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CHAPTER 1 INTRODUCTION

Comprehensive planning is a continuous process. Formulation of this text and maps is not the ultimate objective; the use of the plan is what is important, and a Comprehensive Plan is only as good as the measures used to implement the plan. No single document can pose solutions to all community needs, and the Comprehensive Plan must be a flexible, continuous and a changing activity that is periodically updated based on changing conditions, the shifting of resources, and the alteration of goals.

In addition to providing a general organization of the local community interests, the Comprehensive Plan serves the following purposes and functions:

The Comprehensive Plan represents a focusing of planning thought and effort - an attempt to identify and analyze the complex forces, relationships, and dynamics of growth in order that they can be shaped and directed in accordance with recognized community goals and objectives. It is a realistic appraisal of what the community is now, a normative and futuristic blueprint of what the community wants to be, and a specific set of implementation strategies for achieving community desires.

The plan is based on the foundation that if a community knows where it wants to go, it possesses better prospects of getting there. The plan attempts to recognize the relationships between diverse development goals and objectives and establishes a meaningful basis for the resolution of conflicts. A comprehensive plan functions as a master yardstick for evaluating all significant future development proposals. The plan is intended to provide the essential background and perspective for decision-making in respect to regulations, land subdivisions, public investments, and capital improvement programs. The comprehensive plan also provides guidance to businessmen, investors and developers regarding the development of policies and the future direction and intensity of growth. For the community at large, the plan (if properly implemented) assures that land use conflicts will be resolved if not avoided, that misuses of land will not occur, that traffic congestion will be minimized or averted, that community facilities will be located in areas where people can best use them, and that the community's growth will take place in an orderly, rational manner.

With this in mind, the City of Milford has developed the 2008 Comprehensive Plan. This Plan is divided into four Books. Book One is a comprehensive document explaining the activities of the City. Book Two sets the Goals, Objectives, Implementation Strategies and Time Frames to achieve these results. Book Three presents the Urban Growth Boundary and the Future Land Use of the City and its neighborhoods. Book Four is an Appendix and has various documentation regarding the planning process.

CHAPTER 2 PLANNING PURPOSE



The City of Milford currently serves over an estimated 8,200 residents within a rapidly growing corridor along US Route 113/DE Route 1 in Kent and Sussex Counties. The City has developed this Comprehensive Plan in recognition of the goals and objectives outlined in conformance with the Comprehensive Planning Checklist and Title 22.

The City of Milford has a history of steady, sustainable growth. It has successfully portrayed a vision for land use through its Comprehensive Plan, and has implemented projects which moved that vision to reality. The amended 2003 Update and 2008 Comprehensive Plan builds on Milford's plan which was adopted in January 1990, and was revised in 1995.

The Plan was amended in June 2004 to expand the Annexation Plan to the southwest of the City along US Route 113, and again in May 2005 to modify the Land Use Plan and expand the Annexation Plan in both Kent and Sussex Counties. This plan revises and amends the 2003 Comprehensive Plan.

The Comprehensive Plan incorporates significant data from Census 2000 and City-specific growth forecasts based on current conditions, as well as new mapping and geographic data sets available through the City's Geographic Information System (GIS) and various federal and state agencies. Public participation through the appointed Planning Commission, citizen groups, and a citizen survey provided information about how the community views itself as it grows. Under Delaware Code, Title 22, Chapter 7, §702 (e), the City is required to review its adopted plan every five (5) years and to amend the Comprehensive Plan as necessary.

Authority to Plan



The City has vested the authority to plan with the Planning Commission, the City Planner and the City Manager, through its Charter. The Charter dictates there shall be a City Planning Commission consisting of nine (9) members appointed by the City Council. The Commission's responsibilities include the formulation of, and recommendation to, the

City Manager a comprehensive plan and any amendments or updates. After receipt of the recommendations of the Planning Commission, City Planner and City Manager, the Council will hold a public hearing on the proposed plan and recommend it be approved with or without amendment. Once the plan is recommended by the Planning Commission and City Council and certified by the Office of State Planning Coordination, the Commission may also review and make recommendations regarding proposed Council action dealing with the implementation of the Comprehensive Plan.

The Charter provides that the City Council will adopt and modify the Comprehensive Plan (a document of text, maps and other graphics) at least every five years. Under Title 29, Chapter 91 the proposed plan will also be submitted to the Office of State Planning Coordination for the Preliminary Land Use Service (PLUS) review process and certification. The adopted Plan may be



certified by the State, and will serve as a guide for future Council actions concerning land use and development regulations, such as annexations, zoning and conditional use permits, as well as long-term budget issues, infrastructure expansions and capital expenses. The Plan will be amended as necessary to remain pertinent to the City's changing population and economic opportunities.

Planning Process

In the mid-1980's, the City of Milford appointed a "Milford Task Force," which oversaw the development of a local census of Milford's demographics and economic activities. The data gathered by the project was used by the Task Force and consultants from the University of Delaware to generate an Action Plan for Milford, Delaware. The Action Plan was adopted by the City Council in 1987 and The Comprehensive Land Use Plan of 1990 was produced in response to the Action Plan. The University revised the maps, "Recommended Future Land Use" and "Major Community Facilities," in 1995.

Public Involvement

In July 2002, the City, through the Planning Department and Planning Commission, initiated the 2003 Update to the plan to incorporate the latest census data and utilize Geographic Information Systems (GIS) to produce data sets for mapping and analysis. In January 2004 the City began, through regularly scheduled meetings with the Planning Commission, to develop necessary revisions to the 2003 Update. In September of 2007 a new process began to update the Comprehensive Plan for the City of Milford with a "Vision" meeting of the Planning Commission. This was followed with a series of meetings with invitees of the Planning Commission to inform the Commission of the proposed future activities of various public and private organizations. These groups included the utility departments of the City of Milford, the Milford Parks and Recreation Department, the Milford School District, the Carlisle Fire Company,

the Milford Chamber of Commerce, Downtown Milford Inc., various local colleges and universities, the Delaware Department of Transportation, and BayHealth.

Throughout the year, (both 2007 and 2008) the Milford Chronicle and the Milford Beacon reported on the planning process through coverage of Planning Commission and Council meetings, as well as in special news items.

Community input included maintaining neighborhood consistency, support for the Mispillion Riverwalk and Downtown redevelopment efforts.

Further efforts to include public comment include a "Residential Survey" 100 of which were distributed to the citizens of Milford, 25 from each of the four wards, through a variety of measures to solicit their input regarding various Land Use and Planning issues. Forty responses were returned and the results of this survey and a copy of this survey are found in Book Four of this plan.

The City of Milford has met with both Planning Departments of Kent and Sussex Counties in order to plan adjacent land uses, to coordinate various concerns and to explain the proposed "Urban Growth Boundary Line" to these representatives as well as representatives of the State.

In addition there have been several workshops and public meetings explaining the Comprehensive Plan and the Visions, Goals, Objectives, Implementation Strategies, and Time Frames.

Essentially, there was one vision meeting of the Planning Commission, three Planning Commission Workshops, five public hearing of the Planning Commission, two public hearings of the City Council and one workshop for residents east of Rt 1.

2004 and 2005 Amendments

The City Council passed a resolution to amend the Plan in February 2004, and representatives of the Office of State Planning met with the City on March 24, 2004 to discuss the scope of the amendments. A public workshop was held on March 30, 2004 to review a number of land use and annexation requests with the public and the Planning Commission. The proposed amendments were reviewed through the PLUS process in April 2004 and March 2005.

During 2004 the City and its citizen's were active in a series of meetings and workshops that investigated options to improve north-south traffic flow along US Route 113. The process of eliminating the suggested western by-pass has significant implications for the location and nature of new development being attracted to the Milford area.

Amendments to the Plan have been advertised as part of the regularly scheduled Planning Commission meetings, and for the Public Workshop, as well as through the PLUS schedule posted on the Office of State Planning Coordination web site. Agendas and newspaper references are included in the Appendices.

State Planning Assistance

The City received a Livable Delaware planning grant in August 2002 and again in May 2004 to assist in the development of plan updates and amendments. The Office of State Planning Coordination assisted through providing a number of guidance documents, participation in public meetings and through the coordination of a pre-submission meeting where many of the plan elements were presented to representatives of Sussex County and Kent County and various state agencies for informal comment.

Implementation

To implement the elements of this Comprehensive Plan, the Council will adopt or amend its land use and development regulations by ordinance, including but not limited to updating its charter, maintaining its official zoning map, and adding to or revising its zoning, subdivision and other land use regulations.

The City of Milford maintains the position that “directed growth” is necessary for the health and well being of the community. Milford’s centralized location, transportation system and water and wastewater infrastructure permit a wide variety of economic activities and housing options which can be protected and optimized through municipal ordinances, transportation planning, and coordination with other agencies with planning mandates for the City and its environs. Through this Plan the City presents its vision of a possible future; however, *the plan is not intended to promote accelerated growth or to coerce annexation.*

The State of Delaware outlined its goals in the December 1999 Strategies for State Policies, and March 2001 Livable Delaware initiatives, to...“help manage new growth. . . while revitalizing towns and cities and protecting the state’s environment and unique quality of life.” In March 2001, Governor Minner proposed and the General Assembly passed legislative initiatives which were directed at implementing the Strategies’ goals. The City of Milford recognizes the strengths of the Livable Delaware goals, while maintaining the City’s right to consider annexation requests, per the City’s Charter, and to develop its own unique zoning ordinance.

