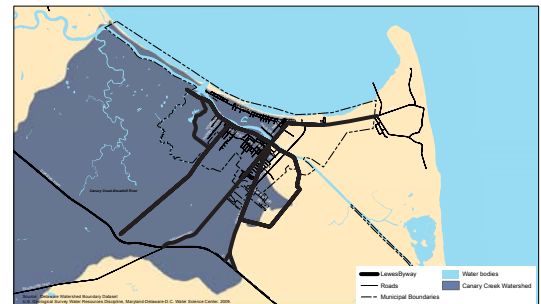


Figure 65 Canary Creek Watershed Map in relation to the Byway routes

A concept plan should be developed to identify the potential locations that are suitable and desirable for the development of rain gardens, infiltration areas, and other best management practices for the treatment of stormwater runoff. Examples of aesthetically pleasing infiltration planting areas for potential use along Savannah Road at Five Points can be found in a Sussex County report on “Protecting Water Quality” prepared by technical assistance team from EPA.

Figure 66 Excerpts from EPA produced guide for improving water quality through the development process



Figure 67 Example (above left) of infiltration planting along from EPA guide (Portland, Oregon) that could be applied to Savannah Road at Five Points (right)

Protecting Water Quality With Smart Growth Strategies and Natural Stormwater Management in Sussex County, Delaware

Figure 25. Parking lot with curb cuts and a grass strip used to direct stormwater flow.

Figure 26. Parking lot with short trees between parking lot strips.



Figure 68 Excerpt from Seaside, Florida code (right and the resulting commercial core above)



Figure 69 Difficult bicycling conditions along Savannah Road

	<b>TYPE I</b> RESIDENTIAL RETAIL & LODGING	<b>TYPE II</b> RESIDENTIAL RETAIL & OFFICE	<b>TYPE III</b> RESIDENTIAL & WORKSHOP	<b>TYPE IV</b> RESIDENTIAL & LODGING
<b>YARD</b> AN AREA KEPT FREE OF STRUCTURES MORE THAN 2 FT. IN HEIGHT.				
<b>PORCH</b> AN UNGLAZED ROOFED STRUCTURE				
<b>BALCONY</b> AN UNGLAZED CANTILEVERED STRUCTURE				
<b>OUT-BUILDING</b> AN AUXILIARY STRUCTURE LOCATED WITHIN A YARD AREA.				
<b>PARKING</b> AN OPEN AREA NO LESS THAN 10 FT BY 20 FT WITH A MINIMUM 10 FT WIDE CONTINUOUS ACCESS FROM THE STREET.				

### ENHANCE SAVANNAH ROAD IN THE MARINE DISTRICT

Enhance the streetscape of Savannah Road to increase pedestrian and bicycle safety, and establish a friendlier street with a mix of residential and retail uses such as found in places like Seaside, Florida (above). Striping Savannah Road would help to better allocate available space for motorized vehicles, bicycles and pedestrians in a safe manner.

### IMPLEMENTATION STEPS

1. Apply for water quality related funding to design and install a coordinated system of rain gardens, infiltration areas, and other best management practices along Savannah Road from Five Points to the Lewes City line (based upon Sussex County report, "Protecting Water Quality," prepared by technical assistance team from EPA).
2. Enhance streetscape of Savannah Road between Front Street and the beach to increase pedestrian and bicycle safety and establish a friendlier street with a mix of residential and retail uses.

## 4. GUIDING LAND USE CHANGE ALONG KINGS HIGHWAY AND GILLS NECK ROAD

Rationale: By paying attention to the overall impressions of the entire corridor (both the roadway and adjoining land uses), value can be added

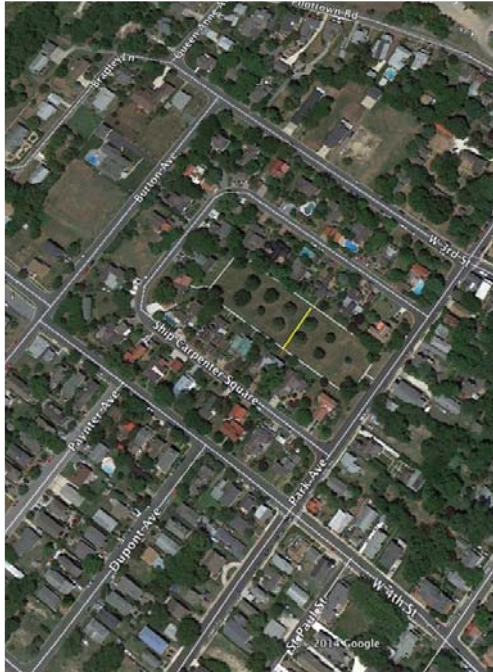


Figure 70 Ship Carpenter Square



Figure 71 Example of extending the Lewes historic pattern of lots and blocks along Kings Highway and Gills Neck Road

to adjacent properties through high quality design. Good design equals good business—properties are more marketable and desirable, typically sell for higher values and retain those values over time. Values are captured by the community through increased tax revenues and by the private sector through higher sales prices and faster turnaround.

A Landscape Master Plan has been funded by State Legislators representing the area to partially implement this strategy (see page 36). The topic also received extensive discussion during the corridor management planning process. The following pages describe guiding principles developed from the extensive input gathered through the Byway committee and the public outreach efforts that can help shape the landscape master plan.

### ***Link Land Use, Open Space and Transportation in Urban Design***

Guiding land use as a strategy is important along Kings Highway and Gills Neck Road. This includes encouraging a different pattern of land use than what is currently being developed along Gills Neck Road - instead of cul-de-sacs with all the traffic coming out of one location, consideration of two key strategies is warranted:

1. Extend the patterns of lots and blocks outward using the size, scale and character of historic Lewes.
2. Incorporate open space and landscape into design of the transportation features.

The following scenarios illustrate how these principles could be applied to Kings Highway. Each of the three approaches have their advantages and disadvantages. They need to be carefully considered and a comprehensive urban design decision made among all the stakeholders. Without this conscious decision-making, one of the two main routes into Lewes will start looking more like “Anyplace USA” rather than the desired character as described on page 46. This is the last and best chance to do something positive and shape the look and feel of Lewes in a positive way for a lifetime and beyond.

As the remaining undeveloped properties along Kings Highway and Gills Neck are developed, efforts need to be made to integrate open space with land use and transportation. Figure 72 and Figure 73 illustrate where this has been done in other places resulting in attractive neighborhoods and a high quality development.

Figure 72 Similarly scaled median as part of Bancroft Parkway, Wilmington left and center

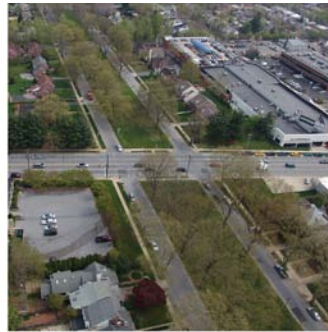


Figure 73 Similarly scaled median in Savannah, Georgia

Figure 74 Before and after sketch illustrating the broad median concept for Kings Highway

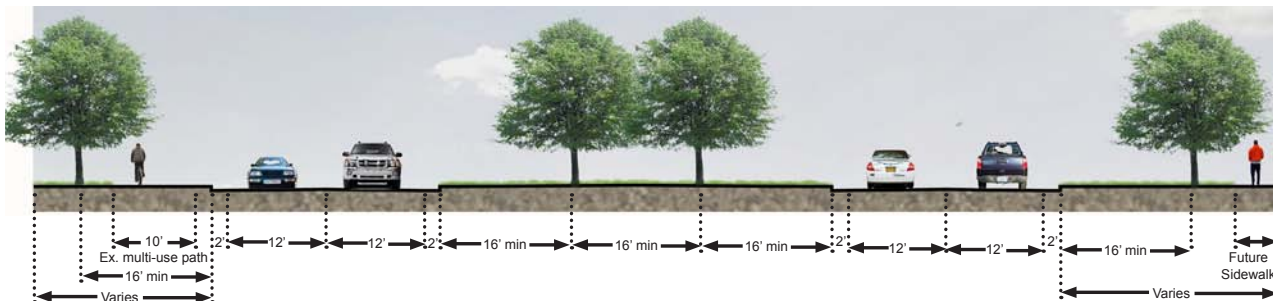


Figure 75 Section identifying the dimensions of the broad median concept as illustrated above



The first approach uses a wide median to extend the grid of the City out to the new gateway. The wide median is similar in scale to Bancroft Parkway. Figure 74 shows a perspective of development that fronts the boulevard with double rows of trees and a center median at 48' as shown in Figure 75. The wide median - allows for turn lanes and a double row of trees to continue throughout. This approach would require right-of-way and utility relocation and would have to be implemented as part of the development projects on Kings Highway by directly integrating the transportation elements into the development so they are designed as one.



Figure 76 DeDOT used a narrow median on Delaware Route 7 (Google Map Image)

The second option illustrates how the median can be narrowed to reduce the right-of-way requirements and avoid utilities. DeDOT looked at the layout of a narrow median (Figure 76) along Delaware

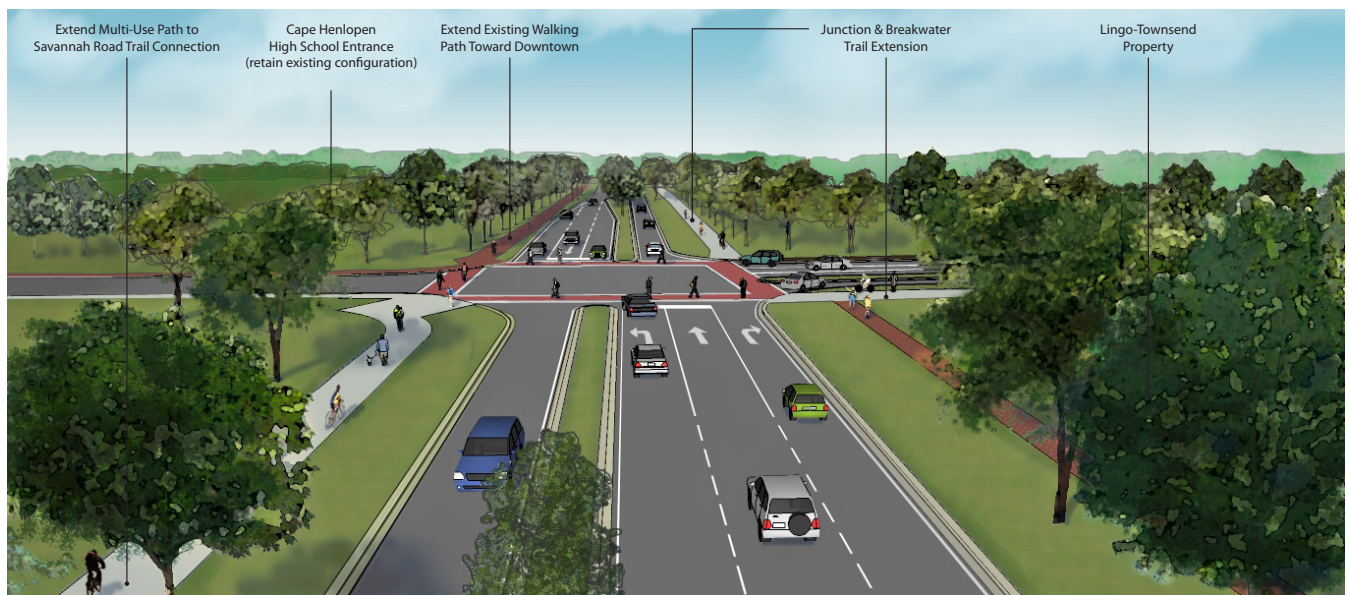


Figure 77 Oblique drawing of narrow median concept applied to Kings Highway at Gills Neck Road



Figure 78 Comparable sketch of Figure 74 showing a narrow median

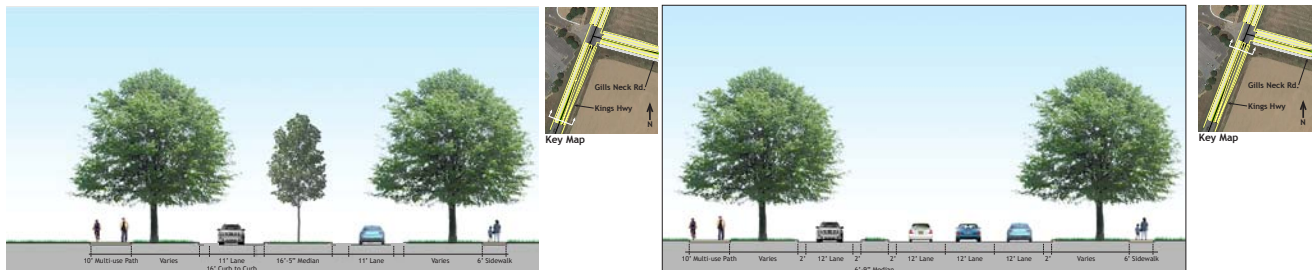


Figure 79 Comparable sections showing dimensions of the narrow median, full width (left) and a median with a turn lane (right)



Figure 80 Example of narrow landscaped median in Greenville, DE

Route 7. Figure 77 is an aerial view of the intersection showing how the various sidewalks and trails could be incorporated into the design with the light gray being the multi-use pathways connecting back to the Junction and Breakwater Trail and Cape Henlopen High School and the brick sidewalks connecting to the regional pathway system from adjoining developments. Figure 78 illustrates the application of this concept for Kings Highway. DeDOT estimates that about seven-feet of right-of-way would be required on Kings Highway along with some potential utility adjustments. Figure 79 compares the dimensional requirements of the two options.

Where the median narrows to accommodate the turn lanes, brick could be utilized as was done on Delaware Route 7, or it could be planted or it could be planted if maintenance agreements were established as was done by the Kennett Pike Association along the Brandywine Valley Scenic Byway in Greenville (Figure 80).



Figure 81 Example of wide median with stormwater as design feature in Celebration, Florida (<http://www.cyberbia.org/forums/showthread.php?t=44158>)

The third scenario involves incorporating stormwater management into the streetscape design by partnering with adjoining landowners and property developers to incorporate the required stormwater management into the design of the median. It can be a wide median such as shown in Figure 81 for Celebration, Florida; or in a more traditional transportation project with a narrow median - but still attractive (Figure 82).