The adopted plan “shall have the force of Law and no development shall be permitted except as consistent with the plan.” The finalized plan will be submitted to the Governor and the Governor’s Advisory Council on Planning Coordination for review, possible public hearing, and ultimately, recommendations regarding certification. The City of Milford has the right to reject or accept any or all recommendations regarding its plan.

The City of Milford has the right to expand its boundaries through annexation under Delaware Title 22 Municipal Corporations, Chapter 1. General Provisions §101 Annexation by city or town. As of July 2001, all annexations must be consistent with the most recently adopted comprehensive plan meeting the requirements of Title 22, Chapter 7. The municipality shall not approve any annexations until the comprehensive plan or plan amendment is adopted.



The scope of work that produced this Plan included:

- Updating the City's planning area (referred to as "The Urban Growth Boundary Area"), to show the City boundary, 5-year planning area, and available records on City zoning.
- Holding public meetings, through Planning Commission and Council for discussion and approval of a comprehensive development and annexation plan.
- Initiating discussions between the City (Planning Commission, Council and City Departments) and representatives of the County and various State or local agencies (OSPC, DNREC, Milford School District, for example) to form the basis of a draft document.
- Developing an assessment of infrastructure and security needs for the planning area (including commonalities and/or physical interconnections with other systems), capacities, and expansion potential.
- A review of the Plan through the State Preliminary Land Use Service (PLUS) process.

CHAPTER 3 LOCATION

The City of Milford is located on the Mispillion River, within both Kent and Sussex Counties. The historic center of the town lies on the River, bracketed between US Route 113 on the west side of town and Delaware Business Route 1 on the east. The City is approximately 95 miles from Philadelphia, Pennsylvania, 85 miles from Baltimore, Maryland and 100 miles from Washington, D.C. At a more local level, the City lies 19 miles south of Dover, the Kent County seat and State Capitol, and 17 miles north of Georgetown, the Sussex County seat.



Jurisdictions

The City's motto, "Garden City of the Twin Counties," well describes a town which is dedicated to its green space and which operates within a multitude of districts and jurisdictions. At the State level, elected officials of the General Assembly Senate Districts 16 and 18, and House Districts 33 and 36 represent Milford's citizens.

Kent County is divided into six Levy Court districts, which elect the County's governing commissioners. The Kent County portion of Milford is located within the 4th District. Sussex County is divided into six Council districts. To the west of Herring Branch/Deep Branch the City is included in Council District 2. East of the Branch, District 3 represents City residents.

The City is included within the Milford School District, which also lies on both banks of the Mispillion River. Milford is home to the District's High School, two Elementary schools (Lulu M. Ross and Benjamin Banneker), a Middle school and an administrative headquarters. A proposed Milford Academy will be constructed near the existing High School beginning in 2008, comprising eighth and ninth grades.

Because of its location within the Delaware Bay drainage, Milford's water use planning is overseen by the interstate Delaware River Basin Commission.

The City is located in the Milford Hundred (Kent County) and Cedar Creek Hundred (Sussex County) geopolitical divisions for property ownership location.

Physiography

The City's physiographic location is described as the Atlantic Coastal Plain, and the Delmarva Peninsula. The significant feature of the province is its flat to rolling ground surface that lies at less than 50 feet above sea level and falls steadily to the Delaware Bay shore to the east. Milford is at the center of the Mispillion River Watershed, which is in turn a tributary basin to the Delaware Bay drainage. The bay coastline is dominated by tidal wetlands, and is an area marked for preservation through National Wildlife Refuges, state and private reserves, enrollment in Delaware's agricultural preservation programs, and wetland regulations. A map showing the location of the City and the greater Milford area is shown as Map No 3. The 2004 study modified the Greater Milford Area based on transportation and commuting trends, provision of medical, financial and library services, the evaluation of the school and fire district boundaries and information from retailers regarding store siting criteria. Within a radius of approximately 6 ½ miles (or 10 minutes drive), people will look to Milford for employment, employees, shopping and a wide variety of services.

This Comprehensive Plan developed a much smaller area of study to include the existing corporate boundary and a reasonable area of growth potential during the next five to ten years. While the Greater Milford Area may be defined as a regional "shopping shed area", this Plan takes a greater in-depth approach to the existing "area of concern and potential development". Development proposed and constructed within the Greater Milford Area will affect the City and place additional demands on its transportation system, educational facilities (both public and private), and environmental assets over the next five years. Therefore, the City and its staff are available and agreeable to coordinate with the public, surrounding towns, both adjacent counties and any other governmental agencies.

The steadiest residential growth has been to the southeast, along DE Route 1. Perhaps the most important factor for Milford's increased popularity as a full-time residential community is its proximity - less than 25 miles - to the popular Delaware Atlantic Coast, with its beaches, discount shopping and entertainment. New transportation plans to enhance the traffic flow on US Route 113 to the south will increase the interest in Milford as an attractive place to live, work and shop while enjoying ease of access to the Delaware and Maryland beaches.

The City lies at the dividing point between two major north-south transportation corridors. DE Route 1, also known as the Coastal Highway, runs southeast from Milford parallel to the Delaware Bay shoreline to Rehoboth Beach, where the highway swings south along the Atlantic Coast. US Route 113 runs south through Milford, which is located approximately midway between Dover and Georgetown. Also radiating out from Milford are: DE Route 36 east to Slaughter Beach, and west to Greenwood; DE Route 14 west to Harrington; DE Route 15 northwest to Camden and DE Route 30 south-southeast to the Milton area and onto Millsboro. Growth trends and pressures across central and eastern Sussex County will have significant impacts at Milford's location as an economic and employment designation.

CHAPTER 4 HISTORY OF MILFORD

While the Milford Hundred in eastern Kent County and the Cedar Creek Hundred in northeastern Sussex County were settled in colonial times as farming districts, the site of Milford was selected as a small, riverside manufacturing and shipping community organized by the Reverend Sydenham Thorne and Joseph Oliver in 1787. Oliver subdivided his farm into town lots and Thorne erected wharves and a sawmill. The town grew rapidly on the north bank of the river and spread north and east, from the mill site that was located at Mill Street on the River. This mill was followed by a number of additional mills in the same area. The industries that first prospered in Milford, either supplied goods needed by the local farming community or processed products of the farms and forests. In 1807, the town on the north bank of the Mispillion was incorporated and a Board of Commissioners was established.

With a good supply of different varieties of wood in the area, shipbuilding became an important industry in the 1820's and it expanded to its height between 1850 and 1890, when over 150 ships of 100 to 600 gross tons were built. Most of these were two masted wooden schooners. However, with the advent of the steel hull, the steamboat and the railroad, shipbuilding in Milford declined until the last yard, the Vinyard Shipyard, remained during the first half of the 20th century. During World War I, this yard built three submarine chasers and four Navy tugboats. During World War II, the shipyard launched 14 submarine chasers and 12 Navy leave boats.



Fortunately, other enterprises formed a diversified economy in Milford. In 1815, P.F. Causey and his family moved to Milford, and he and his son managed a variety of mercantile businesses and industries. The Causey's engaged in the mining of bog ore, operated two saw mills, a tannery and two flour mills. They made good use of the Mispillion River by shipping products to Philadelphia and New York. Eventually, the junior partner Peter F. Causey became sole owner of the business and in 1854 was elected Governor of Delaware.

The middle of the 19th century also saw Milford's economy participate in the industrial revolution. The City's industries included machine shops to support the surrounding agricultural businesses with the repair of steam engines, fruit evaporators and corn shellers.

In 1856 the town's population was 2000, according to one of Milford's newspapers, *The Gleaner*. The town had 25 stores, 2 hotels, and 12 schooners and sloops running to

Philadelphia. Export items shipped to the major east coast ports included grains and other farm products, wood products and holly. As the economy grew, so did the need for financial services and in 1876, the First National Bank was established. At this time period, the First National Bank and most of Milford's businesses were headquartered in Kent County.

Milford continued to thrive into the 20th century. In 1887, the town re-incorporated to include the developed areas to the south, in Sussex County, and with the new charter, the City gave women the right to vote. Also in 1887, the first electric light plant built south of Wilmington was started as a private enterprise in Milford. Until the 1920's, electricity was provided only during nighttime hours. The construction of Delaware's first highways in the early 1900's assured continued transportation options for produce and manufactured goods from Milford. In 1925, the fire company raised funds to support a community building. Throughout the 1930's Milford's conservative business habits assisted in insulating the local economy from the more serious impacts of the Great Depression. In 1936, a new sewage treatment plant began operations that began the slow recovery of the polluted Mispillion River.

The City's geographic heart and its many public services are still centered on the River. The City has been actively expanding a greenway network of walkways and bridges to link the downtown area with historic landmarks, schools, public parks and shopping areas.



Historic Structures and Districts

Most prominent of the historic structures preserved in Milford is the Parson Thorne Mansion located on NW Front Street. Surrounded by a spacious lawn and ancient linden trees, the building's beginnings date back to the early 1730's.

During the subsequent 200 years, varied owners of the home added their own architectural imprints with additions in the Georgian and Victorian styles.