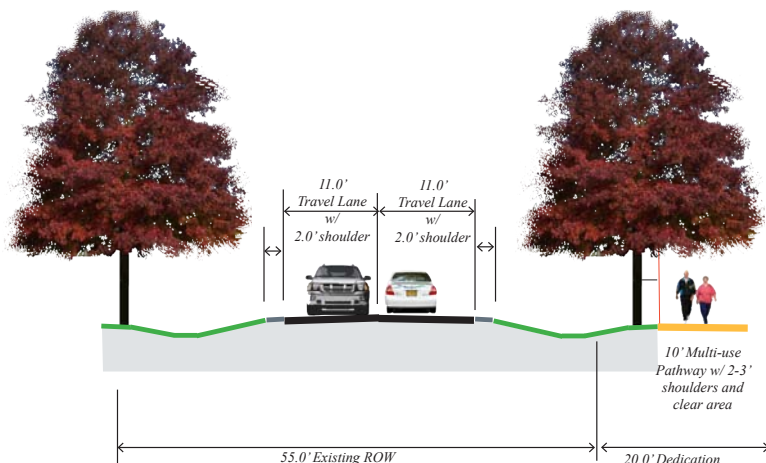
### ACCOMMODATING BICYCLES AND RETAINING CHARACTER

Completing the multi-use pathway connecting downtown Lewes with the Junction and Breakwater Trail (orange in Figure 84 on page 59) is needed to reduce increasing conflicts between vehicles, bicycles and pedestrians using Gills Neck Road. The connection is needed as a priority to remove the less experienced bicyclists off of Gills Neck Road—the orange portion of the planned trail system will help do that, leaving the experienced bicyclists to go with the flow of traffic.



Figure 82 Example of narrow median with infiltration in Nashville, TN

Figure 83 Accommodate a multi-use pathway along Gills Neck Road by reducing shoulder width to provide enough room for street tree planting outside of the drainage areas—thus helping retain the character of Gills Neck Road.



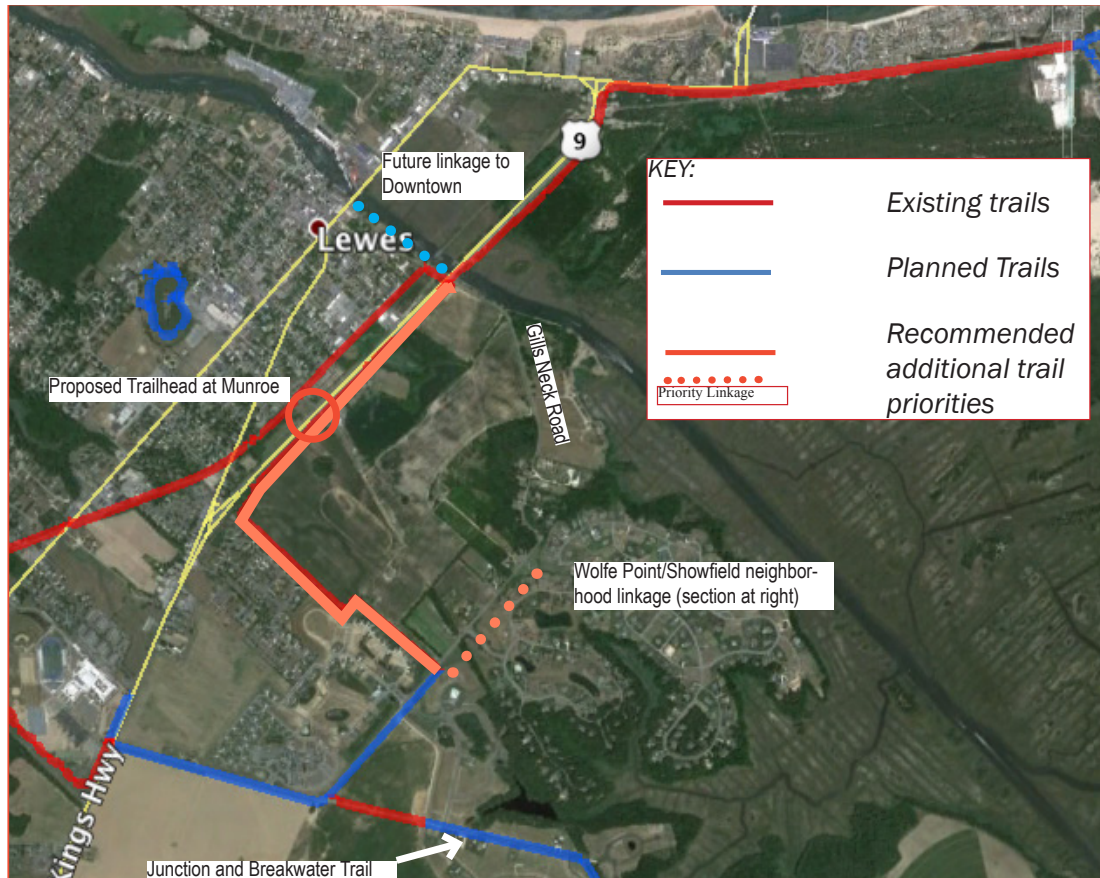


Figure 84 Priority trail linkages needed to increase the connectivity of the greenway and trail system

Throughout the planning process, there were conflicting views over whether or not a five-foot wide paved shoulder is needed along Gills Neck Road. The challenge of adding the pavement width without diminishing the historic character of the road is an issue that will be addressed in the early action project planned by DelDOT and funded by legislators to develop a master plan for the two roads.

**IMPLEMENTATION STEPS**

1. Work with developers to formulate site plans extending patterns of lots and blocks outward using the size, scale and character of historic Lewes
2. Work collaboratively with DelDOT, Sussex County and City of Lewes to incorporate open space and landscape into design of transportation features
3. Use context sensitive design to maintain the distinct character of the Lewes Historic Byway routes (as per DelDOT’s Context Sensitive Solutions for Delaware Byways)
4. Develop a master plan for Kings Highway and Gills Neck Road linking together future transportation and land use within the corridor utilizing a collaborative public process



Figure 85 Gills Neck Road



Figure 86 Existing multi-use pathway on Gills Neck Road

### Lewes Historic Byway Preservation and Enhancement Principles:

*The desired character of the roadway should reflect the historic character of the setting.*

*In Low Density /Rural Areas, the roadway alignment, shoulders, and roadside elements should fit the natural landscape context (by maintaining roadside forests, framing views and selecting materials that have minimal visual contrast with its setting).*

*In Transition Areas, the introduction of more urban elements to address the safety issues associated with a wider range of turning movements—more pedestrians and bicyclists, and more complex land uses—should balance the need to minimize contrast with the historic qualities and setting, while still meeting the safety needs of visible elements.*

*In Downtown Lewes and adjoining neighborhoods, materials should be selected that reflect the character defining features of the adjoining architecture.*

- consider options for narrow or wide medians
  - consider incorporating stormwater runoff management into median
  - consider opportunities for linking together isolated parcels in a gridded circulation network
  - consider options for the Kings Highway/Gills Neck intersection that accommodates and is friendly to all planned pedestrian and bicycle pathways and movements, is attractive and serves as a welcoming community gateway to Lewes
5. Preserve character-defining features of Gills Neck Road while addressing bicycle and pedestrian safety in a context sensitive manner
    - Complete planned, off-road, multi-use pathway connecting downtown Lewes with Junction and Breakwater Trail to reduce conflicts between vehicles, bicycles and pedestrians using Gills Neck Road.
    - Connect adjoining neighborhoods to Junction and Breakwater trail network with multi-use pathway along Gills Neck Road by reducing shoulder width to provide enough room for street tree planting outside drainage areas—helping retain the character of Gills Neck Road.
  6. If shoulders are needed, use alternative pavement materials to reduce the perceived width of the pavement expanse and calm traffic



Figure 87 Example of enhancement applied to the entrance to Lexington, VA— before and after the implementation of a signage ordinance

# 7. Active Transportation and Heritage Tourism

Transportation, nature-based recreation, and heritage tourism goals are intertwined for the Byway. The transportation strategy “Reduce Vehicular Demand” on page 41 identifies the need and opportunity to continue developing trails and greenways as a way to increase visitors and residents access to attractions along the Byway—on foot, by boat, and by bicycle. The Transportation Management Report, located in Appendix 4, documents the limited available traffic capacity and potential benefits of improving pedestrian and bicycle connectivity. Linking active transportation and heritage tourism is an important way to continue to encourage visitors to enjoy the area using the Byway system to structure that experience. There are three sections to this chapter that explain this important concept.

## Goal 4: Enhance Recreation Opportunities

*Use the Byway to lengthen visitor stays by connecting the Byway to the area’s system of greenways and trails and establishing the Byway routes as corridors for human powered recreation including walking, bicycling and paddling.*

## NATURE-BASED RECREATION OPPORTUNITIES

The Byway can be utilized to complete the long-held vision of a greenway and trail system throughout the greater Lewes area and strengthen the “human-powered” recreation opportunities in Lewes to spread out visitation and reduce vehicular travel demand.

### 1. USE BYWAY TO COMPLETE THE GREENWAY AND TRAIL SYSTEM

Rationale: Increasing the number of things to see and do along the corridor will result in longer visitor stays and more exposure to the historical qualities of the Byway. By using the Byway to complete the long planned Greenway and Trail System, visitors and residents alike will be able to experience Great Marsh, Canary Creek, access the Delaware and Rehoboth Canal, Junction and Breakwater Trail and Cape Henlopen State Park without turning the ignition in their car.

#### **Implementation Steps**

1. Add Canary Creek as part of the greenway network to the Greenways and Trails plan. This would provide a distinct network of greenways that links the Great Marsh to Cape Henlopen State Park, utilizing existing stream corridors. The greater connectivity will benefit water quality, wildlife and open space recommendations discussed in both Chapter 4 and 6.
2. Connect the trail along Park Road (completed in 2014) to the Georgetown-Lewes Rail Trail system using the east side of New Road crossing Canary Creek on a separated pedestrian bridge (that could also serve for fishing access). The connecting

multi-use trail should continue parallel to New Road to Old Orchard Road then south to the future Georgetown-Lewes Rail Trail. The more connected the trail system, the better chances of reducing vehicular use of roads.

3. Develop greater connectivity for pedestrians and bicycles along Cape Henlopen Drive (bicycle lanes and off-road walking path), Savannah Road (bicycle lanes and sidewalks), Front Street (shared travel lanes and sidewalks) and Pilottown Road (shared travel lanes plus off-road walking path).

The following priorities are identified as important ways to integrate the Byway system into the greenway and trails network (letters and numbers refer to Figure 88):

- A. Multi-use pathway along New Road from UD to Orchard Road (including bridge and fishing access at Canary Creek further described in Figure 89 on page 63)

**LEGEND**

Active transportation opportunities (see next page)

- A. Multi-use pathway along New Road
- B. Extend Maritime History Trail
- C. Savannah Road Gateway and Trailhead
- D. Kings Highway Trailhead

Active transportation enhancements to Savannah (see page 66)

1. Coordinate with the planned park and ride
2. Extend Savannah Road sidewalks
3. Extend sidewalks from Old Orchard Road
4. Lewes-Georgetown Rail - Trail Crossing Improvements
5. Bicycle lanes and/or separated path

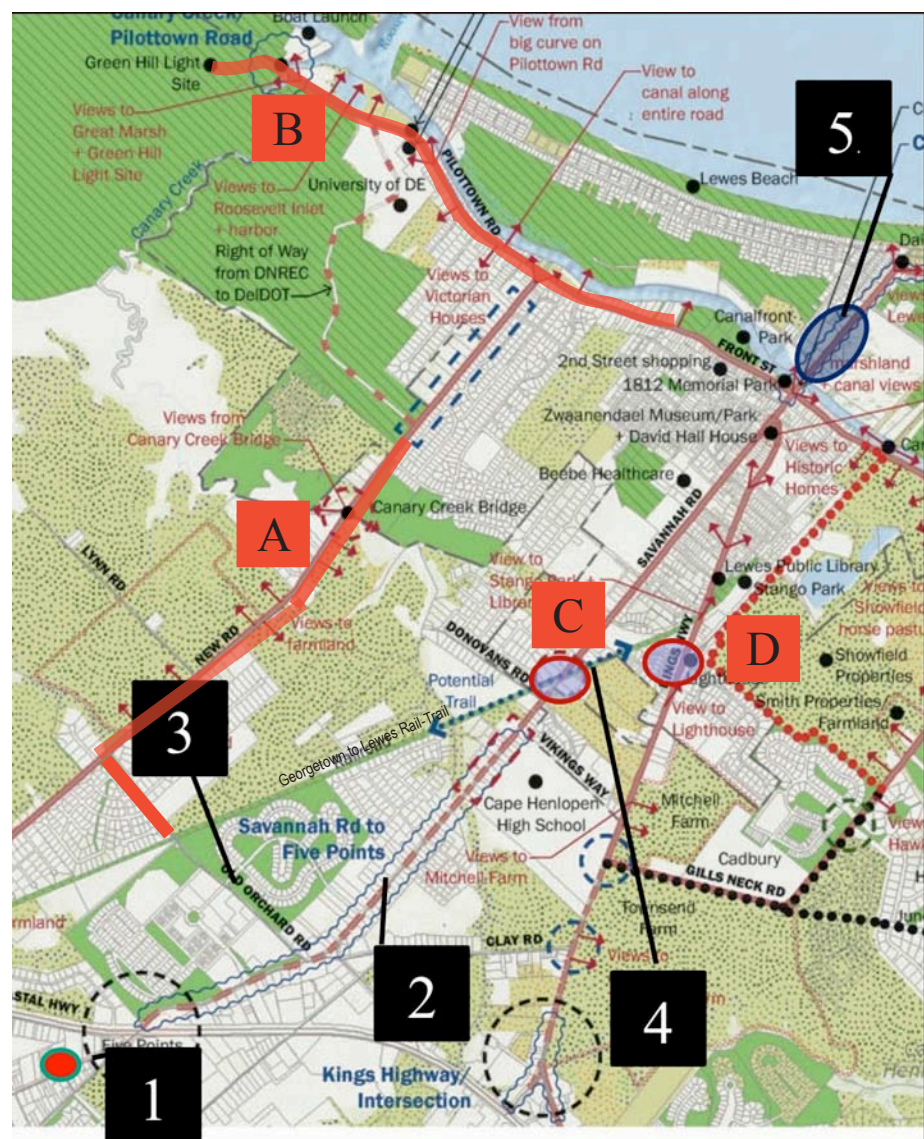


Figure 88 Recommended projects to increase pedestrian and bicycle connectivity along Byway routes

- B. Extend Maritime History Trail along Pilottown Road to Green Hill Light and Great Marsh
- C. Savannah Road Gateway and Trailhead linking to the Georgetown To Lewes Rail Trail
- D. Kings Highway Trailhead

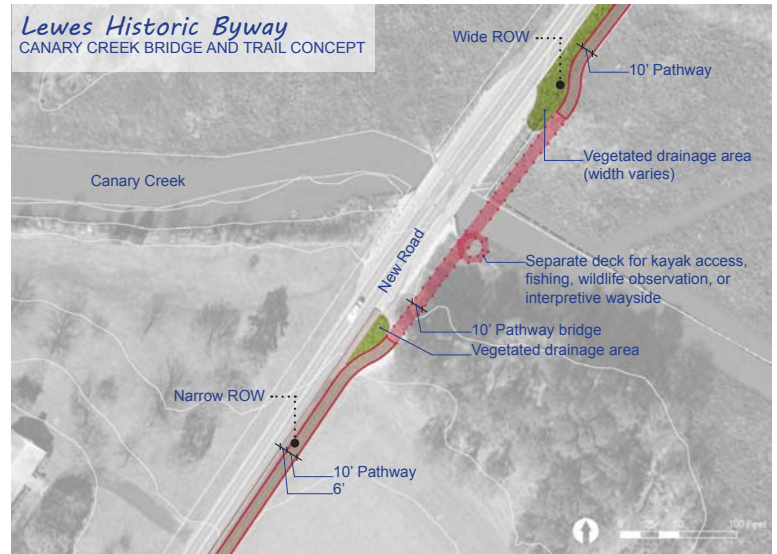


Figure 89 Plan view illustrating New Road with Canary Creek Bridge and Trail Concept



Figure 90 Existing view along New Road looking west toward Canary Creek



Figure 91 Proposed view looking west illustrating the boardwalk with kayak launch and fishing pier beyond

### A. NEW ROAD: MULTIPLE USE PATH/CANARY CREEK BRIDGE

The byway can play an important role in this effort by advancing the idea of a multi-use trail along New Road coupled with the pedestrian bridge and pier for kayak access, fishing and wildlife observation.