Three other notable historic homes include the Banking House (two brick buildings built in 1787 and 1811) and The Towers, a "Steamboat Gothic" inn, originally built in 1793, on NW Front Street and Causey Mansion, a Greek Revival-style home.



Three separate historic districts are found in the City of Milford. The *North Milford Historic District* is located north of the Mispillion River in Kent County. South of the Mispillion River in Sussex County are the *Shipyards* and the *Victorian Historic Districts*. These Districts are shown on Map 6.



The *North Milford Historic District* encompasses the area of Milford's earliest beginnings as a small riverside community. Its significance is defined by its development as an economic center, bringing craftsmen, farmers, carpenters and coopers to the area. These craftsmen relied on the local resources and also the river for transporting goods and materials. The District contains approximately 21.5 acres, extending from an easterly boundary of N Walnut Street, a westerly boundary near Silver Lake and a northerly boundary as far as NW Third Street. NW Front Street runs through the District and

contains early nineteenth century structures. Federal, Greek and Gothic Revival structures are other examples of architecture also represented in this District.

The *Shipyards Historic District* is the smallest district, containing only 4 acres. It is found along a portion of the Mispillion River in Sussex County and is bordered by a portion of the south side of Mispillion Street, and on the easterly side it extends to the intersection of Franklin Street and Cedar Alley. While small in size, this District contains Milford's only surviving shipyard and examples of worker's housing. Shipyards were established in Milford in the late eighteenth century. The river economy was of great importance to the area and to the movement of goods and materials, and eventually passenger traffic. Milford became second to Wilmington in the size and number of shipyards in the State of Delaware by 1859.



The *Victorian Historic District* represents a building period during the prosperous decades of Milford's history when the south side of the River became integrated into Milford's society. It is also considered the last stage of Milford's early development as a community, with building in this area beginning after 1870. It consists of 28 acres, starting at the southern bank of the Mispillion River and following a stretch of S Walnut Street to the railroad tracks and a part of S Washington Street. This District also

extends along a portion of Causey Avenue. This District contains examples of the variety of decorative and ornamental elements used, as well as a breakaway from the traditional domestic floor plans.

Today, the City of Milford, with a population of approximately 8200, serves as a major employment and business center for southern Delaware. Milford prides itself on the quality and variety of its neighborhoods as well as its historical, cultural, educational and recreational resources that have grown from the banks of the Mispillion River.

Cultural Resources Plan

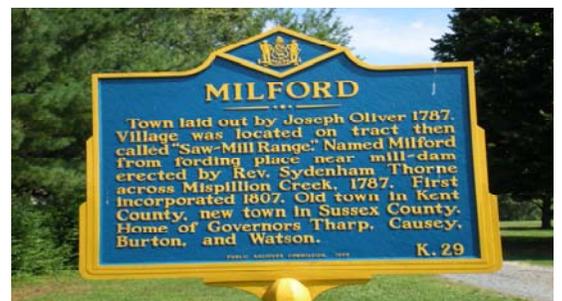
Milford has a rich history that contributes to its community character and the quality of life within the City. Preservation of the physical artifacts that relate to this history, as well as protection of the environment of the Mispillion River, the heart of so much of that history, will maintain and enhance the appearance and ambience of the City and will continuously remind its citizens of their community's past.

Milford is fortunate to have the Milford Historical Society and the Milford Commission of Landmarks and Museum, two community-based organizations dedicated to history and its preservation. In addition, Milford has three designated Historic Districts, which include residential and historic industrial properties in both Kent and Sussex County. The City will continue to support these organizations through recognition, provision of City services to support their events and functions.

Markers have been placed to indicate the Historic Districts, through partnership with private interest groups. Promotion of the City's historic and cultural resources is one key to the success of Milford's integration of the Mispillion Riverwalk master plan and economic redevelopment of the Central Business District.

At present the City has developed a Historical Preservation Ordinance, further public meetings and hearings with all parties will be held to refine and improve this regulation which will add additional regulations to improvements which will be made for all buildings in the three Historical Districts. A draft of this proposed ordinance is attached in Book Four. In addition, the City of Milford through Downtown Milford Inc. was designated as a "Main Street" municipality which would further enhance the Downtown area and the three adjoining Historical Districts. Under this Update, the municipal departments and commissions will continue to work with private groups to recognize properties which are of significance to the Nation, to the State of Delaware or to the community. If requested to assist private preservation efforts, the City will support property owners' requests for federal funding for historic preservation.

Finally, in conjunction with its Transportation Plan the City will encourage DeIDOT to develop an alternate route for heavy truck traffic currently moving through the North Milford Historic District. The Historical Society and Downtown Milford, Inc. have expressed concern over the vibration due to heavy vehicle traffic moving through the Historic District on NW and NE Front Streets.



CHAPTER 5 ECONOMICS

Although initially settled as a farming community, Milford's location on the navigable Mispillion River allowed an important manufacturing center to develop. In the late 19th Century, the City was a shipbuilding center, producing nearly 300 vessels, including threemasted schooners that sailed both the Delaware Bay and Atlantic Ocean.

Today, Milford's economic base is strong through diversification. The business community is a mix of small and mid-sized local businesses, as well as important facilities of national firms such as Perdue, Inc. and Dentsply/Caulk. The business base includes manufacturing and industrial enterprises, a rapidly expanding medical arts sector, professional, educational and government services, as well as retail businesses. Milford's employers are balanced between both Kent and Sussex County portions of the City. Information provided by the 2000 Census showed Milford with a labor force of 3,152 persons, and an unemployment rate within the population ages 16 and older (5,246 persons) of 4.6 percent.

Milford's residents find work both within the City and throughout Kent and Sussex Counties. The 2000 Census reported that 24 Milford residents serve in the Armed Forces, while approximately half of Milford's civilian labor force is employed in three business sectors, tabulated below.

TABLE 5A: Labor Force Employment

BUSINESS SECTOR	PERSONS	PERCENT OF TOTAL LABOR FORCE
EDUCATIONAL, HEALTH AND SOCIAL SERVICES	649	22.5%
MANUFACTURING	464	16.1%
RETAIL TRADE	336	11.6%

Source: 2000 Census

These figures reflect, in part, the employment opportunities within the City offered by the Milford School District and within the growing medical arts sector.

The largest employers within the City include agribusiness and related food processing facilities, manufacturing firms and medical service providers. The City's largest employers are tabulated below. Recent inquiries have shown a continuing improvement in the employment picture for the City of Milford as indicated by the increase in the total number of jobs from 2004 to late 2007.

TABLE 5B: Largest Employers

	EMPLOYER	TYPE OF BUSINESS	NO. OF EMPLOYEES 02/28/03	NO. OF EMPLOYEES 12/07/07
1.	PERDUE, INC	POULTRY PROCESSING	1000	1350
2.	BAYHEALTH	HOSPITAL HEALTH CARE	650	810
3.	DENTSPLY/CAULK, INC	DENTAL SUPPLY MANUFACTURE	469	436
4.	MILFORD SCHOOL DISTRICT	EDUCATION	350	502
5.	SEAWATCH INTERNATIONAL, INC	SEAFOD PROCESSING	300	300
6.	DE DEPT OF HEALTH AND SOCIAL SERVICE	HEALTH CARE	232	250
7.	WAL-MART	RETAIL	165	447
8.	KENT-SUSSEX INDUSTRIES	SHELTERED WORKSHOP	130	100
9.	MILFORD FERTILIZER	AGRICULTURAL PRODUCTS	120	319
10	CITY OF MILFORD	GOVERNMENT	80	115
	TOTAL		3496	4629



These organizations employ over 4,600 persons, and together with many other smaller businesses, contribute to a healthy demand for employees and derivative demands for transportation options and housing within the City.

Perdue, Inc. operates a poultry processing plant within the City. The plant provides employment opportunities for unskilled labor and is a significant employer for Milford's growing Hispanic

and Black populations. In addition, Dentsply/Caulk, Inc. has received approval for a 12,000 square foot addition to their facility at Masten Circle, with the expectation of an additional 10-20 employees working at this facility.



The City of Milford has developed an Industrial Park, located northwest of the intersection of US Route 113 and DE Route 14. This development is mostly occupied, with one 20+/- acre parcel remaining. The Greater Milford Business Park is located in the northwest area of the City. Phase 1 is located on the south side of Airport Road, and all the

utilities have been installed. Phase 2 called *Independence Commons* is on the north side of Airport Road and is targeting sales to health and social service providers and other interested employers. Current occupants include the Delaware Veterans Home, Delaware Hospice and the Boys and Girls Club which is currently under construction. *Independence Commons* has a variety of available lots. The Greater Milford Business Park and Independence Commons are shown on Map 7.



Additional information provided by the State of Delaware shows continued growth in employment and a decreasing unemployment rate as evident by the following table.

TABLE 5C: Area Unemployment Rates (not seasonally adjusted)

	SEPT. 2007	AUGUST 2007	SEPT. 2006
NEW CASTLE COUNTY	3.1	3.1	4.3
KENT COUNTY	2.9	3.1	3.0
SUSSEX COUNTY	2.5	2.6	2.9

Income

The median household income in Milford has been reported as \$32,525 and the median family income as \$40,333, based on the 2000 Census. Recent statistics provided by the Delaware Economic Development Office for 2007 shows an Average Household Income at \$51,216 and Median Household Income at \$40,768 (an increase of 25% since 2000) and per capita income at \$20,760.