### B. EXTEND MARITIME HISTORY TRAIL TO GREAT MARSH

Another opportunity related directly to the Byway is to create a destination at the end of Pilottown Road, linking together the publicly accessible landscapes, water, and facilities.



Figure 92 Conceptual plan for extending the Maritime History Trail to the site of the Green Hill light

Figure 93 View illustrating how a boardwalk could be designed as part of an interpreted bird watching trail around the site of the Green Hill Light





The Delaware Breakwater Rear Range (Green Hill) Lighthouse—now in Florida (Figure 54 on page 49)—has been the subject of a potential interpreted trail since at least 2002. The remnants from the light are now in worse condition, but it can certainly still be interpreted.

### C. CONNECTING NEW ROAD AND SAVANNAH ROAD

The Greenways and Trails Plan originally identified a connection from New Road to Savannah Road along Canary Creek. Several options were examined. One of the biggest concerns expressed during the time of the plan's development was the anticipated loss of privacy that such a trail might engender.

One way to integrate the Byway system into this network is to consider adding in the orange trail routes to the planned network from the Greenways and Trails plan. A trail could be constructed along the east side of New Road crossing Canary Creek on a separated pedestrian bridge (Figure 92 on page 64).

Figure 94 shows how a network of both a trail (orange) and an open space corridor (green) can link the Great Marsh to the existing and planned rail trails and to Cape Henlopen State Park. The more

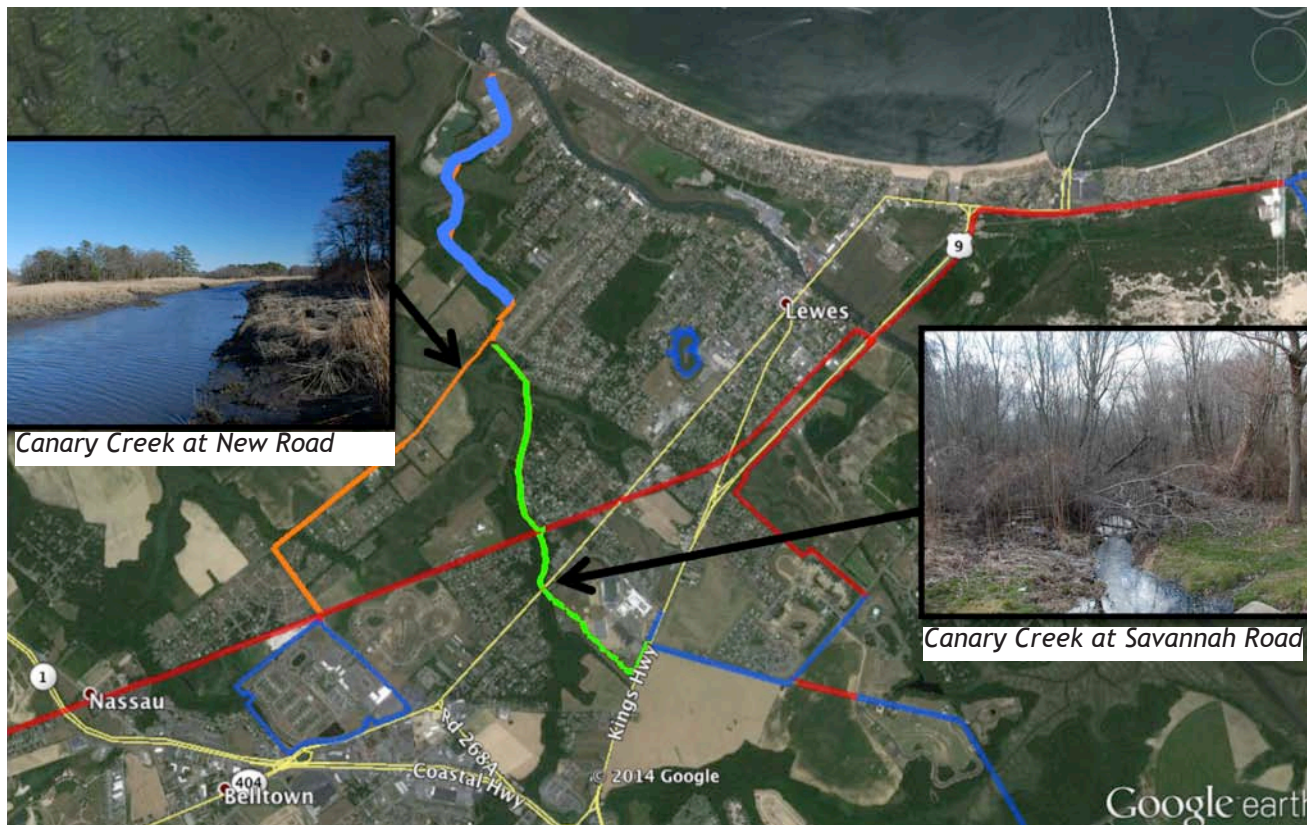


Figure 94 The preferred route for connecting New Road, Savannah Road and Kings Highway is to by utilizing a new separated pathway along New Road and Old Orchard Road (orange)/ A greenway network along Canary Creek (green) is desirable to enhance wildlife and water quality

connected the trail system, the better chance of reducing vehicular use of the roads. The greenway corridor is important for wildlife and water quality. The more connected the wildlife and water quality corridor, the better the habitat for many of the species that inhabit the Great Marsh.



Photo courtesy of ERM

Figure 95 Creating a boardwalk destination along Savannah Road would provide a destination and increase recreational opportunities beyond the beach



Figure 96 Neabsco Creek Boardwalk Crossing project, Prince William County, Virginia illustrates the desired character for a Savannah Road boardwalk providing access to the adjoining wetlands along (Drawing courtesy of Lardner/Klein Landscape Architects and Prince William County)

#### D. SAVANNAH ROAD AS A RECREATION OPPORTUNITY

Increasing the safety and convenience of walking and bicycling on Savannah Road from Coastal Highway to Downtown Lewes and Lewes Beach is a strategy that builds further upon the transportation strategy “Reduce Vehicular Demand” on page 41. Five specific steps to increase pedestrian and bicycle safety along Savannah Road will also help to use the greater multi-modal transportation connectivity as a recreation opportunity.

1. Coordinate with the planned park and ride by providing opportunities for leaving cars at the Coastal Highway and integrating bicycle racks into the jitney service.
2. Extend sidewalks the entire length of Savannah Road.
3. Extend sidewalks from Old Orchard Road across the railroad Tracks to the existing sidewalk.
4. Lewes-Georgetown Rail with Trail Crossing Improvements
5. Stripe Savannah Road for a bicycle lane on both sides and construct a sidewalk on the northbound side.

Enhancing the Savannah Road streetscape will make it safer for pedestrians and bicyclists to travel. It will also provide additional access to scenic views and features by constructing a boardwalk along the eastern side through the wetlands to serve as a unique destination. Such a destination would encourage people to linger longer in the area. With more foot traffic the district could support more mixed use commercial settings such as is found in Seaside, Florida—one of the earliest and best known of the traditional neighborhood development approaches that most closely matches the goals for the area.

## STRENGTHEN HERITAGE TOURISM THROUGH COORDINATED INTERPRETATION

A second way to spread out visitation is to use the Byway to help increase awareness and appreciation of Lewes' special qualities by telling a coordinated story among the many historic sites and places.

Through interpretation and storytelling, the Byway will engage residents and visitors, strengthen local identity, and enhance quality of life. Interpretation will help residents relate to the place in which they live—the community, its landscapes, and its resources. It will help build support for conservation, preservation, and enhancement initiatives within and around the town.

This Corridor Management Plan (CMP) identifies the region's history as the Byway's primary intrinsic quality followed closely by the region's natural and recreational qualities. The natural and built landscapes can be used to tell the region's stories, and the Byway is a vehicle through which the landscape and its stories can be experienced. The interpretive framework outlined below describes how natural, scenic, and historic resources will be featured for the educational and inspirational benefit of visitors and residents.

### EXISTING INTERPRETIVE EXPERIENCE

Lewes has a rich and engaging history closely tied to the Delaware Bay. The town's location within a regional landscape of global ecological significance makes it an attractive destination with important stories to tell. Existing partners in and around Lewes are experienced in interpretation, recreation, and eco-tourism. Partners include state parks, a national wildlife refuge, museums, historic sites, and private sector businesses. As the southern anchor to the nationally recognized Delaware Bayshore Initiative, as described in "Lewes Tourism Context" on page 86, Lewes is positioned to offer a unique and important interpretive experience. The Byway can be a catalyst in organizing and presenting that experience.

In its analysis of tourism and the Byway, the CMP listed attractions currently promoted in and around Lewes (Appendix 5), including full service attractions, limited service attractions, and self-guided sites. Within the heart of town, the Lewes Historical Society, Zwaanendael Museum, and Lewes Chamber of Commerce feature historical attractions that combine to tell the town's history and provide a high quality visitor experience.

The Lewes Chamber of Commerce, located within the historic Fisher-Martin House, serves as both an interpretive attraction and as the town's visitor center. Next door is the colorful Zwaanendael Museum, a state site interpreting Lewes' area maritime, military, and social history. Both sites are located along the Byway on Kings Highway near the intersection with Savannah Road.

#### Goal 5: Interpretation:

*Use the Lewes Scenic and Historic Byway to enhance the travel experience of visitors and residents by increasing awareness and appreciation of Lewes and its historical setting through storytelling.*

#### What is Interpretation?

*"The translation of the technical or unfamiliar language of the environment into lay language, with no loss in accuracy, in order to create and enhance sensitivity, awareness, understanding, appreciation, and commitment."*

*"The goal of interpretation is a change in behavior of those for whom we interpret."*

*Paul H. Risk, Yale University from "Interpretation: A Road to Creative Enlightenment," CRM Vol. 17, No. 2 (1994), pp. 37, 40.*



Figure 97 Zwaanendael Museum

The Lewes Historical Society administers a series of historic buildings in a complex at the west end of 2nd Street, the town's commercial center. Both interior and exterior exhibits associated with eight historic structures in the complex are a key means through which the story of Lewes is presented. Two other historic houses close by in downtown Lewes further enhance the story. The Ryves Holt House near the 2nd Street commercial core serves as the Historical Society visitor center and gift shop. The Cannonball House on Front Street interprets maritime history.



Figure 98 Cannonball House

The historic community fabric of Lewes is a key resource for interpretation and storytelling. Three historic walks are promoted linking historic neighborhoods and sites. The Historic Lewes Walk takes visitors through the historic core of the town—Front Street, 2nd Street, Shipcarpenter Street, and Shipcarpenter Square—linking the Historical Society's sites with its surrounding neighborhood context. Trenny's Loop is a walk linking the east side of the historic town with the beachfront.

Perhaps most prominent, the Lewes Maritime History Trail follows the Lewes and Rehoboth Canal, upon which the historic town core fronts, linking ten interpretive exhibits concentrating upon the town's maritime story. The trail includes the Lightship Overfalls, a historic ship and National Historic Landmark operated as a museum by the Lewes Historical Society. The Maritime Trail courses along the waterfront through a series of well designed public spaces with visitor amenities and views of boats and marinas. Lewes is also home to a variety of private businesses that offer tourism experiences related to interpretation, from eco-tours in canoes and kayaks, to boat excursions, to deep sea fishing.



Figure 99 Garden of the Fisher-Martin House

Surrounding Lewes is a landscape of spectacular natural beauty. To the east is Cape Henlopen State Park, at the point between the Delaware Bay and Atlantic Ocean, with natural areas, trails, a nature center, campgrounds, and visitor facilities. Cape Henlopen also features Fort Miles, a World War II fort built to protect the Delaware River from attack through the installation of heavy guns.



Figure 100 Pocket park downtown

To the west of Lewes is Prime Hook Wildlife Refuge with natural areas and trails within an extensive freshwater marsh with fields, woods, ponds and a variety of wildlife habitats. While Prime Hook Wildlife Refuge does not connect directly with Lewes by back roads or trails (only by heavily traveled Route 1), its wetlands and waterways do along the Broadkill River. The state-owned Great Marsh Preserve at the west end of Pilottown Road is a strong potential interpretive site and wildlife viewing area identified in this CMP.

Regional trails and biking routes connect Lewes with other locations within Sussex County and the state. Henlopen State Park includes access to the Gordon's Pond Trail and Junction and Breakwater Trail

which connect Lewes through the park to Rehoboth Beach. State and regional biking routes connect Lewes with surrounding communities and landscapes.

Finally, the location of Lewes at the southern end of the Delaware Bayshore Initiative provides the opportunity for the town to build on the eco-tourism and natural resource attributes. Delaware Bayshore is widely recognized as an area of global ecological significance. Its expansive coastal marshes, shoreline, agricultural lands and forests provide diverse habitat to many species, including migratory shorebirds.

The extensive array of existing interpretive attractions and recreational activities available within and around Lewes provides the town with the in-place resources necessary for a high quality town-wide interpretive presentation that can be facilitated through the Lewes Historic Byway.

## **INTERPRETIVE STRATEGIES**

The Lewes Historic Byway CMP recommends that Lewes present itself as a unified interpretive attraction and experience in which the town's many outstanding local interpretive partners and sites participate, each telling its own story within the context of the whole. While existing attractions in and around Lewes are experienced in interpretation and are well marketed, they do not yet present themselves as an integrated and holistic interpretive and visitor experience. Through the Byway initiative, the existing interpretive experience could be taken to the next level. The pieces are in place, and the Byway can serve as the impetus, coordinator, and facilitator.

The Lewes Historic Byway serves to connect the many sites and attractions associated with a town-wide interpretive presentation for Lewes. The Byway is the place where the overall story and context can be introduced and connected to the various partners as well as the broader landscape. The Lewes Historic Byway will build upon existing interpretive opportunities by linking stories together through an organized framework for interpretation. The overall purpose of the interpretive presentation, embodied in the following goal statement, is to engage visitors and residents and raise awareness of the significance and value of local natural, scenic, and historic resources.

The interpretive framework for the CMP is organized around four strategies:

- Support a town-wide interpretive presentation connecting interpretive sites and stories
- Create a recreational interpretive resource, providing visitors

with a meaningful and engaging activity while presenting the Lewes story

- Engage residents with real places within the landscape to build support for local preservation and conservation initiatives.
- Enhance Lewes as an interpretive attraction and southern anchor to the Delaware Bayshore Initiative
- Context, issues, and actions related to implementation of these strategies are outlined below



Figure 101 Historic buildings in the Lewes Historical Society Complex

## TOWN-WIDE INTERPRETIVE CONCEPT

The town-wide interpretive experience for Lewes is designed to engage people with Lewes, its landscapes, and its history. The desired experience should strengthen the town's identity, strengthen appreciation for its natural and cultural landscapes, and build support for preservation, conservation, and community enhancement.

Upon experiencing the town-wide presentation, residents and visitors should:

- Appreciate the character and significance of Lewes and its landscapes
- Connect places experienced with the town's themes and storylines
- Understand the unique aspects and global significance of the region's natural landscape and wildlife habitats
- Appreciate how natural and cultural influences upon the landscape are intertwined
- Be stimulated to seek out additional information and experiences
- Wish to engage in a vision for the future that balances natural and cultural attributes and supports best practices.

### ***Telling the Byway Story Using Interpretive Themes***

A byway story is the intentional, coordinated message that the Byway conveys to visitors about the resources and qualities that it promotes. Most importantly, the Byway story is conveyed through the direct experiences that the visitor encounters along the trip. The story is conveyed through interpretation.

The term 'interpretation' is more than simply storytelling. Interpretation implies communicating the meaning and significance of a story to its audience, connecting it to their personal lives and experiences. Interpretation conveys understanding and makes stories relevant. As a form of public programming, interpretation may be personal (conveyed personally to audiences by interpreters, guides, or docents) or may be non-personal (self-guided). All forms of interpretation should be connected to themes.

Themes are the big ideas that convey meaning and significance to a story or interpretive subject. Themes help audiences connect individual stories with broader contexts and help them understand what those stories mean and why they matter.

Partners within Lewes should use interpretive themes to connect their stories and their places to the larger context and central ideas of the town-wide presentation. Individual stories should be used to illustrate and bring themes to life; to associate them with authentic places and the lives of real people to which visitors can relate.

A thematic framework with four key storylines is proposed to help coordinate interpretation throughout the Lewes area. The thematic framework should be broad in scope—every interested partner that wants to participate in the town-wide presentation should be able to find a place within the framework. Every partner should be expected to organize interpretation using the thematic framework, showing how their site and story relate to the wider context.

The four key themes or storylines proposed for the town-wide interpretive presentation and the Byway include the following

- **First Town - the cultural story**

The site that would become Lewes was first settled in 1631 as Zwaanendael, which lasted only a year but established claim upon the land. The site was settled again in 1659, this time for good. The town received its name from William Penn in 1682. It served as the county seat until 1791.

As the First Town of the First State, Lewes has a long and interesting history to relate. The theme *First Town* will tell the cultural history of Lewes, people's relationship to the land, from prehistory to the present. It includes the stories of Native American occupation, contact and settlement, early government, Lewes as a port, agriculture, industry, transportation, town development, and other topics significant to the town.



Figure 102 Zwaanendael settlement interpretive site

- **The Ocean and the Bay - the maritime story**

Lewes is what it is because of its location at the place where the Delaware Bay meets the Atlantic Ocean. The theme *The Ocean and the Bay* tells stories related to the maritime history of Lewes. Closely related to the theme *First Town*, the maritime story is selected for special treatment because of its prominence and significance.

The story is best told along the shoreline and the Lewes and Rehoboth Canal, where maritime uses are located and where



Figure 103 Lightship Overfalls museum and site on the canal

the existing Maritime History Trail already introduces key stories, including those of the breakwater, lighthouses, pilots, shipbuilding, fisheries, and others. These stories can be further enriched, as is being done at the Lightship Overfalls site, and connected to the town's context as a whole.

- **Resilient Ecosystem** - coastal marshes and related landscapes  
The Delaware Bay shoreline global ecological significance is widely recognized. Lewes is bracketed by high quality natural areas, Henlopen State Park on the south and the Great Marsh Preserve on the north. To the south, conservation initiatives are helping to preserve additional lands, creating a greenbelt around and through the town.

The shoreline's expansive coastal marshes, shoreline, agricultural lands and forests provide diverse habitat to many species, including migratory shorebirds. Birders and biologists from around the world come to the region to witness the annual spring spectacle of more than half a million shorebirds taking a rest stop to dine on eggs laid by spawning horseshoe crabs.

The theme *Resilient Ecosystem* features the natural history, ecosystems, and diverse habitats that are both critical to conserve and wonderful to experience. Interpretation will help visitors appreciate what they see and the landscape's significance. Interpretation will be focused in the parks, preserves, and greenways, often using trails to organize and convey stories.

- **Rediscovering Lewes** - Lewes today and vision for the future  
The theme Rediscovering Lewes tells the story of Lewes today, what it is and what it is becoming. It begins with a vision for the future of the community, establishing the town's identity, embodiment of its history, and its relationship to the land. The story makes the case for conservation, preservation, and community enhancement as key to the town and its surrounding area as it continues to grow and develop. The theme helps set a direction for the future.

At present, Lewes's story is difficult for visitors to grasp in its entirety, particularly the town's cultural history. Pieces of the proposed themes and storylines are told in different places, but pulling them together and envisioning the whole is difficult. Gaps appear to exist. The application for the Lewes Scenic and Historic Byway, produced in 2009 in advance of this CMP, uses six statewide themes to organize the town's story. But this thematic structure does not seem to relate well to the town's actual development. A clearer



thematic framework is needed and can be prepared using the themes suggested above.

Developing a thematic framework should be undertaken as a first step in planning and implementing a town-wide interpretive presentation. It should be led by educators, interpreters, historians, naturalists, and public program specialists from the town's natural, historical, and cultural sites. The professional, educational and interpretive staff of anchor sites and other partner organizations should form a committee to establish the thematic framework and oversee implementation and quality control for its implementation. Using the guiding principles for interpretation outlined above, theme statements should be developed for each of the four theme topics. Each theme statement, one or two sentences, should capture the essence, significance, and meaning of the topic. The theme statements should be used in the development of interpretive content for exhibits and supporting materials. Every exhibit should relate to the theme statement it is meant to represent.

Under each theme statement, the key concepts or subthemes needed to understand and convey the theme should be developed. By looking over the range of concepts or subthemes, an individual should be able to easily grasp the whole story related to each of the four themes. Interpretive installations illustrate aspects of these key concepts and subthemes and should include content that place them in context and relate them to the entire story.

Guidelines for the development of interpretive exhibits should be prepared to assist participating partners in creating interpretive exhibits. For each proposed exhibit, outline:

- The historical development and significance of the site
- How it relates to the town-wide themes
- The story or stories related to the site that best convey its history and illustrates aspects of the appropriate themes
- How the story might be conveyed
- How proposed interpretation might be linked to other sites
- The media and format proposed for presentation

A process for guidance, review, and quality control for interpretive installations should be developed and led by the professional interpretive staff of the town's attractions. Additional information related to the development and implementation of interpretive presentation is included in the strategies outlined below.



Figure 104 1812 Park on the canal



Figure 105 Downtown Lewes

## IMPLEMENTATION STEPS

### ***Support a town-wide interpretive presentation connecting interpretive sites and stories.***

Lewes has a great story to tell and many partners telling pieces of that story. Use the Lewes Historic Byway to present the town as a whole by providing orientation, introducing the big picture and then directing visitors to the places where the story is being told.

#### **1. Develop or confirm a common graphic identity that can be used for the town-wide interpretive presentation for exhibits and supporting graphic and digital publications.**

Lewes has a variety of different graphic formats used by various partners. While respecting the graphic identities of partners, a town-wide graphic identity should be developed to unify the overall presentation of the town. The town-wide identity should be used at gateways, for wayfinding on public streets, and for interpretation along the Byway and in public spaces.

Select or develop a family of interpretive carriers including kiosks, waysides, and markers of varying sizes. Develop graphic standards for sign panels that express the town's character and identity. Adoption of standard National Park Service carriers would be appropriate and would be an economical and easily implemented option. National Park Service standards are recognizable by the public and acknowledged for their high quality and durability. However, Lewes could create its own carriers to establish a more distinctive level of quality and character, reflecting of the town.

#### **2. Identify over-arching interpretive themes with brief theme statements that convey the significance of the town and its landscape and embrace all of its interpretive sites.**

As noted above, use organized professional staff from the town's interpretive attractions to prepare a thematic framework for use in developing the town-wide interpretive presentation. As also noted, prepare guidelines and a review process for the implementation of interpretive exhibits for individual sites. Feature theme statements for the four topics:

- First Town - the cultural story
- The Ocean and the Bay - the maritime story
- Resilient Ecosystem - coastal marshes and related landscapes
- Rediscovering Lewes - Lewes today and vision for the future

In addition to theme statements, outline key concepts or subthemes related to each topic to convey the whole story in an organized and understandable way. Use this thematic framework to organize and coordinate interpretation throughout the town-wide presentation.

**3. Coordinate with other interpretive sites and attractions within Lewes. Identify how each fits within the thematic framework.**

Outline how individual interpretive sites and attractions might participate in the town-wide presentation. Identify key themes and storylines that each site can present and how, working together, sites can tailor their own interpretation to be part of broader themes.

Identify which themes and storylines have sites and interpretive presentations that are visitor-ready and which have gaps, are not represented, and have opportunities for further development. Determine how support can be provided to assist sites in their presentations. Determine how participating sites can be provided with introductory exhibits relating to the town-wide context.

**4. Provide orientation and context for the Lewes interpretive presentation on the city, historical society and chamber web sites, through the installation of kiosks at key locations, and through published materials.**

Install orientation kiosks with information on the town-wide interpretive presentation. Locate kiosks at gateways, trailheads, downtown, in public parks, and at locations where residents or visitors gather. Orientation should include an overview of themes and storylines, sites where they are presented, and suggested routes and itineraries linking sites. Include maps, photographs, and interpretive content. Outline opportunities for exploration using the town's trail network.

Support the town-wide interpretive presentation with a family of brochures and a common graphic identity noted above. Include a high-quality fold-out map of the entire town and surrounding landscape with interpretive context to help visitors identify and appreciate all available sites, trails, and opportunities.

Create a vibrant interpretive web site using the town's graphic identity linked to the Town of Lewes, Lewes Historical Society, and Lewes Chamber of Commerce web sites. Include an overview of the town's history; introduction of the town's interpretive themes; annotated historic photos; and access to brochures, maps, apps, and digital interpretive content that can be downloaded and used to explore Lewes and its sites. Provide orientation information on trails and sites and their related interpretation. Make the map and brochures noted above available on the web site.

Consider developing digital interpretive presentations for mobile and tablet formats accessed through the interpretive web site. Digital interpretation can be used to enhance outdoor exhibits and/or provide interpretation where outdoor exhibits cannot be installed or are not desirable. The media content should be rich and exciting. Development of digital interpretive media could be a longer term goal of the interpretive presentation.

**Create a recreational interpretive resource, providing visitors with a meaningful and engaging activity while presenting the Lewes story.**

Lewes has a well developed trail network plan that is a recreational resource connecting locations throughout the town. The Lewes Historic Byway will further develop and enhance this network using Byway roads and trails. The town-wide interpretive presentation will provide trail users with destinations and experiences that enhance the recreational activity.

**1. Identify and promote the Byway as an introduction and gateway to the extensive walking and biking trail network.**

Use the Lewes Historic Byway as an interpreted recreational experience providing orientation to the town-wide interpretive presentation and linkages to interpretive destinations. Identify Byway trail routes for residents and visitors linking sites, destinations, and attractions. Make these routes a central component of the town-wide interpretive plan. Create interpretive exhibits and experiences at locations along those routes for trail users to stop and see. Feature the locations of planned enhancements along the Byway.

**2. Introduce the over-arching interpretive themes through kiosks and waysides at locations (trailheads) where the trail network and byway intersect.**

Create a sequential experience that presents and discusses all of the themes and their contexts. Feature interpretive exhibits at gateways, trailheads, enhancement sites, and at locations where landscape features may be observed. Emphasize specific themes along different portions of the Byway:

- Savannah Road - First Town
- Kings Highway and Gills Neck Road - Rediscovering Lewes
- New Road - Resilient Ecosystem
- Pilottown Road - The Ocean and the Bay/First Town
- Cape Henlopen Drive - Resilient Ecosystem/The Ocean and Bay

**3. Identify existing interpretive sites and attractions in Lewes and the surrounding landscape that provide interpretive experiences related to the town-wide themes.**

Use the town's existing interpretive attractions and key natural and historic sites as anchors and destinations. Use the Byway for orientation, context, and connection to these sites. Show how the trail network links physically to the sites and encourage visitors to explore them. Actively support development and enhancement of anchor sites and key destinations and the visitor experiences they offer. Establish how existing sites will coordinate with interpretation at other partner sites. Install small orientation exhibits at anchor sites showing how they fit within the system.

***Interpret the landscape to build support for local preservation and conservation initiatives.***

In addition to its existing interpretive attractions, Lewes' strength is its wide range of publicly accessible historic sites, natural areas, scenic roads, recreation areas and conserved. In Lewes, natural and historic resources combine to tell the town's stories and provide rich engaging experiences. A landscape approach to interpretation increases understanding of conservation and preservation issues.

**1. Identify locations where specific place-based stories can be told relating themes to landscape features and character.**

Create a network of self-guided outdoor interpretive exhibits and experiences at publicly accessible places along the Byway as part of the town-wide presentation. Identify potential locations that might be appropriate for self-guided interpretive exhibits. Consider locations along trails and bikeways, within conservation lands, beaches, harbors, public parks, streetscapes, and public buildings. Use self-guided interpretation to create linkages between sites.

**2. Use exhibit formats with a common graphic identity, discussed above, to install self-guided exhibits coordinated with town-wide themes and storylines.**

While most exhibits would probably be located on public property, encourage private partners, such as downtown businesses, institutions (University of Delaware), marinas, historic churches, and historic neighborhoods to participate as well.