Information provided by the 2000 census showed Milford with a labor force of 3,152 persons, and an unemployment rate within the population ages 16 and older (5,246 persons) of 4.6 percent. Approximately 10 percent of the population had incomes below the poverty level.

The values reported for unemployment, median income and poverty reflect Milford's position as an urban center, with available low-cost housing, and employment opportunities for unskilled labor.

Travel To Work

Traveling to and from the work place is an expense of time and money for the worker. In Milford, the average commute time to the work place is 20 minutes, which is lower than either the Kent County or Sussex County averages. Milford's work force is located close to employment opportunities and this is reflected in the lower commute time, as well as in the level of walking, biking and use of shared transit options, which provides a place to live, work, shop, and play.

Poverty

According to the 2000 US Census there were 184 families below the poverty level or 10.4%. This is somewhat higher than the U.S. percentage of 9.4%. In addition there were 950 individuals below the poverty level or 14.4% which again is above the U.S. percentage of 9.2%.

Redevelopment

The most successful redevelopment program has been through the public/private partnership with Downtown Milford, Inc., (DMI) a non-profit organization. The group has assisted in implementation of Milford's streetscape projects, as well as working with private developers on the conversion or renovation of existing buildings in the center of the city. An example of successful renovation was the conversion of the Kent Sussex Inn, a three-story hotel that had been closed for over 10 years, to office space with parking. The State of Delaware Department of Health and Social Services now occupies the building.

Downtown Milford, Inc. is organized to stimulate economic development: 1) by encouraging cooperation and building leadership in the business community, 2) by creating a positive image for the downtown area by promoting it as an exciting place to live, shop and invest, 3) through the improvement of the downtown appearance, and 4) by rebuilding and diversifying the downtown economy.

Grant funding for redevelopment projects are administered by Downtown Milford, Inc., and supplied through the State of Delaware Community Redevelopment Fund program. A revolving loan fund is also administered by DMI, using seed money from the US Department of Agriculture.

The objectives of Downtown Milford, Inc. are promoted by the City through the Central Business District zoning classification and through the Mispillion Riverwalk master plan.

New joint efforts with DMI include a new provision to the Historical District Ordinance to improve and protect buildings in the three established Historical Districts and working jointly with the DMI which has culminated in its efforts to be designated as a "Main Street" city. This will further improve the Downtown Area of the City of Milford.

Beyond the downtown area, other redevelopment challenges include under-utilized industrial space located in Sussex County on South Washington, McColley and Marshall Streets. From 2005 to 2008, the shopping center on NE Front Street is being refurbished, and other potential sites are found in Kent County along Rehoboth Boulevard. The City's policy is to coordinate with Delaware Economic Development Office to find interested parties for utilization of these and other properties that may become suitable business opportunities.

Housing

Based on the 2000 Census data, Milford included 2,918 housing units with a variety of structure and density options. Housing was re-surveyed in early 2004, as part of a water and wastewater planning study and are included in this discussion. Total numbers of housing units were recalculated in early 2008 using the Permits Issued Report for the various years. This method showed 492 single family permits being issued, 72 permits for villa units and 100 condominium units being constructed between 2003 and 2008 for a subtotal of 664 units. Residential permits issued between 2000 and 2003 are estimated at approximately 50 units for a total of 714 residential units. This would then give the City of Milford approximately 3650 residential units. In addition the number of residential accounts from the Water Department shows 4,011 units with approximately 160 water customers outside the corporate boundary line of the City of Milford for an estimated count of 3850 residential customers. Approximately 74% of the units are single family units and the remaining 26% are multi-family. According to the DEDO report approximately 3240 would be occupied, or 90%.

TABLE 5D: Housing Types From the 2000 Census

HOUSING OPTION	UNITS	PERCENT
SINGLE FAMILY	3540	66%
MOBILE HOMES	26	1%
MULTI-FAMILY/APARTMENTS	1804	33%
TOTAL	5370	100%
OCCUPIED	3900	72%

The 2000 census reports that slightly less than half (1,308 of 2,753) of the occupied housing is owner-occupied, with many units available through rental agreements. Based on the development plans for the currently building projects and additional projects in the annexation/site review pipeline, the level of owner-occupied housing is anticipated to rise.

Housing trends in Milford are in transition from being typical of Kent County, where residence is full-time and most homes are the primary residence. In contrast, Sussex County homes are reported as only 67% occupied. The Sussex County figure does not represent a housing glut at this time, but rather reflects the demand for vacation and second-home properties near the beaches. The Milford area was experiencing demand for up-scale condominium and summer home units until the downturn in the housing market. Recent trends show a 35% drop in housing units constructed from 2006 to 2007 for the City of Milford, with the tendency to continue in 2008.

The age of the housing stock reflects Milford's long history on the banks of the Mispillion, as well as variations in the City's economic climate as the service sector grows and manufacturing declines. New units have been added at a rate of over 10% per decade since the 70's. This rate was significantly higher (approximately 19%) during the 1990's and early 2000's when interest and mortgage rates were at very low levels and the US economy was strong. During that same time, Milford's downtown revitalization program, organized under the nonprofit Downtown Milford, Inc. also began. Renovation of many of Milford's larger turn-of 20th century homes is a popular alternative to new housing.

Since 2000 the housing industry has been on a "roller coaster". Between 2000 and 2005 the price of housing was increasing at a rapid rate, forcing many potential home buyers to get into homes based on creative financing at "sub prime" rates. This housing boom was based on the premise of substantial increases of housing beyond the normal rate of return of 4% per year.

Since 2005 this "housing boom" has burst with many existing homeowners finding it difficult to meet their monthly mortgage payment, with many filing for bankruptcy or abandoning their property. A resulting consequence of this creative financing has been the substantial decrease in the availability of homeowners being able to sell their property and moving to the Milford Area. This has also affected the future development plans of residential units coming on the market, with many developers delaying or postponing construction of their plans until the "financial crisis" is stabilized.

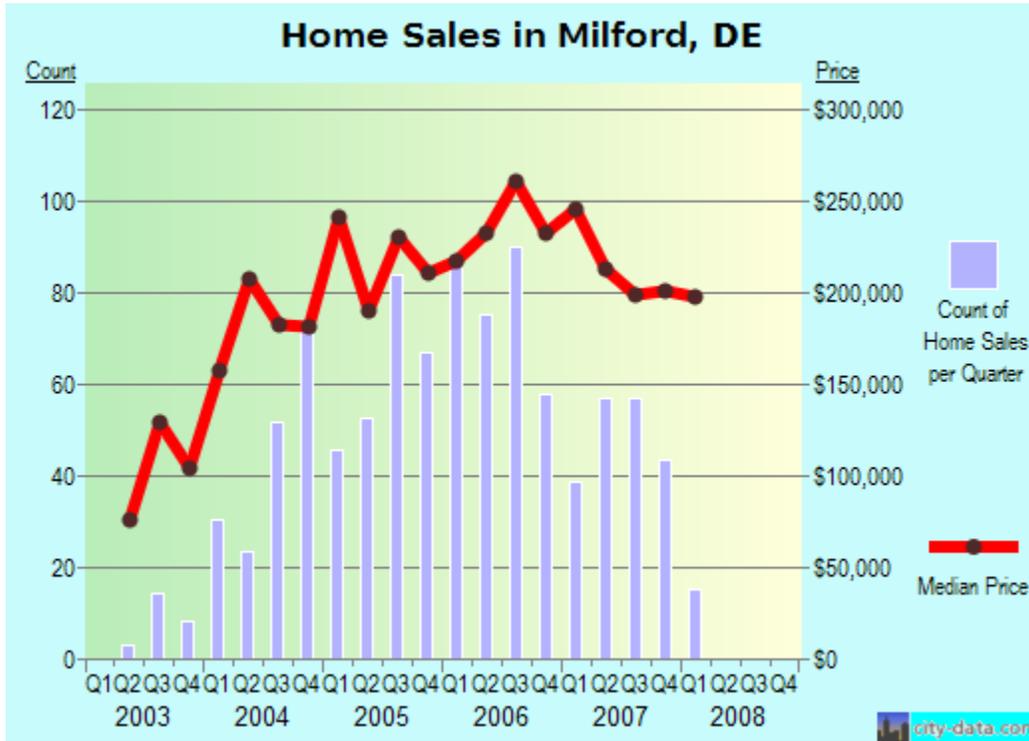
While a range of housing options are available in Milford, including apartment units located with walking or a bike ride to public transportation, shopping and work places. Housing values reported by the US Census in 2000 were generally under \$120,000. This value has fluctuated over the past eight years, peaking in the 2003-04 and then retreating beginning in 2005-08. Checking the Real Estate prices of homes available for sale, show a variety of options and price ranges. Moreover, new subdivisions within the City had lots available for construction of larger, more expensive homes, as well as ranch-style starter-home models of fewer than 2,000 sq. ft.

Milford's existing housing stock has been affordable, according to the 2000 Census with a median value of \$93,000. Kent County's median was somewhat higher at \$114,100. Sussex County values are \$122,400.