**3. Create an implementation program through which interested partners can develop and install interpretive waysides and kiosks on their publicly accessible properties as part of the town-wide interpretive presentation.**

Consider offering a matching grant program for design and implementation. Establish a design and implementation process under the guidance of a town-appointed committee whose members are experienced in interpretation to coordinate implementation of exhibits by partners using guidelines and quality control standards developed for the town-wide interpretive presentation as a whole. Develop a maintenance protocol for exhibits at partner locations.

Consider developing online information and apps as well as QR codes to provide interpretive content where exhibits might not be appropriate or desired and to supplement exhibits with more detail.

**4. Use the landscape to tell the story.**

Lewes' strength is its landscape context, both natural and cultural. Make the landscape the focus of interpretation. Use existing landscape features to tell the story, always connecting to the big ideas embodied in the interpretive themes. Lewes is experienced in



*Figure 106 Great Marsh Preserve, west end of Pilottown Road*



Figure 107 Canalfront Park

place-making. The high quality of the town's downtown, pocket parks, and Canalfront Park demonstrate how place-making can make a difference and enhance quality of life. Byway enhancements will add to and continue the town's achievements in this area.

Interpretive exhibits will further enhance the experience of Lewes' special places. Interpretive partners within the town, such as the Lewes Historical Society and Lewes Chamber of Commerce, are experienced both in interpretation and in enhancing sites with interpretive features and content, as evidenced at their own sites. The development of the Lightship Overfalls site is an excellent example where a variety of interpretive enhancement tools are used to create an interesting and meaningful experience. Consider the following types of interpretive tools in developing the town-wide interpretive presentation, always focusing on the landscape and using existing natural and cultural features to tell the story appropriate for that site.

- Orientation Kiosks - to introduce interpretive themes and context as described above
- Interpretive Waysides - a variety of self-guided carriers and sign types using the graphic identity, discussed above. Waysides may be freestanding and varying sizes appropriate to their location or signs may be mounted on buildings, railings, or objects
- Natural Features - the canal, marsh, streams, woods, and other natural features are part the living natural system we seek to appreciate and conserve. Understanding the dynamics of natural systems is important, and using the features themselves to present and illustrate interpretive content and meaning is a powerful experiential tool for storytelling
- Historic Objects - such as the pilot house and buoys at the Lightship Overfalls site or the cannon barrels at 1812 Park. Historic objects can be used to tell and physically relate visitors to the story
- Historic Buildings and Neighborhoods - buildings can be used to tell stories that illustrate larger interpretive themes. Going beyond mere facts, stories related to buildings and the people who lived and worked within them provide visitors with tangible objects they can relate to and that can spark imagination.
- Brochures and Maps - discussed above under orientation, a small number of well crafted brochures and a high quality map can help visitors explore and provide interpretive context to which site specific interpretation adds depth.
- Digital Media - use of smart phones and tablets is increasing and constantly evolving. Digital formats, however, are

adaptable to new devices over time and can provide a way to provide rich visual interpretive content to supplement presentations at individual sites or replace on-site exhibits where exhibits might be intrusive. Explore digital formats used by experienced interpreters such as the National Park Service and state historic sites. Consider developing digital interpretive formats as appropriate over the long term.

**5. Focus on preservation and conservation stories and achievements.**

Use the Byway to highlight the special qualities and significance of each site. Focus especially on the global ecological significance of the natural landscape and its connection to the Delaware Bayshore. Use interpretation to build community support of preservation, conservation, and community enhancement initiatives.

**6. Use public art at appropriate locations.**

Use public art as an interpretive medium along the Byway, downtown, in public parks, and at other sites. Continue the practice of placing historical objects in the landscape as interpretive features and enhancements. Establish guidelines, criteria, and a process for using public art in interpretation.

***Enhance Lewes as an interpretive attraction and southern anchor to the Delaware Bayshore Initiative/Bayshore Byway***

The Delaware Bayshore Initiative collaboratively builds on the region's reputation as a unique and beautiful natural resource, and helps build the shoreline economy by encouraging visitors to enjoy it through activities such as recreational fishing, hunting, boating and eco-tourism. The Bayshore's expansive coastal marshes, shoreline, agricultural lands and forests provide diverse habitat to many species, including migratory shorebirds. Lewes should present itself as a unified interpretive attraction and experience that serves as a strong southern anchor to the Bayshore.

**1. Create a coordinated interpretive experience that can be marketed and appreciated as a single attraction.**

Chapter 8, Marketing, recommends strategies for spreading visitation beyond the beach and summer season. A town-wide interpretive presentation that includes historical and natural attractions will contribute to the realization of that goal. The Town's location as the southern anchor of the Delaware Bayshore Initiative provides an important opportunity to help increase awareness of Lewes historical and natural significance at the mouth of the Delaware Bay.

With respect to interpretation, partners implementing a town-wide interpretive presentation should be aware of, relate to, and participate in interpretive initiatives and opportunities throughout



*Figure 108 Historical exhibit under construction at Lightship Overfalls site*

the Bayshore. Consider establishing a Bayshore interpretive network that meets periodically to coordinate activities and initiatives.

Lewes should collaborate with interpretive sites in the Bayshore region and support their endeavors. Work with Bayshore partners to create linkages, organize itineraries, and tie themes and stories together. Corridor-wide interpretive initiatives should be considered for development and implementation. Make Lewes a logical termination and highlight of the Bayshore interpretive experience.

## **POTENTIAL AUDIENCES**

In planning an interpretive presentation for Lewes and its Byway, it is important to be aware of the audiences that are likely to be engaged. Different audiences have different needs, capabilities, and expectations. Best practices for interpretive planning and design recommend developing different types of experiences appropriate to different audiences—young, old, active, passive— seeking the experience, or merely passing through. The following audiences are among those important to an interpretive presentation in Lewes.

### ***Residents***

Residents in Lewes, its surrounding suburbs, and adjacent communities are the primary intended audience for the town-wide and Byway interpretive presentation. Lewes has a significant year round population many of whom have family connections with the town going back generations. However, Lewes is also home to many part time residents who winter in other places. This trend has increased in recent decades with the town's rise as a spring, summer, and fall destination. A growing number of residents are retired and came to Lewes for its quality of life.

By engaging residents, public awareness and appreciation of the nature, history, and significance of landscapes will be increased. Residents should be engaged in as many ways and in as many places as possible. Most interpretation associated with a town-wide interpretive presentation for Lewes will be undertaken by local partners interpreting their own sites and landscapes, and much of this interpretation is already in place. Interpretive experiences will be promoted as opportunities for residents to explore, especially through the town and Byway trail network. The role of the Byway will be to provide context and connections.

However, contact with many residents may well be incidental in nature, such as coming upon exhibits or public art downtown, in a park, or along a trail. It is important that exhibits and installations fit well into and complement their context. They should be eye-catching, attractive, and fun.



### **Heritage Visitors**

Appropriate to a historic summer destination, visitors who have the leisure time to take planned visits to nationally significant historic places are among the most likely audiences to visit Lewes. The local economy will be strengthened by heritage tourism, and local residents will see that visitors appreciate their communities.

Heritage visitors tend to be older, more affluent, and traveling as couples or with friends. They are interested in learning about the places they visit and are likely to go the extra measure to experience something of interest.

Heritage visitors are interested in a complete experience. They are attracted to nationally recognized places like Cape Henlopen State Park or the International Birding Areas found along the Delaware Bayshore in both states. If guided well, heritage visitors are also interested in stepping off the well-beaten track. They like to explore and find new places. They want to not only visit the natural, historic, and recreational sites in a particular place but also to experience the community as a whole. Dining, shopping, and lodging experiences are important and must be of high quality. They like to go to the places that locals enjoy. They appreciate authenticity.

### **Conservationists**

Located within a region of global ecological significance, Lewes attracts visitors and new residents with interests in nature and eco-tourism experiences. Like heritage visitors, people with the time and interest in eco-tourism tend to be older and more affluent, looking for a well rounded experience. Highlighting the many ways that the region's coastal marshes and habitats may be experienced and explored is central to Lewes' thematic presentation.

### **Recreational Users**

Closely associated with the conservation audience are the many types of recreational users attracted to Lewes—walkers, bikers, runners, paddlers, boaters. Recreational users are natural constituents who have a close association with and experience of the landscape. The town's trail system is an important resource connecting locations throughout the town—providing nearby recreational opportunities for residents as well as for visitors. The Byway and its proposed trail network will further develop this resource. Interpretation can help enhance the recreational experience, providing destinations and things to do and see along the way. It will help recreational users appreciate the landscapes they are moving through.



# 8. Marketing

The purpose of this chapter is to describe how the Byway will be positioned for marketing.

Marketing a scenic and historic byway in a community where the major destination at the end of the Byway already attracts 1.5 million visitors, 70% of whom come in the summertime, seems rather superfluous. In contrast to traditional tourism marketing, a community that has an abundance of visitors during peak periods needs to focus their marketing needs on specific goals designed to better manage visitors to fill out the less traveled places and times.

The Lewes Historic Byway should position itself to serve as a tool for both spreading out the concentration of visitors and filling out the seasonal patterns. The Sussex County Destination Marketing Organization (DMO) has taken on this challenge by adopting a tag line “Beaches are Just the Beginning” emphasizing the need to build on the anchor that the beaches create while working with inland towns to increase visitation through a variety of means—including and especially heritage-based and nature-based tourism.

**Goal 6: Marketing**  
*Use the Lewes Historic Byway as a tool for spreading out visitation beyond the beach and the summer season and enhancing the quality of the visitor experience*

## MARKETING STRENGTHS

As described in the section on “Existing Interpretive Experience” on page 67, Lewes has many strengths that can be built upon to spread out visitation and enhance the quality of the visitor experience.

- A location within a regional landscape of global ecological significance
- A natural position as the southern anchor to the nationally recognized Delaware Bayshore Initiative
- Strong local and regional partners including state parks, a national wildlife refuge, museums, historic sites, and private sector businesses
- Lewes Historical Society’s historic building complex with both interior and exterior exhibits helping to tell the story of Lewes
- A state park that attracts 1.5 million visitors a year to its beaches, trails, historic sites, and natural areas
- An evolving trail system that connects Rehoboth and Lewes, and in the future Georgetown and Lewes
- High quality downtown shopping and dining
- Boutique hotel and lodging opportunities

### Top Ten Visitor Activities in Sussex County

1. Dining & Food
2. Going to the Beach
3. Tax-Free Shopping
4. Festivals & Special Events
5. Historic Sites & Museums
6. Antiquing
7. Cultural Arts
8. Fishing / Crabbing
9. Boating / Paddling
10. Biking / Cycling

Source: 2013 Visitor Survey Report, Southern Delaware Tourism

## MARKETING CHALLENGES

Some of Lewes' marketing strengths also pose the biggest challenges:

- Peak season traffic, parking and visitor use is at or beyond capacity in summer months making it difficult to accommodate new kinds of visitors
- Travel planning resources are limited and sometimes inaccurate
- While Lewes' greenway and trail system is evolving and providing significant new destinations, it is hard to get to new trailheads and facilities on a bicycle or by walking, leading to more car trips
- There are a limited number of hotel and lodging opportunities close in to Lewes, further exacerbating traffic with a predominance of day trips
- Additional natural area and trail destinations are needed to relieve crowding at facilities such as Cape Henlopen State Park and Gordon's Pond Trail in the park
- Coordination is lacking between DelDOT's TMC, DRBA, DNREC, and the City of Lewes to better manage traffic and events

## POSITIONING THE BYWAY FOR MARKETING

The section describing "Potential Audiences" on page 80 of the interpretive chapter identifies the primary audiences for the interpretive presentation of the Byway. These are the same audiences that serve as the primary target for marketing

- Residents
- Heritage Visitors
- Conservation/Nature-based Visitors
- Recreational Visitors

## WHAT IS HERITAGE TOURISM AND NATURE-BASED TOURISM?

One of Lewes' most striking opportunities is the potential to utilize the Byway to link together three distinct audiences: heritage visitors, nature-based visitors, and recreational visitors; the definitions of each group have several things in common:

- **Heritage Travelers** are looking to experience the places and activities that authentically represent the stories and people of the past—including historic, cultural and natural resources
- **Nature-based Travelers** are looking for activities based upon an appreciation of natural and cultural resources, a desire to learn more about them, and behavior that promotes their conservation

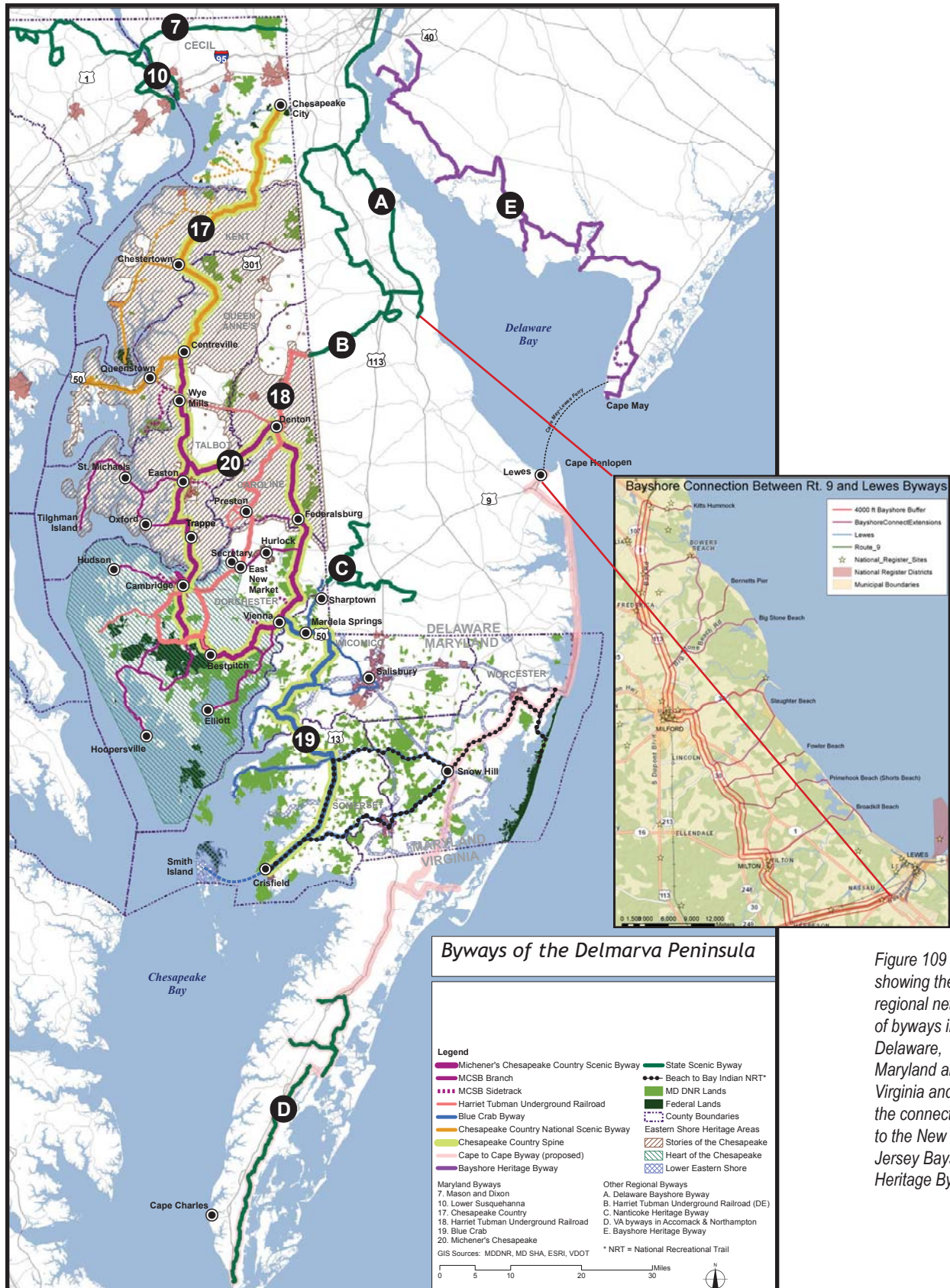


Figure 109 Map showing the regional network of byways in Delaware, Maryland and Virginia and the connection to the New Jersey Bayshore Heritage Byway.

- **Recreation-based travelers** are looking for outdoor experiences that are physically challenging (as appropriate to their experience level) that can be combined with nature-based or heritage-based travel experiences primarily through non-motorized, “human-powered” transportation

Statistics for heritage travelers in the United States are helpful in understanding spending and travel habits of all three groups

- 76% of all U.S. leisure travelers participate in cultural and/or heritage activities while traveling, translating to 129.6 million adults each year
- Cultural heritage travelers spend an average of \$1,319 per trip compared to only \$820 for other leisure travelers
- Collectively, cultural heritage travelers contribute more than \$171 billion annually to the U.S. economy<sup>1</sup>

Looking at spending and travel habits of average visitors to Delaware reveals untapped potential that could be captured with the help of the Lewes Historic Byway. Delaware travelers:

- Spend less than heritage travelers - average of \$564/trip (2011)
- Are more destination oriented - only 7% of visitors are “touring” (2011) the rest are shopping, dining, at the beach, seeking entertainment, gambling or enjoying the nightlife
- Only 5% are hiking or biking, and 3% visit an historic site

## LEWES TOURISM CONTEXT

Delaware in general, and Lewes in particular is not short on assets that can be attractive to the desired audiences.

### SCENIC AND HISTORIC TOURING ON THE DELMARVA PENINSULA

The intrinsic values of scenic quality, maritime heritage and picturesque towns are regionally and nationally significant up and down the Delmarva Peninsula. The following is a compilation of ongoing Byway related projects and programs that are already contributing to the establishment of a network of scenic and heritage touring routes throughout the Delmarva Peninsula (see Figure 109 on page 85).

- The University of Delaware completed a route study to connect the Delaware Bayshore Byway (along Route 9) to the Lewes Historic Byway.

<sup>1</sup> The Cultural and Heritage Traveler, 2013 Edition, Mandala Research, LLC; Study commissioned by National Trust for Historic Preservation, U.S. Cultural and Heritage Tourism Marketing Council and U.S. Department of Commerce

- New Jersey’s Bayshore Heritage Byway goes from Salem to Cape May and includes the Delaware River and Bay Authority connection to the Cape May - Lewes Ferry.
- Chesapeake Country from Cecil County to Crisfield is the primary byway along the Maryland shoreline of the Chesapeake Bay.
- The Lower Eastern Shore Heritage Council, Virginia Tourism Corporation, the Bayshore Heritage Byway including the Delaware River and Bay Authority and Delaware’s Lewes Historic Byway and Bayshore Byway are considering a touring route from Cape Charles to Cape Henlopen to Cape May and beyond.

Regional connectivity is an important concept if one of the goals for this effort is to gain more recognition and awareness of the Greater Lewes area—and not just the beach—as a heritage or nature-based tourism destination and part of a network of sites and places along the Delmarva Peninsula and the Delaware Bay.

There have been several efforts to market and promote nature-based and heritage tourism regionally in the Delmarva Peninsula:

- DLITE is a joint effort of Delaware, Maryland, and Virginia businesses, conservation organizations, and local, state, and federal partners, which have formed an alliance to encourage nature- and heritage-based tourism and conservation on the Delmarva Peninsula.
- Eat, Drink, Buy Art on Delmarva—with funding support from the Maryland Heritage Areas Authority— pulls in all events, galleries, places to eat, drink and shop for all 18 towns in Maryland and Delaware. The group is publishing a mobile app to make it even easier to find places.
- Delaware River and Bay Authority has hosted more than 14 million vehicles on the Ferry—but it also carries car-less visitors. DRBA markets a walking tour and trolley access in Lewes.
- Delaware Bayshore Initiative emphasis is on nature-based tourism. According to its web site, “the Delaware Bayshore Initiative will collaboratively build on the region’s reputation as a unique and beautiful natural resource, and help improve the shoreline economy by encouraging more Delawareans and visitors to enjoy it through activities such as recreational fishing, hunting, boating and eco-tourism.”

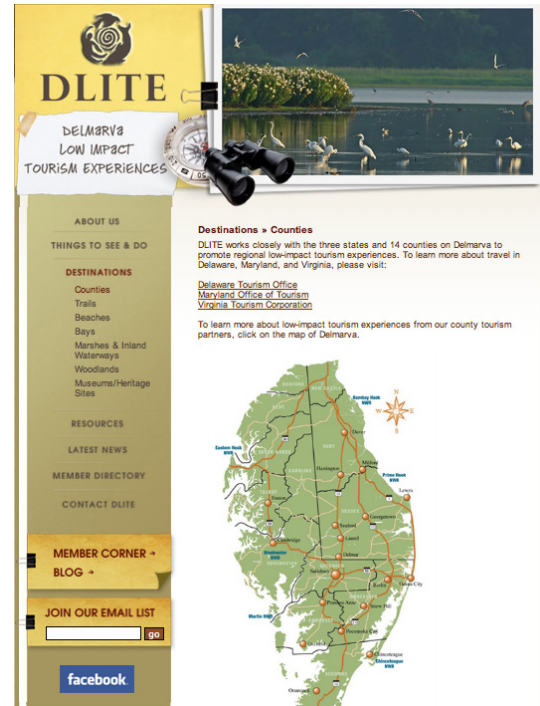


Figure 110 Delmarva Low Impact Tourism Experiences

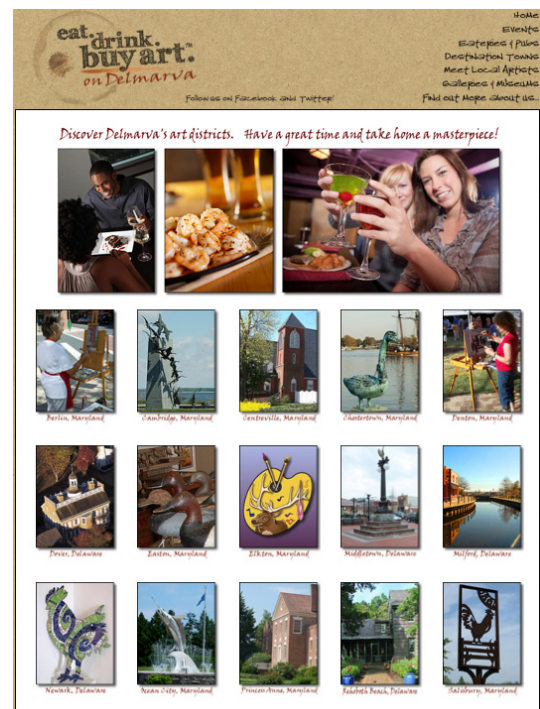


Figure 111 Eat, Drink and Buy Art on Delmarva

- Delaware Tourism Office - sites and attractions along the Lewes Historic Byway are featured as part of the “Delaware Outdoor Trail” itinerary. However, most of the links are not that informative and challenges exist for safe family bicycle riding—both the web site (<http://trails.delaware.gov>) and the facilities need help. Fortunately the web site is part of an ongoing statewide effort.

The Delaware Tourism Office promotes quite a few Lewes area sites and attractions (more than thirty five) when searching for “near me” on the Lewes Byway.

Both “Visit Southern Delaware” (the Sussex County tourism bureau) and the Lewes Chamber of Commerce (serving in that role for the City of Lewes) host web sites with similar lists of sites and attractions.

## VISITOR READINESS

A snapshot of existing visitor sites and facilities (as of October 2014) is included in Appendix 5. With its existing visitor center, museums, and interpreted trails and historic sites, Lewes is well positioned to provide visitors with a quality experience interpreting its maritime history and other historic qualities.

## MARKETING STRATEGIES

The Lewes Historic Byway can provide an important tool for both heritage- and nature-based tourism by implementing the following strategies. The following strategies are recommended for achieving the goal of spreading out visitation. Use the Lewes Historic Byway to:

- Build partnerships with tourism organizations and the Chamber of Commerce
- Help position Lewes as a destination for heritage and nature-based travelers
- Expand nature- and recreation-based tourism attractions
- Utilize the Byway to manage visitation

### **1. BUILD PARTNERSHIPS WITH TOURISM ORGANIZATIONS AND THE CHAMBER OF COMMERCE TO COMMUNICATE A CONSISTENT MESSAGE ACROSS BROADER AUDIENCES**

Rationale - the Byway can help reinforce a consistent message that Lewes is not just a beach town but an historic town with a heritage.

1. Be proactive in sending out collateral materials, web-based



information and in developing mobile applications

2. Link the Lewes Historic Byway with other touring routes to establish a greater regional presence
3. Use gateway strategies to increase the presence of the Lewes Historic Byway from Route 1
4. Update web-based guides to attractions on a regular basis and consider a common data base that can be used by commercial web sites to ensure the accuracy of information. For example, DelDOT is using a crowd sourced Tagwhat App and is buying a channel for all of the state's byways. The channel now has a comprehensive resource list that was prepared by the University of Delaware, Center for Historic Architecture and Design.

## **2. HELP POSITION LEWES AS A DESTINATION FOR HERITAGE AND NATURE-BASED TRAVELERS**

Lewes is the southern anchor of the Delaware Bayshore and the Delaware Bayshore Byway. It provides a unique set of complementary visitor services and experiences consistent with both the Delaware and New Jersey Bayshore.

1. Target heritage and eco-travelers
2. Promote existing and/or develop new educational programs (Historic Society programs, birding, wetland ecology, etc.)
3. Use the Byway to link together recreation, heritage, and natural area experiences and to promote those experiences as part of an overall itinerary for Lewes

## **3. SPREAD OUT VISITATION BEYOND THE BEACH**

1. Extend Greenways and Trails to link to UD Campus and DNREC facility/boat ramp
2. Extend Maritime Heritage Trail to Green Hill Light and the Great Marsh
3. Develop interpretive and birding trail at Green Hill Light and Great Marsh
4. Position Lewes as the southern anchor of the Delaware Bayshore region's international birding destination and market birding as a combined Lewes-Cape May travel experience via the Cape May-Lewes Ferry

## **4. UTILIZE AND MARKET THE BYWAY TO MANAGE VISITATION**

Visitation to Cape Henlopen State Park is limited by its carrying capacity. There is a need to manage visitation to reduce potential impacts associated with overcrowding. Creating additional destinations and a connected network of trails will: provide options

for visitors when the beaches and parks are full; reduce traffic; and increase awareness of Lewes as an historic town.

1. Intercept visitors in advance using kiosk at Coastal Highway Park and Ride as a short term solution and longer term build a visitor information center with up to date travel and destination information on Route 1 in Lewes
2. Establish visitor information kiosks at other sites, such as Five Points
3. Provide real time travel and parking information (at Park and Ride kiosk and/or future visitor center)
4. Develop a byway brochure and map (both web and print) which provides information to visitors on what to see and do as part of the Lewes Historic Byway travel experience
5. Provide alternative destinations for bicycling, kayaking, walking, interpreted itineraries, etc, using the Great Marsh/Canary Creek, Canal, and Rail/Trail as destination activities) - supplement with equipment rental options and interpreted itineraries (incorporated into byway brochure)
6. Start a jitney service from remote parking to destinations
7. Use DelDOT's mobile applications to distribute visitor travel information

# 9. Implementation

This Corridor Management Plan (CMP) is the result of a collaborative effort between the City of Lewes, Sussex County, the Delaware Department of Transportation (DelDOT) and many other partners and stakeholders. The CMP spells out the steps that are needed to preserve the route and its significant resources. It also spells out steps that are needed to enhance the quality of the tourism experience and its economic benefits.

This chapter describes the recommended organizational structure and a phased approach to implementing recommended management strategies. Long-term stewardship of the Lewes Historic Byway requires a lasting commitment to projects and programs outlined in the CMP. The projects and programs are ambitious. A phased approach is needed to implement the plan and to build partnerships that will be needed to capture new funding and raise awareness of the route's significance and opportunities for preservation and enhancement.

Early actions are identified that can help to increase awareness of the route and make it easier and more enjoyable to visit. Key to successful implementation of the plan is to build the capacity of partnerships needed to sustain the quality of the Lewes Historic Byway over time including its preservation and enhancement.

## BYWAY MANAGEMENT ISSUES

Given changes enacted as part of MAP-21, including elimination of scenic byway program funds and reduction in transportation enhancement funding programs, now called Transportation Alternatives Program (TAP), management responsibilities must be shared more broadly than they have been in the past for comparable scenic byways and touring routes managed for heritage-based tourism and for preserving and maintaining the character and quality of the Byway routes.

In the past, byways and heritage areas have been able to fund a part-time “byway manager” from National Scenic Byway Program funding to coordinate activities of participating agencies, non-governmental organizations, volunteers, and business partners. The byway manager served as the glue that bound together cooperative efforts into a coherent and effective framework for management. The role of byway manager or coordinator is a crucial one and successful byways have found ways to support such a position. Some byways have been able to piece together a “management team” that takes on certain aspects of management responsibilities that had been assigned to a paid coordinator.

Staff support provided by a local, state or federal agency is one approach where a portion of a full-time equivalent position is allocated for the Byway coordinator. External funding through grantsmanship is another approach. However, grantmaking organizations are reluctant to fund administrative activities as they typically want to be sure that administrative capacity is already in place. The manager typically requires a minimum of one-quarter to one-half of a full-time equivalent employee and optimally, full time.