A recent publication by the Delaware State Housing Authority entitled Delaware: Statewide Housing Needs Assessment 2008-2012 shows that the 2007 median home price in Kent County is \$195,000, while the median home price in Sussex County is \$260,000. This represents a 110% increase in seven years for Kent County and 112% increase for Sussex County. This substantial increase will place additional demands on first time home buyers who will be entering the housing market. Additional information will need to be analyzed in the foreseeable future to see if this trend continues. If it does it will place excessive financial demands on first time home buyers. This is further emphasized by the above statistics showing the average household income at approximately \$51,000 but the average home in the \$200,000 to \$250,000, price range.

Table 5E shows the Home Sales for the City of Milford from 2003 to the first quarter of 2008. This graph show a slight down turn in the average sale price of housing reflecting in national trend regarding the price of housing.

TABLE 5E: Home Sales in Milford



In March 2004, Milford had approved approximately 1,470 lots for new housing. The vast majority of these lots were located at the periphery of the City in four existing developments and one proposed subdivision.

In 2006, the Planning Commission recommended and City Council approved an additional 4415 proposed dwelling units. Approximately half of these dwelling units received Final approval by City Council and were to begin construction. Several of these proposed developments have had their approvals expire, while other developments remain in limbo, awaiting the next positive signs regarding the housing financial market.

Maintaining a wide variety of housing options provides consumers with many choices and increases the probability that families will find housing that suits their needs and budgets. Just as important, the supply of lots and housing helps limit upward pressure on housing costs in Milford.

Undeveloped acreage within each of the City's three residential zoning classifications is available for both Kent and Sussex Counties. Prior estimates of the Total Acres by County and by Vacant Acres were evaluated in 2002 and are compiled in the following Table:

TABLE 5F: Residential Areas

ZONING		TOTAL ACRES	VACANT ACRES	PERCENT
	KENT COUNTY			
R-1	SINGLE FAMILY	148	122	82%
R-2	SINGLE FAMILY, RESIDENTIAL OFFICE, LOW TO MEDIUM DENSITY	449	145	32%
R-3	GARDEN APARTMENT AND TOWNHOUSES, MEDIUM TO HIGH DENSITY	292	149	51%
	TOTAL	889	416	47%
	SUSSEX COUNTY			
R-1	SINGLE FAMILY	1108	465	42%
R-2	SINGLE FAMILY, RESIDENTIAL OFFICE, LOW TO MEDIUM DENSITY	396	78	18%
R-3	GARDEN APARTMENT AND TOWNHOUSE, MEDIUM TO HIGH DENSITY	118	53	45%
	TOTAL	1622	596	37%
	TOTAL	2511	1012	40%

Economic Development Plan

The fundamental principle to providing economic opportunity to the citizens of Milford is to encourage employment opportunities within the City. The City is committed to continuing its policy of providing suitable zoning categories and land areas within the City to accommodate the variety of business sectors that promote a diversified and stable economy.

The Milford Industrial Park and Greater Milford Business Park, including Independence Commons will be promoted through the City's own initiatives as well as in concert with the Greater Milford Area Chamber of Commerce.



The City will continue to promote Milford as an employment center through the use of adequate water and sewer, availability of natural gas, low electric rates and state-of-the-art telecommunications. Expansion of Milford's fiber optic data lines is a significant part of attracting new enterprises, as well as assisting existing businesses to utilize the latest technologies. The City will continue to accommodate the growing medical services, such as the Delaware Veterans Home, Hospice of Delaware and complementary institutional uses that are locating along US Route 113, in Sussex County, as well as in the Business Park in Kent County. Additional institutional uses are planned in the Institutional Service District east of Rt 1.



Redevelopment of under-utilized properties will continue to be promoted through the City's Planning Department. The City will coordinate with Downtown Milford, Inc., to integrate downtown redevelopment efforts with the Parks, Cultural Resources and Economic Development Plans included in this Comprehensive Plan. The City will also coordinate with the Delaware Economic Development Office to widen its opportunities to keep constructed facilities fully utilized.

The City maintains the policy to minimize commuting times and optimize alternative modes of travel. The City is a participating jurisdiction in the "Live Near Your Work" program spearheaded by the Delaware State Housing Authority (DHSA). The program is a cooperative partnership between local government,



businesses and the State to provide financial assistance to workers who purchase housing within walking or bicycling distance to their work place. The City's participation in the program takes action on the principle of maintaining a diversified economy while discouraging sprawl. This program provides incentives for current employees to remain in the area, as well as for recruiting new employees.

Currently there are two areas being considered for a "sub-regional" shopping center in the City of Milford. These locations include an area south on Route 113, designated as the Cypress Hall Development. A preliminary subdivision, conditional use, and site plan have been submitted to the City for their approval. This "sub-regional" shopping area or "Community Commercial" is to include a Home Improvement store, a grocery store, and a strip mall, and seven out parcels for a variety of uses. The other area for consideration is near the intersection of Route 30 and Route 1. A meeting was held by the developer showcasing the proposed uses and types of development in mid 2005 with the expectation of signing tenants for this commercial venture. This "Community Commercial" development preliminary phase concept included a pseudo "Main Street" approach with several out parcels for the above mention commercial model. This area is also being considered for the same uses. In either case the City of Milford will work jointly with the Department of Transportation to provide the safest means of ingress and egress to these commercial facilities.

Housing Plan

Adequate, affordable housing which appeals to the employees of Milford's businesses is a natural objective, supporting the Economic Development Plan. Based on the data collected from the Census, the existing land use survey, activities of various developers and the Milford Housing Authority, and on the information from public input (generally through the Planning Commission's regularly scheduled meetings) Milford's housing options are currently adequate to support the City's population. However, there are several areas that should be addressed under this Update to keep up with anticipated growth for the City of Milford.

First, the City will continue to work with the Community Development Block Grant Program to assist low-income property owners to rehabilitate their structures. The City is dedicated to keeping the older residential neighborhoods attractive places to live for young persons and families, and to maintain affordable housing central to work places, shopping, and recreation.

Second, the City will continue to apply a variety of zoning classifications for residential use to assure diversity in the new housing stock, from apartment blocks to upscale residences throughout the City. The use of mixed residential within local commercial provides attractive housing and reduces trips and vehicle exhaust emissions. This type of land use is now shown on the Future Land Use maps and designated as either area for PUD's or areas for Traditional Neighborhood Development areas. Similarly the "Live Near Your Work" initiative may provide financial incentives to locate in the City, close to schools, cultural and recreational attractions, following the "Livable Delaware" concept. The City will actively work with non-profits to locate and provide services to residential projects targeting low-cost housing. This was further stated by the approval of approximately 45 units added to the Brightway Commons development and the preliminary approval for 149 units for the Milford Housing Inc. project.

The third element in the Housing Plan is directed at neighborhood preservation. With the growth in Milford's medical sector, which includes the Milford Hospital at its center, a growing



pressure is to include commercial medical offices within Milford's established neighborhoods. Citizens participating at the Planning Commission's meetings have expressed their concern over conditional use applications and re-zoning requests for this type of development. This conditional use needs additional study to allow these essential uses and services while protecting the existing neighborhoods.

The City believes that mixed uses can be accommodated, provided new regulations are developed to protect the character of those neighborhoods. The City is currently studying such an overlay zone for the area

in Sussex County between the Mispillion River to the north, and Seabury Avenue to the south, and bound by Old Shawnee Road to the west and South Walnut Street to the east, which could impose additional restrictions on commercial uses, such as building height, and impose additional requirements such as architectural review as part of the site plan review process.

Fourth, the City of Milford will work with existing and future developers to explain the housing needs of the community and the need for affordable housing for the future residents and employees of the City.

Fifth, City Council is keenly aware of this concern as well as existing employers located in the City of Milford. With the formation of an Economic Development Committee, this concern has been brought to the Committee's attention and will be discussed in the future. We realize that in order to keep and attract employment to the City, there is a need for affordable housing to be located in the City of Milford.



Housing Need Analysis

Based on a projected population growth of 2% per year, the number of units that would need to be constructed would be in the 60 to 70 range. It is anticipated that a variety of units would need to be constructed in the future to provide a diversity of options for impending homeowners. As mentioned previously, there are existing approved subdivisions, plus several subdivisions in the preliminary phase as well as proposed subdivisions which will and can meet this expected population growth. The existing national financial picture has trickled down to small communities such as Milford and this quandary will have a sufficient effect on the population and housing projections as well as the anticipated construction of the essential housing units for the future.

As the statistics have pointed out, there is a large disparity between the Average Household Income and the cost of an average single family detached dwelling, approaching four to five times the average Household Income. The City of Milford is not the only community facing this dilemma. Approaches such as Land Banks and other innovative measures need to be developed and cooperation with developers and the real estate community necessitate a joint effort in resolving this important concern in order for the community to move in a positive direction.

CHAPTER 6 DEMOGRAPHICS

Population

According to the Census 2000, the City of Milford's population is 6,732 people, who live in 2,665 households. The population change since the 1990 census is more reflective of the growth experienced by Kent County, through population shifts toward employment centers, rather than the boom in retirees migrating to Sussex County, although in the early part of this decade the City of Milford did experience some influx of retirees to the community.

Development of business, commercial, and residential projects accelerated in the Milford area during 2001-2006 time frame. The City estimated a new population range for 2008 from a low of 7,852 persons to a high of 8,685 persons, which is based on a variety of independent, user-driven parameters, including: the number of certificates of occupancy issued, new water flow meters installed, population projections for both Kent and Sussex counties and a range of persons per housing unit. A population estimate was prepared in early 2004 and a current population range is shown below in the following table.