In addition to funding challenges for a management entity, the following issues are of critical concern to evaluating alternatives for future management of the Lewes Historic Byway:

- Guiding development and changes in land use is a critical issue for the success of the Byway. The byway organization must have the capacity and inclination to participate fully

in conversations and negotiations about the future form and function of the Byway corridors in the face of changing land uses. The funding from the corridor's legislators for a Master Plan for Kings Highway and Gills Neck is an excellent start in increasing the number of tools available to address these issues.

- The entity, ideally, must be able to serve as fiscal agent with capacity (both legal and administrative) to receive governmental and non-governmental sources of funding or have an ongoing relationship with a partner organization that can serve as fiscal agent.
- The entity will need to develop and maintain strong and positive relationships among the various levels of government involved with the management of the Byway. The entity should be capable of utilizing those strong relationships to establish regional priorities for the route's management at all levels of government to help leverage funding and implementation efforts.

## MANAGEMENT STRUCTURE

The Lewes Scenic and Historic Byway Ad Hoc Committee (Committee) has served a critical role in the development of the CMP—advising on the direction of the plan, its vision and goals, and recommended strategies to achieve the goals. Representatives from Sussex County, DelDOT, DNREC, DRBA, Chamber of Commerce and other stakeholders have also been critical to the plan's success in achieving strong public support for its recommendations. Participation by Lewes area civic organizations and neighborhoods has also been very strong.

The Committee should continue in this role with an eye towards establishing a permanent management entity that would include official representation from stakeholders beyond the City limits. The establishment of the management entity can be phased so that it grows with the management needs of the Byway.

## INTERIM MANAGEMENT STRUCTURE

An interim management structure is needed to begin the process of implementing recommendations including:

- Providing input to the Master Plan for Kings Highway and Gills Neck and near term development proposals for Kings Highway and Gills Neck Road
- Establish a preservation action committee or task force to establish conservation and preservation priorities and seek funding for the top priorities
- Work with the City and County to ensure that the CMP is referenced in the Comprehensive Plans
- Develop a permanent management structure for the Byway that formalizes participation by County and State agencies, and representation of stakeholder groups

The interim structure should be the extension of the existing committee's role coupled with members from the County, DelDOT, DNREC, and DRBA, at a minimum.

## PERMANENT MANAGEMENT STRUCTURE

Success of the plan's implementation depends on the continuation of these current efforts, and in supporting administrative efforts needed to keep implementation moving forward. Many similar

efforts across the country have stalled due to lack of funding or staff support for administrative needs of the lead organization(s). The following administrative needs are critical to successful efforts to preserve and enhance the Byway for heritage- and nature-based tourism.

#### ***Ongoing public outreach and education***

The Lewes Historic Byway needs an advocate. The byway can play an important role in helping to address issues related to land use and development, transportation, economic and community-based development, and access to trails and natural areas. That role cannot be fulfilled unless there is someone that speaks out on behalf of the Byway and advocates for the recommendations outlined in the CMP.

#### ***Grantsmanship and fiscal management***

Many of the actions recommended in the CMP will require outside funding from both governmental and non-governmental organizations. In addition to the practical aspects of writing applications, successful grantsmanship requires building of partnerships, creative use of volunteers, and sources of revenue and/or in-kind support to meet required matching requirements. Support is needed to build partnerships and link together related efforts in pursuit of funding for CMP priorities.

#### ***Coordinating the efforts of volunteers***

Volunteer efforts on behalf of the Lewes Historic Byway come from many different places. The use of volunteers to perform traffic counts is an excellent example; but it was effective because of the efforts of Delaware Greenways to coordinate the work as part of their transportation study. Effective use of volunteer efforts require more than just planning and management skills. Dedicated financial and technical support is needed for a volunteer coordinator.

#### ***Managing and updating web sites and social media***

Web sites and social media are likely to be the primary means of communication for both those involved with planning and preservation of the Lewes Historic Byway and those that seek visitor information. Web-based information is currently provided by the Chamber of Commerce within the City of Lewes and by the Sussex County's Convention and Visitor Bureau on [visitsoutherndelaware.com](http://visitsoutherndelaware.com). DelDOT maintains a scenic byway landing page which can link to local web sites. Other regional and state web sites are also potential opportunities to get information about the Byway out to new audiences, such as DRBA (the ferry) and DNREC's Delaware Bayshore Initiative. Effective use of web sites and social media require investments in managing information to ensure that it is accurate, timely and stays up to date.

#### ***Coordinating with agency partners***

Coordination among local, state and federal agency partners provides another potential resource for implementing the CMP. Coordinated action between the City of Lewes, Sussex County, DelDOT, DNREC, DRBA, and USDOT/FHWA will be needed to implement some of the transportation solutions recommended such as providing up to date travel information, alternative modes of travel, and building out the planned greenway and trail system.

## SHARED MANAGEMENT APPROACH

Many organizations involved with preservation and enhancement of historic roads and scenic byways for heritage tourism benefit from a committee structure to break down management responsibilities into more easily understood (and shared) pieces. Given funding and other challenges, the responsibilities for overall management can continue to be shared through the formation of subcommittees that grow out of the existing structure that has guided development of the CMP. Involvement then becomes more focused, respecting the time of individuals that may not be able to participate in every aspect of the plan's implementation. The following structure is recommended.

### **Preservation Subcommittee**

There are a large number of potential partners whose primary interest is in the preservation of the route's natural, historic and cultural resources. This subcommittee would begin the work outlined in Chapter 4 including the following priorities:

- Regular monitoring of development activities to ensure that the Lewes Historic Byway is considered during the approval process
- Seek out conservation partners and develop a conservation plan for conservation priorities

### **Enhancement Subcommittee**

The Enhancement Subcommittee would begin the work outlined in Chapters 5 and 6 including the following priorities:

- Work with DelDOT and other partners in the installation of route marker and wayfinding signs as discussed in the overall signage concept plan (see page 48)
- Advancement and funding of Savannah Road enhancements coupled with water quality initiatives
- Work with the greenway and trails committee and county and state partners to advance and gain funding for multi-use trail linkages connecting New Road with Savannah Road using a separated pathway along New Road and a connector along Old Orchard Road
- Work with City of Lewes and state partners to develop concept plans and a budget to connect Cape Henlopen State Park, the Cape May-Lewes Ferry terminal and downtown Lewes via a combination of separated multi-use pathway (Cape Henlopen State Park to Freeman Highway), and bicycle lanes and sidewalks into downtown Lewes
- Seek funding for Byway, City, and Neighborhood gateways

### **Education and Interpretation Committee**

Lewes is fortunate to have many visitor ready sites that are already interpreted to utilize in establishing self-guided itineraries as well as an Historical Society that sponsors many events and educational opportunities. Chapter 8, Interpretation, provides recommendations on how to extend the existing interpretive resources out into the landscape using the Byway and related trails to provide visitors with more hands on learning experience where they can see, feel and touch the landscape, rather than reading it on a sign or in a guide.

Those already involved with interpretation and education can form a subcommittee to focus on the development of a more detailed interpretive plan that can and should be utilized to facilitate future interpretive projects on a coordinated basis to achieve the desired goals.

### **Marketing and Promotion Committee**

Lewes and Sussex County are fortunate to have existing visitor infrastructure already in place to support the Byway. The byway would benefit, as noted in Chapter 9, Marketing, from some coordination among the various marketing arms that cover the geography of the Lewes Historic Byway, including the following priorities:

- Production and distribution of a byway specific map and guide (both print and Web-based)
- Work to coordinate and then develop and distribute current, consistent and correct travel information and marketing materials to all media platforms
- Create and distribute suggested itineraries targeted at niche audiences

### **SHORT TERM ACTION PLAN/NEXT STEPS**

The following short term actions are recommended to address current challenges and funding opportunities:

- Kings Highway - Gills Neck Road Landscape Master Plan (see page 36) to coordinate current development plans with byway management needs (funded)
- Coordinate with County to ensure that future development projects along the Byway are responsive to byway management needs
- Work with DelDOT to install byway route marking signs in correct locations
- Develop funding applications for priority trail linkages
- Pursue funding and implement Savannah Road Streetscape project (from Front Street to the Lewes Beach)

### **IMPLEMENTATION AND PHASING**

The following table summarizes the recommended strategies and actions, implementation techniques (including potential partners) and recommended phasing priority. The following phases are recommended:

- **Establishment Phase** - near-term projects needed to begin using the Byway as a tool to spread out visitation (both seasonally and geographically)
- **Enhancement Phase** - mid-term projects that expand the range of things to see and do along the route
- **Sustaining Phase** - long-term projects and programs that maintain and enhance the quality of the travel experience and the livability of the community

Strategy or Action	Implementation Technique	Phase
<p><i>Goal 1: Preserve the Character of the Lewes Historic Byway</i>  <i>Preserve and maintain the character-defining features of the Lewes Historic Byway including important views, open spaces, recreational opportunities, and historic and cultural features that contribute to its significance as a Delaware Scenic and Historic Byway</i></p>		
<p>1.1 <b>Develop preservation priorities</b>                      Rationale: The preservation needs for the Byway exceed the annual capacity of the conservation and preservation organizations and agencies. By setting priorities for preservation action, the most critical needs can be addressed first while the less immediate needs can be incorporated into longer term policy and planning activities.</p>	<p>Local plans and policies</p>	<p>Establishment</p>
<p>1.2 <b>Link the Byway's preservation needs with the Delaware Bay</b>                      Rationale: Areas with strong preservation interests among multiple organizations will increase leverage and competitiveness for scarce preservation resources. Of particular importance to the Byway are the natural resource, water quality, and sea-level rise related conservation priorities associated with the Great Marsh and Canary Creek and with Cape Henlopen State Park.</p>	<p>Local, state and federal plans and policies; collaborate with partners to identify and pursue funding for conservation measures</p>	<p>Establishment</p>
<p>1.3 <b>Link the Byway's preservation needs as a critical element in the long-held vision of a greenbelt around Lewes</b>                       Rationale: Each of the Byway routes travels through the remaining undeveloped land in Lewes. Planning and visioning efforts in the past have all identified the goal of establishing a greenbelt around the City of Lewes to physically separate the historic town from its more modern commercial corridor along Route 1. By linking the Byway's interests in establishing gateways into Lewes with the goal of preserving a greenbelt around Lewes, more leverage and commitment can be established for preserving the open space priorities associated with both goals.</p>	<p>Local plans and policies; collaborate with partners to identify and pursue funding for conservation measures                       Amend Greenways and Trails Plan to reference CMP</p>	<p>Sustaining</p>
<p>1.4 <b>Link the Byway's conservation goals with land use, infrastructure and emergency services planning including sea level rise</b>                       Rationale: The byway's related open spaces play a crucial role in providing infrastructure services. Open space reduces infrastructure demand and contributes ecosystem services (flood mitigation, wildlife habitat, air quality, etc.) to the overall quality of life for Lewes.</p>	<p>Local, state and federal plans and policies; purchase of open space from willing sellers</p>	<p>Sustaining</p>
<p>1.5 <b>Relate the Byway's conservation priorities and gateway enhancement needs with the greenways and trails plan for Lewes</b>                       Rationale: The Lewes Greenways and Trails Committee Master Plan identifies multiple greenways and trails that cross each of the routes that comprise the Lewes Historic Byway. The overlapping interests present an opportunity to leverage funding sources (such as DNREC's Delaware Bayshore Initiative) and increase pedestrian and bicycle access for the Byway.</p>	<p>Local plans and policies; collaborate with partners to identify and pursue funding for conservation measures</p>	<p>Sustaining</p>



Strategy or Action		Implementation Technique	Phase
1.6	<p><b>Work with property owners to preserve and maintain the character-defining features of historic buildings and neighborhoods</b></p> <p>Rationale: The historic homes and neighborhoods contribute to the high quality of life and to the enjoyment of traveling in and around Lewes and along the scenic and historic byways.</p>	<p>Policy (Comp Plan)</p> <p>Grants for preservation</p>	Sustaining
<i>Goal 2: Address Byway safety, mobility and accessibility while maintaining its character defining features</i>			
2.1	<p><b>Manage the traffic impacts of new development by developing context sensitive mitigation techniques that maintain the character and context of the Byway</b></p> <p>Rationale: Much of the remaining farm and forest along the Lewes Historic Byway are under significant pressure for future development. Yet, one of the main attractions of living along these routes is its unique character as an historic coastal community at the junction of the Delaware Bay and Atlantic Ocean. As new properties are developed, stronger efforts are needed to maintain the character-defining features that contribute to this unique scenic and historic character.</p>	Development review	Sustaining
2.2	<p><b>Continue to develop a traffic management plan to manage event traffic, park traffic and visitor traffic that maintains mobility for all users of the Byway by improving public transit and jitney service, providing real time traveler information, and by managing parking demand at the State Park and at the beaches.</b></p> <p>Rationale: More than 1.5 million people visit Cape Henlopen State Park each year and other than using the Cape May - Lewes Ferry or a private boat - traveling on one of the Byway routes is the only way to get there. The byway routes can serve an important role in helping to manage travel to ensure that more time is spent enjoying what Lewes has to offer than sitting in a car looking out the window at it.</p>	Funding and/or agency support required for Transportation Planning	Sustaining
2.3	<p><b>Continue to carefully develop the area's trails and greenways to ensure visitors and residents alike can visit the attractions along the Byway roadways on foot and on bicycles.</b></p> <p>Rationale: The byway routes, combined with Lewes' system of trails and greenways (both built and soon to be built) establish a distinct way to experience the scenic and historic qualities of the Lewes area if implemented in a context sensitive manner. Making the two systems work together enhances those opportunities by establishing new trail heads, new multi-modal travel itineraries, and new recreational opportunities for both residents and visitors.</p>	<p>Development Review</p> <p>Funding required for trail planning, design, and construction</p>	Enhancement
2.4	<p><b>Develop a Master Plan for the Byway Roadways to guide transportation improvements proposed by developers or the Department of Transportation.</b> Rationale: The Department of Transportation in making decisions as to the design of improvements to the Byway Roadways would be well served to be guided by a master plan defining the principles of context sensitive design as related to the context of the land uses and character of the viewshed and the history of the Byway and its surroundings. More specific recommendations for this strategy can be found in Strategy 3.4.</p>		Establishment