TABLE 6A: Population 1980-2000 and Population Estimates 2004 and 2007 for the City of Milford

	1980	1990	2000	2004 EST.	2008 EST.	PERCENT CHANGE SINCE 2000
POPULATION	5,356	6,040	6,732	7,637	7,852-8,685	16.6%-29.0%
HOUSING UNITS			2,920		3,580	30.5%

Population in Milford has increased as individuals and families have moved into the city and established young families. In the last few years a trend has developed which shows an inclination of "retirees" and the first generation of "Baby Boomers" locating to Milford from states to the north, including New Jersey and New York. Various new housing options such as condominiums and a considerable supply of available lots have given individuals and families numerous choices.

The City's increase in area was through annexation of largely agricultural parcels that were re-zoned for different land uses. Residential development is generally designed as a mix of single-family homes and multi-family units. Lots sizes are dependent on the zoning; however the City also offers a Planned Unit Development Conditional Use option and a density bonus in the R-1 zoning district that permits a density of up to 8 units per acre provided the developer includes acceptable design criteria, additional open space and other amenities.

In the 2000's annexations occurred to the southeast for residential and institutional use. Rapid residential growth in the southeast has been attracted by access to the Delaware Route 1 by-pass and the Coastal Highway.

Race and Ethnicity

The City's racial and ethnic makeup is tabulated below:

TABLE 6B: Census 1990, 2000 and 2007 Population Diversity

POPULATION							
	WHITE	BLACK	AMERICAN INDIAN	ASIAN	HISPANIC	OTHER	TOTAL
1990	4763	1130	22	42	225	83	6265
2000	4576	1639	56	107	594	354	7326
2007	5336	1469	15	76	825	401	7569

Table 6A: shows the population diversity from the 1990 and 2000 Census. In addition information for 2007 is from a Demographic Detailed Comparison Report. The White, Black and Hispanic persons compose most of Milford's population. The White and Black populations, long established in Milford, occupy a full range of economic and occupational positions. The Hispanic population is more likely to work within the City as laborers and factory workers, and they occupy the less-expensive rental units. While the White and Black populations are represented on City Council and the Planning Commission, the Hispanic community has not moved into the mainstream of the community government, because many have not applied for US citizenship. Of the 422 foreign-born Residents of Milford, 325 (77%) are from Latin American.

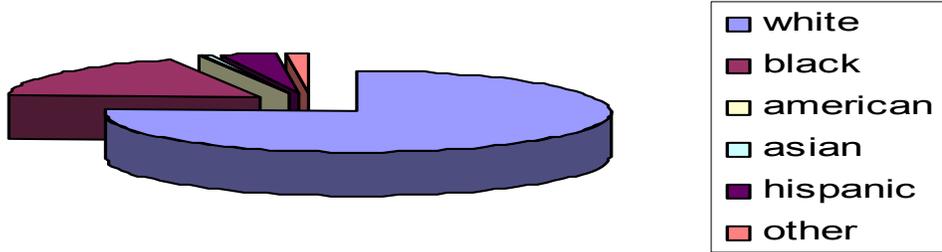
Age

Milford's population is somewhat younger than the rest of the two counties. Median age in Milford is 34.4 years according to the 2000 Census, and has increased from 31.0 years. This increase was not as pronounced as in Kent and Sussex County. The trend in age distribution in Milford is a reflection of Milford's affordable housing for younger families and the job opportunities which are available in the area.

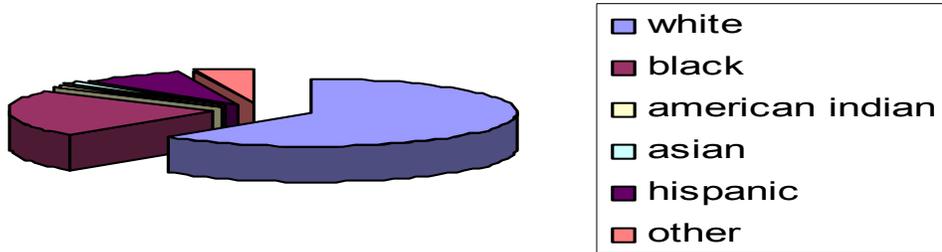
Median Age

An interesting statistic shows that the median age of Milford residents has increased from 35.1 years (2000 Census) to 37.0 years (DEDO Report) reflecting the influx of retirees from other states. (By increasing the number people who retire to Milford increases the average age of the residents).

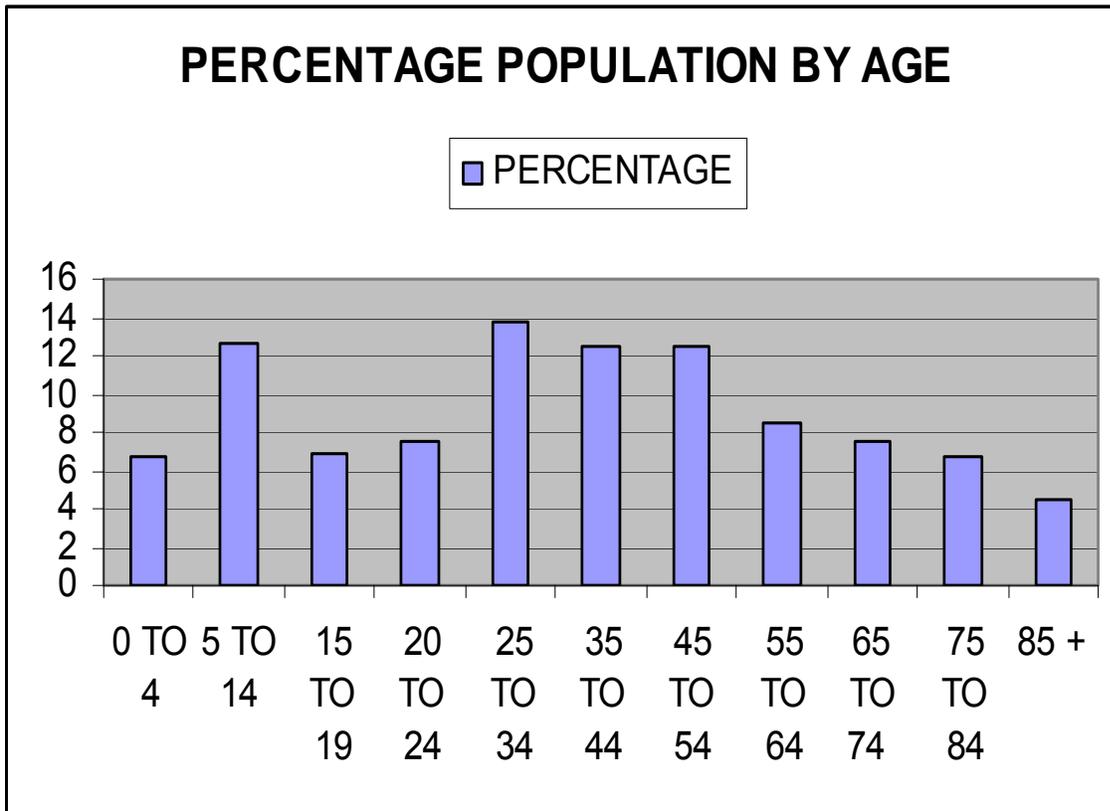
1990 POPULATION DIVERSITY



2000 POPULATION DIVERSITY



Comparison of Population Age by Percentage for 2007



Education

Milford is home to 1,682 children enrolled in pre-school through collegiate institutions. The percentage of this segment of the population enrolled in High School is 30%, compared to 20.7% in Kent County, even though Milford and the County are very similar in age distribution for children. This statistic reflects the general satisfaction with the Milford School District system, as it is operating at this time, as well as economic opportunities which keep students motivated through Grade 12. This may be due to a variety of factors, such as being an urban school district. The School District currently has a 75.5 million dollar major capital improvement program underway which includes the construction of two new schools.

Educational Attainment

According to recent statistics provided by DEDC, for 2007, 33.7% of the population has attained a High School Diploma, 6.6% have attained an Associate's degree, 14.2% have a Bachelor's degree and 9.2% have a Graduate degree. This shows a slight increase from the Census 2000 which denoted that 30.4% of the population had attained a High School Diploma, 6.4% had attained an Associate's Degree, 12.0% had attained a Bachelor's degree, and 7.3% had attained a Graduate Degree.

Population Forecast

The City of Milford's growth continues, at increasing rates due to the combination of economic and housing opportunities. The steady increase depends on the capacity of the City to provide services, as well as maintenance of Milford's "quality of life," that is, preserving its historic charm, increasing recreational activities, supporting quality schools, and providing pedestrian-friendly neighborhoods and destinations.

Areas slated for future annexation in the 2008 Comprehensive Plan are currently farmed and will be developed in a mix of small town-style residential units, local businesses and institutions. New developments which have been permitted since 2003 are now growing into established neighborhoods. Milford's residential expansion will continue to be the result of positive net migration to job opportunities in the area; however, the City is also receiving increased interest from retirees and second-home buyers looking for upscale housing at more attractive pricing as opposed to the Sussex County beach communities.

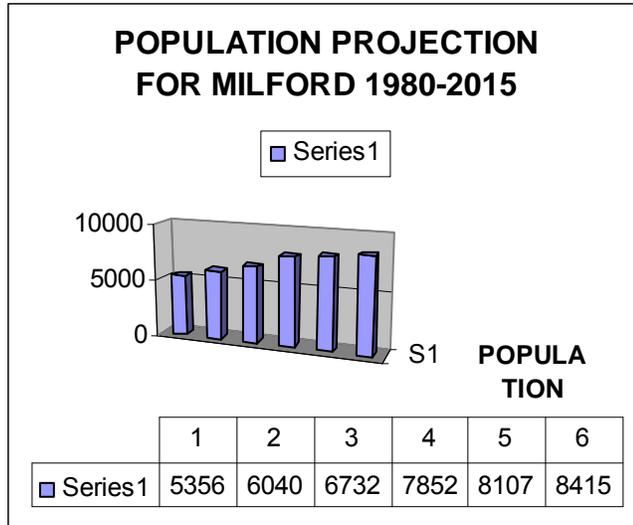
Local governments have been mandated by the State of Delaware to use the Delaware Population Consortium (DPC) projections as part of their long-range planning. The annual update from the DPC has reflected the increasing pace of new residents in Delaware. Based on growth exceeding the original estimates provided in the 2003 Update, and trends identified by the DPC, the population projection for Milford has been revised. This revision and population projection is compiled using the Modified Grid, and illustrates the updated forecasts from the DPC using the existing corporate boundaries for the City of Milford. The projections would be elevated if additional lands are annexed and incorporated into the City limits during this planning period.

From the following Chart 6C, according to the U.S. Census, the population of the City of Milford as of July 1, 2007 was 8288 which exceeds the 2010 estimate computed by the DPC by 2.2%. However, this approximation is within the bounds of the estimation provided by the City Planning Staff found in TABLE 6A. Based on available building lots and anticipated construction the population estimation for the City of Milford in 2010 should be in the 8800 – 9100 range.

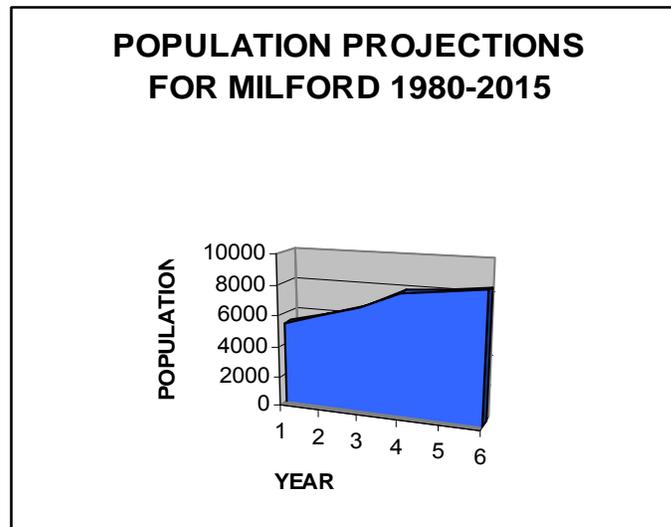
CHART 6C: Population Projections

	1980	1990	2000	2006 EST.	2007 EST.	2010 EST.	2015 EST.
POPULATION OF MILFORD	5356	6040	6732	7852*	8288*	8107	8415
AVERAGE ANNUAL GROWTH RATE		1.3%	1.1%	2.8%	3.3%	2.0% est.	1.7% est.

*2006 Census estimate and 2007 Census estimate



1=1980, 2=1990, 3=2000, 4=2006, 5=2010, 6=2015



1=1980, 2=1990, 3=2000, 4=2006, 5=2010, 6=2015

The current problems with the existing interest rate structure and the national problem of increasing foreclosures have slowed the growth rate in population and the construction of housing. This national performance and other economic factors will affect the actual population growth rate, and the population projections presented should be used for planning guidance only.

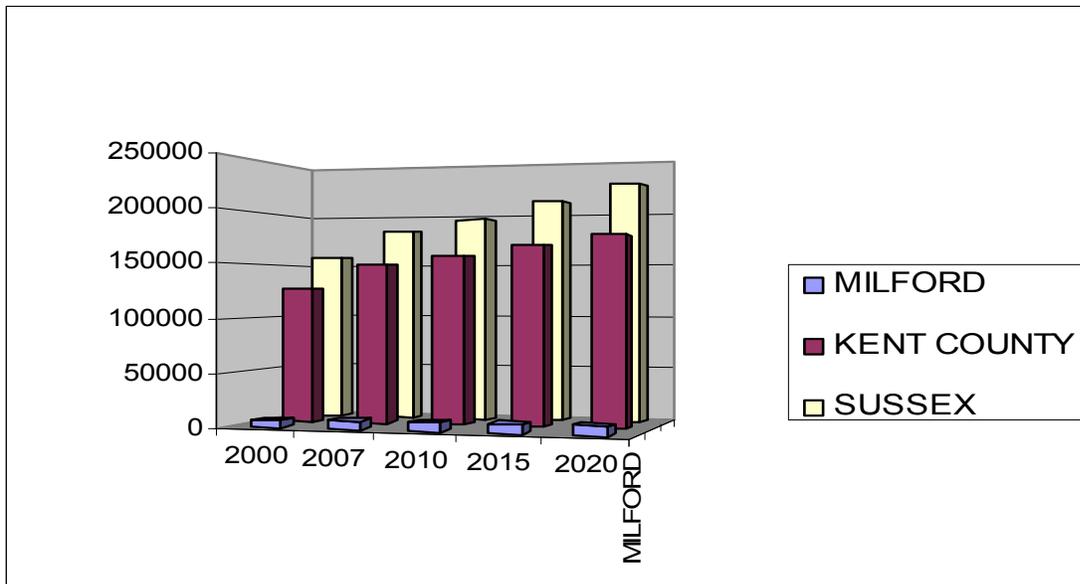
Milford's population is expected to continue to grow at approximately 3.0% every year during the planning period. This rate of growth is a hybrid of the rapid population migration into eastern Sussex County and the steady growth anticipated for Kent County. Livable Delaware initiatives, the State Strategies, DNREC's proposed changes to large on-site wastewater disposal

regulations and a host of other anti-sprawl initiatives will direct growth to municipalities such as Milford.

Population growth for the City of Milford will be the primary factor in increasing demand on City services and infrastructure. Equivalent Dwelling Units (EDU's) are used to relate water and sewer demand in gallons/day (gpd) to population and land use. For planning purposes, one (1) EDU is allocated to each household. Average population per household in Milford is 2.44 persons, based on the 2000 Census.

Most of the increase in population will be the result of continued positive net migration to the job and housing opportunities in the area. Another source of population expansion in Milford will be retirees and second-home buyers looking for upscale housing at more attractive pricing than the available housing units in the Sussex County beach communities.

Population Projections for Kent County, Sussex County and Milford 2000-2020



CHAPTER 7 PUBLIC SERVICES

City Government

The City of Milford Charter was consolidated, amended and revised significantly in 1993, and further revised in 1999. The citizens of the City are represented by a Mayor, elected by citywide election, and by 8 councilmen, elected from within four council districts delineated as Wards. For each of the four wards, one council position is open for election every year. Councilmen and the Mayor serve two-year terms. Under the City Charter, the ward boundaries will be reviewed every ten years, in conjunction with the release of Census data, to assure a nearly equal population within each ward. The wards were updated in 2004, and when the 2010 Census is available the wards will be redistributed to ensure an equal population of each ward.

A City Manager provides full-time management of the City departments and reports to the Mayor and council. A staffing review was completed in 2004, and in conjunction with the expanding demands on the City's management and public services a City Engineer and an Assistant Manager was hired.

The City also includes a Planning Commission consisting of members representing the wards and are appointed by the Council, as well as a Board of Adjustment.

Under the Charter, the City has the right to annex any contiguous territory to its City limits where the property owner has petitioned for annexation, or where a vote among the affected property owners results in a majority in favor of annexation. Currently, the City still maintains a policy of accepting only petitions for annexation from property owners which meet the requirements for annexation.

The City may enter into an annexation agreement with the affected property owner(s) prior to the election which "...may address any matters which would be relevant to the subject lands, if annexed. By way of example and not in limitation, such agreement may address zoning subdivision approval, tax relief, public utilities and public improvements."

Police Service

The City of Milford maintains a full-time police force of 30 officers. The Department works with the Delaware State Police, through Troop 4 located in Georgetown, Sussex County and Troop 3 located south of Camden in Kent County.

The Police Department's activities include a wide range of security activities, including investigating citizens' complaints, initiating criminal and traffic arrests, responding to accident situations, and performing crime prevention checks. While specifically organized to serve the citizens within the City limits, the Department is dispatched to calls beyond the City, and the security of persons living within the Greater Milford area does impact the operations of the Department.

The Department supports a variety of equipment and policing methods, including bike patrols and a dive team. The Department periodically partners with other City departments to expand its community policing activities, such as advertising youth programs through the Parks and Recreation Department newsletter.

The Department is housed in the Richard D. Carmean Building, at 400 NE Front Street, approximately 100 feet from the north bank of the Mispillion River in Kent County. The location of is shown on Map 2.