Strategy or Action	Implementation Technique	Phase
<p><i>Goal 3: Enhance the Visual Quality and Travel Experience of the Byway Corridor</i>  <i>Use the Byway as a tool to leverage the necessary funding for priority enhancements and to work with developers to guide change in a positive manner</i></p>		
<p><b>3.1 Extend the Byway corridor out to Route 1</b></p> <p>Rationale: the overall travel experience along the each of the land-based approaches to Lewes should be considered as part of the corridor management plan. Including the extended sections of Kings Highway and Savannah Road will increase awareness and priorities for enhancing the appearance of these two important entrance corridors to Lewes and establishing a more welcoming gateway for the Lewes Historic Byway and for the City of Lewes.</p>	<p>CMP recommendation</p>	<p>Establishment</p>
<p><b>3.2 Help visitors find and follow the Byway (corridor-wide)</b></p> <p>Rationale: gateways, route marking, wayfinding, site markers, and related web and print media will increase awareness of the Byway as a destination and as an integral part of the community fabric for greater Lewes.</p> <p>3.2.1 Develop graphic identity and naming standards for community-based wayfinding system</p> <p>3.2.2 Adopt lighthouse imagery as primary graphic identity</p> <p>3.2.3 Adopt locations for byway and community gateways</p> <ol style="list-style-type: none"> <li>a. Coastal Highway – Community Wayfinding Signs to New Road/UD/Boat Ramp</li> <li>b. New Road at Nassau (Byway Gateway)</li> <li>c. New Road at City Limits (Community Gateway)</li> <li>d. Coastal Highway at Savannah – Community Wayfinding Signs to Lewes Destinations (maximum of 3 on sign)</li> <li>e. Savannah Road at Five Points on land owned by Library (Byway Gateway)</li> <li>f. Savannah Road at City Limits (Community Gateway)</li> <li>g. Coastal Highway at Kings Highway – Community Wayfinding Signs to Kings Highway Destinations (maximum of 3 on sign)</li> <li>h. Kings Highway at Clay (Byway Gateway)</li> <li>i. Kings Highway as part of Lingo Townsend Development (Community Gateway)</li> <li>j. Kings Highway at City Limits (Community Gateway)</li> <li>k. Cape Henlopen Drive leaving ferry terminal (Community Gateway)</li> </ol> <p>3.2.4 Implement gateway features with design elements that include the following common components (as illustrated in concept sketches)</p> <ol style="list-style-type: none"> <li>a. Logo featuring graphic abstraction of lighthouse (Breakwater Light)</li> <li>b. Low wall anchored by lighthouse</li> <li>c. Typography to be determined but consistent among signs</li> <li>d. Landscape setting (including use of environmental graphics where appropriate) to link sign and lighthouse components to context (varies by gateway type and location)</li> </ol>	<p>Funding required for visual and graphic identity plan for sign types and wayfinding</p> <p>Coordination with DelDOT for route markers, and community wayfinding on Coastal Highway</p>	<p>Establishment and Enhancement</p>

Strategy or Action	Implementation Technique	Phase
<p>3.3 <b>Make the roadside appearance more attractive and welcoming throughout the corridor</b></p> <p>Rationale: Certain areas along the Byway no longer retain their character-defining features and detract from the overall travel experience and livability of the adjoining neighborhoods. Investments in roadside enhancement also help to spur adjoining property owners to invest in their own properties and increase their attractiveness.</p> <p>3.3.1 Apply for water quality related funding to design and install aesthetically pleasing infiltration planting areas along Savannah Road at Five Points (based upon Sussex County report on “Protecting Water Quality” prepared by technical assistance team from EPA)</p> <p>3.3.2 Savannah Road in the Marine District and beyond Enhance the streetscape of Savannah Road between Front Street and the beach to increase pedestrian and bicycle safety and establish a friendlier street with a mix of residential and retail uses</p>	<p>Development Review</p> <p>Transportation Alternatives Program</p> <p>Urban Waters Small Grants (US EPA)</p>	<p>Enhancement</p>

Strategy or Action	Implementation Technique	Phase
<p><b>3.4 Guide future changes in land use and transportation to be more sensitive to the historic context of the Byway (also see Goal 2, Address Byway Safety, Mobility and Accessibility)</b></p> <p>Rationale: By paying attention to the overall impressions of the entire corridor (both the roadway and adjoining land uses), value can be added to adjacent properties through high quality design. Good design equals good business—properties are more marketable and desirable, typically sell for higher values and retain those values over time. Values are captured by the community through increased tax revenues and by the private sector through higher sales prices and faster turnaround.</p> <p>3.4.1 Extend the patterns of lots and blocks outward using the size, scale and character of historic Lewes</p> <p>3.4.2 Incorporate open space and landscape into design of the transportation features</p> <p>3.4.3 Use context sensitive design to maintain the distinct character of the Lewes Historic Byway routes (as per DelDOT’s Context Sensitive Solutions for Delaware Byways)</p> <p>3.4.4 Develop a master plan for Kings Highway and Gills Neck Road linking together all future transportation and land use within the corridor utilizing a collaborative public process</p> <ul style="list-style-type: none"> <li>a. consider options for narrow or wide medians</li> <li>b. consider incorporating stormwater runoff management into median</li> <li>c. consider opportunities for linking together isolated parcels in a gridded circulation network</li> <li>d. consider options for the Kings Highway/Gills Neck intersection that provides accommodates and is friendly to all planned pedestrian and bicycle pathways and movements, is attractive and serves as a welcoming community gateway to Lewes</li> </ul> <p>3.4.5 Preserve the character defining features of Gills Neck Road while addressing bicycle and pedestrian safety in a context sensitive manner</p> <ul style="list-style-type: none"> <li>a. Complete the planned, off-road, multi-use pathway connecting downtown Lewes with the Junction and Breakwater Trail to reduce increasing conflicts between vehicles, bicycles and pedestrians using Gills Neck Road.</li> <li>b. Connect adjoining neighborhoods to the Junction and Breakwater trail network with multi-use pathway along Gills Neck Road by reducing shoulder width to provide enough room for street tree planting outside of the drainage areas—thus helping retain the character of Gills Neck Road.</li> </ul> <p>3.4.6 If shoulders are needed, use alternative pavement materials to reduce the perceived width of pavement expanse and calm traffic.</p>	<p>Funding required for master planning;</p> <p>Development review</p>	<p>Sustaining</p>

Strategy or Action	Implementation Technique	Phase	
<p><i>Goal 4: Enhance Recreation Opportunities</i>  <i>Use the Byway to lengthen visitor stays by connecting the Byway to the area's system of greenways and trails and establishing the Byway routes as corridors for human powered recreation including walking, bicycling and paddling.</i></p>			
<p>4.1</p>	<p><b>Use the Byway to Complete a Greenway and Trail System between the Great Marsh and Cape Henlopen State Park</b></p> <p>4.1.1 Add a trail route to the planned network—from the Greenways and Trails plan along the east side of New Road crossing Canary Creek on a separated pedestrian bridge that could also serve for fishing access</p> <p>4.1.2 Connect the new trail along Park Road (completed in 2014) to the Georgetown-Lewes Rail Trail while respecting private property rights and privacy. This would provide a distinct network of trails that links the Great Marsh to the existing and planned rail trails and to Cape Henlopen State Park. The more connected the trail system, the better chances of reducing vehicular use of the roads.</p> <p>4.1.3 Develop greater connectivity for pedestrians and bicycles along Cape Henlopen Drive (bicycle lanes and off-road walking path), Savannah Road (bicycle lanes and sidewalks), Front Street (shared travel lanes and sidewalks) and Pilottown Road (shared travel lanes plus off-road walking path)</p>	<p>Funding required for trail planning, design and construction</p>	<p>Enhancement</p>
<p>4.2</p>	<p><b>Increase the safety and convenience of walking and bicycling on Savannah Road from Coastal Highway to Downtown Lewes and Lewes Beach (also a transportation strategy)</b></p> <p>4.2.1 Coordinate with the planned park and ride</p> <p>4.2.2 Extend sidewalks the entire length of Savannah Road</p> <p>4.2.3 Extend sidewalks from Old Orchard Road across the RR Tracks to the existing sidewalk</p> <p>4.2.4 Lewes-Georgetown Rail with Trail Crossing Improvements DelDOT</p> <p>4.2.5 Restripe Savannah Road for a bicycle lane on both sides and construct a sidewalk on the northbound side.</p> <p>4.2.6 Provide a safe crossing of Gills Neck Road for the Junction and Breakwater Trail users</p>	<p>Funding required for pedestrian and bicycle safety</p>	<p>Enhancement</p>
<p>4.3</p>	<p><b>Create a birdwatching destination at the end of Pilottown road by linking together the publicly accessible landscapes, water, and facilities of UD, DNREC, and City of Lewes lands</b></p> <p>4.3.1 Develop a trail and boardwalk to the Delaware Breakwater Rear Range (Green Hill) Lighthouse site. The trail could combine birding and history and provide better access to the marsh</p>	<p>Funding required for providing access to birding areas</p>	<p>Enhancement</p>

Strategy or Action	Implementation Technique	Phase
<p><i>Goal 5: Use the Lewes Scenic and Historic Byway to enhance the travel experience of visitors and residents by increasing awareness and appreciation of Lewes and its historical setting through storytelling.</i></p>		
<p>5.1 <b>Support a town-wide interpretive presentation connecting interpretive sites and stories.</b></p> <p>Rationale: Lewes has a great story to tell and many partners that are telling pieces of that story. The byway can present the town as a whole by providing orientation and by introducing the big picture and then directing visitors to the places where the story is being told</p> <p>5.1.1 Develop or confirm a town-wide graphic identity that can be used in a variety of interpretive media formats.</p> <p>5.2.3 Identify over-arching interpretive themes with brief theme statements that convey the significance of the town and its landscape and embrace all of its interpretive sites. Work with partners to incorporate or introduce the following topics building upon existing interpretation:</p> <ul style="list-style-type: none"> <li>- First Town – contact, settlement and early history</li> <li>- The Ocean and the Bay – maritime story</li> <li>- Resilient Ecosystem – coastal marshes and related landscapes</li> <li>- Rediscovering Lewes – recent story and vision for the future</li> <li>- Coordinate with other interpretive sites and attractions within Lewes. Identify how each fit within the thematic framework.</li> </ul> <p>5.1.3 Provide orientation and context for the Lewes interpretive presentation on the city and chamber websites, through the installation of kiosks at key locations, and through published materials.</p>	<p>Funding required for interpretation, education and exhibit development</p>	<p>Enhancement</p>

Strategy or Action	Implementation Technique	Phase
<p>5.2 <b>Create a recreational interpretive resource, providing visitors with a meaningful and engaging activity while presenting the Lewes story.</b></p> <p>Rationale – the trail system provides a means to get around Lewes at a more leisurely pace and provides access to locations with rich interpretive opportunities. Recreational sites also provide a means of broadening the audience and increasing awareness of Lewes rich history.</p> <p>5.2.1 Identify and promote the Byway as an introduction and gateway to the extensive walking and biking trail network.</p> <p>5.2.2 Introduce the over-arching interpretive themes through kiosks and waysides at locations (trailheads) where the trail network and byway intersect. Create a sequential experience that presents and discusses all of the themes and their contexts. Consider emphasizing specific themes along different portions of the Byway:</p> <ul style="list-style-type: none"> <li>- Savannah Road – First Town</li> <li>- Kings Highway and Gills Neck Road – Rediscovering Lewes</li> <li>- New Road – Resilient Ecosystem</li> <li>- Pilottown Road – The Canal and the Bay</li> <li>- Cape Henlopen Drive – Resilient Ecosystem/The Ocean and the Bay</li> </ul> <p>5.2.3 Identify existing interpretive sites and attractions in Lewes and the surrounding landscape that provide interpretive experiences related to the town-wide themes. Show how the trail network links physically to the sites and encourage visitors to explore them.</p>	<p>Funding required for interpretation, education and exhibit development</p>	<p>Enhancement</p>
<p>5.3 <b>Engage residents with real places within the landscape to build support for local preservation and conservation initiatives.</b></p> <p>Rationale – Lewes is a year-round community that can be enjoyed 12 months a year. The byways present an opportunity to increase awareness of the community and its economic and social foundations.</p> <p>5.3.1 Identify locations along the Byway where specific place-based stories can be told relating themes to landscape features and character.</p> <p>5.3.2 Focus on preservation and conservation stories and achievements.</p> <p>5.3.3 Use public art as an interpretive medium at appropriate locations.</p>	<p>Funding required for interpretation, education and exhibit development</p>	<p>Sustaining</p>

Strategy or Action	Implementation Technique	Phase
<p>5.4 <b>Enhance Lewes as an interpretive attraction and southern anchor to the Delaware Bayshore Initiative/Bayshore Byway<sup>1</sup></b></p> <p>Rationale – Lewes presents outstanding opportunities for nearby nature and birdwatching, recreational trails, boating, and other activities to be promoted as part of the Delaware Bayshore in a setting with a full range of visitor services presenting another opportunity to increase awareness to a broader audience</p> <p>5.4.1 With partners town-wide, create a coordinated interpretive experience that can be marketed and appreciated as a single attraction.</p>	<p>Funding required for interpretation, education and exhibit development</p>	<p>Sustaining</p>
<p><b>Goal 6: Use the Lewes Historic Byway as a tool for spreading out visitation beyond the beach and the summer season and enhancing the quality of the visitor experience</b></p>		
<p>6.1 <b>Enhance partnerships with tourism organizations and the Chamber of Commerce to communicate a consistent message across broader audiences</b></p> <p>Rationale—the Byway can help reinforce a consistent message that Lewes is not a beach town with a boardwalk but a historic town with a heritage.</p> <p>6.1.1 Be proactive in sending out collateral materials, web-based information and in developing mobile applications</p> <p>6.1.2 Link the Lewes Historic Byway with other touring routes to establish a greater regional presence</p> <p>6.1.3 Use gateway strategies to increase the presence of the Lewes Historic Byway from Route 1</p> <p>6.1.4 Connect with the Delaware Estuary Program managed by the Partnership for the Delaware Estuary<sup>2</sup></p> <p>6.1.5 Update web-based guides to attractions on a regular basis and consider a common data base that can be used by commercial web sites to ensure the accuracy of information (e.g. DelDOT is using a crowd sourced Tagwhat App for the Byways and is buying a channel for all of the state’s byways. The channel now has a comprehensive resource list that was prepared by the University of Delaware Center for Historic Architecture and Design.</p>	<p>Cooperative marketing</p>	<p>Establishment</p>

- 1 A program of the Delaware Department of Natural Resources and Environmental Control (DNREC), the Delaware Bayshore Initiative is designed to collaboratively build on the region’s reputation as a unique and beautiful natural resource. It is designed to help improve the shoreline economy by encouraging more Delawareans and visitors to enjoy it through activities such as recreational fishing, hunting, boating and ecotourism. For more information, visit <http://www.dnrec.delaware.gov/Pages/Delaware-Bayshore.aspx>
- 2 The Partnership for the Delaware Estuary is a nonprofit organization established in 1996 to take a leadership role in protecting and enhancing the Delaware Estuary, where fresh water from the Delaware River mixes with salt water from the Atlantic Ocean. It is one of 28 Congressionally designated National Estuary Programs throughout the coastal United States working to improve the environmental health of the nation’s estuaries. Its staff works with partners in three states to increase awareness, understanding, and scientific knowledge about the Delaware Estuary, the region’s most important cultural, economic, and recreational resource.