The current location is centralized with good access to the main street system, as well as Business Route 1, to provide rapid response times. The Police Department building is located within the 100-year floodplain and the Station is surrounded by low-lying areas, and has been impacted by severe flooding in the past. The Emergency Contingency Policy of the Milford Police Department is to relocate operations to the Ronnie Vickers Complex located at 180 Vickers Drive, Milford, DE, should the Milford Police Station be inoperable due to storm or other disaster.

The City facilities include the Public Works Center in the Greater Milford Business Park (180 Vickers Drive). The main building of the Public Works Center is located on property elevated above the 100-year flood, and is designed to accommodate emergency operations and communications. The Public Works center includes a large conference room that has been designed for conversion to emergency operations, if necessary, warehousing for materials for roadway, pipe and electrical maintenance, garage facilities, a fueling station and security enhancements.

As the City continues to grow, both in area and in population, the staffing needs and the adequacy of the current Police Station will need to be addressed. The timing of this review will depend on the actual build-out of many of the new subdivisions within the City; however, it is anticipated that this review of service will be accomplished within the five year period under this Update. The review of staffing and deployment should include consideration of the City's police

policies and practices, the composition of the population, particularly age structures and the number and nature of calls for service.

Fire Protection

The Carlisle Fire Company provides fire and emergency response for Milford and the surrounding area. The Fire Company is located at 615 NW Front Street, in Kent County, with approximately 100 members and full-time Emergency Medical Services staffing. For 2000, the Company estimates that they will respond to 425-450 fire emergencies and 1700-1800 medical calls during an average year.

Trash Collection/Solid Waste

The City of Milford provides trash pickup once a week, by the City Streets Department. The cost of providing trash service has been maintained through effective personnel management and use of City-owned trash receptacles. As the City's area continue to expand, service demands will increase on both equipment and personnel.

The City has a contract with the Delaware Solid Waste Authority (DSWA) to provide weekly curbside recycling; this is available to all residents. This service is provided for at no additional cost. However there is a requirement that the resident must sign up for this service. Currently over 1600 residential customers are enrolled in this program out of approximately 3100 total residential waste customers.

In the fall of each year, a waste diversion program for leaves is available to residents of the City of Milford. Residents may rake or blow leaves to the curb where city waste crews collect them with a vacuum/shredder. The shredded leaves are utilized by the Parks and Recreation Department as mulch for various projects throughout the City.

The DSWA has a transfer station within the City of Milford, on US Route 113. The transfer station cuts travel time and provide savings in operation and maintenance costs.

DSWA operates three Recycle Delaware Centers in the Milford area, located at Milford Plaza Shopping Center on US 113, off of Marshall Street on Industrial Blvd, and at Calhoun's Country Store, at the intersection of Old Shawnee Road and Route 36. The Centers accept various papers, glass, plastic and metal recyclables as well as batteries and aerosol cans.

Other Public Works

The City employees 6 full-time staff members for the Streets and Solid Waste Department. This department provides for street maintenance, trash pickup, and snow removal on the municipal roadway network. Money received from the State for road maintenance is collected into a Street Funds Account and accumulated to provide funding for road maintenance and rehabilitation projects. The City Engineer develops a priority list for roadwork, which is updated when funding becomes sufficient to cost-effectively proceed with projects. Contractors perform most of the larger roadway projects and contracts are awarded by competitive bids.

The Streets and Solid Waste Department also provides maintenance services on the storm water collection system. The City sweeps streets and gutters on a weekly basis, which keeps catch basin grates open and available to receive runoff and also regularly cleans debris from catch basins. Finally, City ordinance prohibits curbside dumping of grass cuttings and leaf piles which can readily flow and clog the storm sewer systems during normal rainfall events.

All of these activities lead to reduction of sediments and debris entering the Mispillion River through the storm water system.

The Department also works with the Parks and Recreation and Electric Departments to prepare temporary facilities for the City's festivals and parades, and in placing decorations for various holidays.

Public Services Plan

The City of Milford operates on a policy of providing a complete suite of public services to its citizen's that support the principal of sustainable growth. A City Engineer was added to the staff in 2004 and an Assistant City Manager in 2007 respectively.

Building on the mapping technology used to produce this Comprehensive Plan, a number of initiatives will be completed as part of the Public Services Plan. The City will continue to maintain its zoning map and will continue to work with Kent County to share GIS data regarding zoning and tax parcels.

As annexation agreements are being negotiated, the City will refer to this Plan Update to identify items which landowners, joining the City through annexation, can provide to further the City's overall Community Development Plan (compiled in Chapter 10). The Land Use and Annexation Plans (Chapter 11) should be used to assess the City's interest and ability to support annexation requests. Annexation agreements will be required to address water; sewer and transportation-related improvements needed to accommodate the EDU and traffic impacts of the proposed projects, and may include improvements in advance of any anticipated bypass, any proposed intersection improvements and Route 1/Route 30 intersection improvements.

It is recommended that population distribution maps and/or GIS data sets used to generate the maps (which will be generated for the redrawing of the Wards) be made available to the Police Department, along with the Future Land Use plans, for a manpower and deployment review. Similarly, the Carlisle Fire Company, recognizing the recent growth to the southeast, has indicated that a substation to the south or east, with easy access to DE Route 1 may be desirable in the future. A potential site is shown on Map No. 10. The City's Land Use Plan map will be made available to the Company to assist them in their planning process.

When the City completed construction of the Public Works Center, located in the Greater Milford Business Park, it consolidated many of the City's departmental facilities. As part of the project, the Water & Wastewater Department moved from the banks of the Mispillion River, fulfilling a recommendation of the Milford Hazard Vulnerability Assessment, completed under a grant from the Delaware Emergency Management Agency in 2000. The new Public Works Center was designed to accommodate emergency operations for the Police Department, in the event of severe flooding at the Police Station.

Parks and Recreation

Milford is indeed a Garden City, thanks in no small measure to the efforts of the Parks and Recreation Department. The City of Milford supports a Parks and Recreation Department of 5 full-time employees and part-time arborist and 6 part-time, seasonal staffers for landscape/cemetery maintenance. The Department also relies on numerous volunteers to coach and chaperon its many activities, as well as soliciting sponsors for athletic leagues to keep costs to a minimum.

The City owns approximately 90 acres of open space managed by the Parks and Recreation Department, in five park sites shown on Map No. 12, Existing Land Use. In addition to the larger parks, landscaped islands of colorful flowerbeds grace roadway medians at the entry points into the City.

Near the center of the City, Bicentennial Park includes flower gardens, walkways and a veterans' memorial. Silver Lake Park, Memorial Park, the NE Front Street Recreation Area and the Mispillion Riverwalk are adjacent to the river and take advantage of the Mispillion River as a recreational, as well as scenic resource. Most of the City's green space projects are grant funded. The Department actively supports the regional Greenways initiative through project coordination, river clean-up and educational programs.



The Department also provides for a wide variety of recreational programs to meet the needs of Milford residents, young and old. Soccer leagues, youth basketball, gymnastics and tumbling for younger children, aerobics for adults, scrap booking and trips to professional league sporting events or big-city theatrical productions are available throughout the year. The Department also works with other athletic leagues to host youth baseball, football, and softball at City of Milford playing fields.

The Milford Parks and Recreation Department annually sponsors the Mispillion Riverwalk Festival, showcasing the Mispillion Riverwalk and greenway initiatives. The Department also partners with local non-profits for events like the spring "Bug and Bud Festival."

The Parks Plan

The City's Parks and Recreation Department has been recognized throughout the state as a model for urban greenways development. The Statewide Comprehensive Outdoor Recreation Plan (SCORP) listed walking or jogging and picnicking as the most popular activities. These activities are readily accommodated by urban parks, and are a current focus along the Mispillion. The Parks Plan includes continuing the Mispillion Greenways expansion to Goat Island on the east and to the old Peninsula Oil site on Mill Street to the west.

The Greenway development is currently in Phase 21, and the City is actively pursuing easements for future expansion of the Greenway to the east to a wooded wetland island, which is currently accessible via a causeway at Fischer Avenue (Sussex County). Goat Island would be connected to the greenway system via a new bridge, with a perimeter boardwalk encircling the island. The concept is to maintain the center of the island as a wetland with informational plaques along the boardwalk describing plants and habitats. New property, currently owned and used for bus storage, has been added to the greenway network adjacent to Goat Island. As a compliment to the wetland habitats highlighted on Goat Island, the property is currently being re-forested with native trees and under-storey vegetation. The woodland would include walking paths and be linked to Goat Island with a footbridge to others on the Riverwalk.

In addition, plans are being implemented to acquire and develop approximately 30,000 square feet of greens space along the Mispillion River's northeast corridor.

The Recreation Plan

As more families move into Milford, the demand for organized recreational activities will increase. The Department has identified soccer as a desirable addition to its programs, with the sport's suitability for young players and co-ed leagues for beginner levels. The City is currently developing an 18 acre sports complex at Independence Commons adjacent to the new Greater Milford Boys and Girls Club. The project consists of parking, six (6) age-appropriate soccer fields, one (1) multi-purpose field and two (2) age-appropriate playgrounds, and a walking path. The City will continue to look for opportunities to focus on recreation facilities for youths along the Riverwalk or on redevelopment properties.

In conjunction with the Parks Plan, the Recreation Plan also includes the River as a resource. The boat dock located at the Police Station has been upgraded as part of the DNREC Bank stabilization project. Kayak trails are being investigated in the tidal reaches of the River, from Goat Island toward the mouth of the Mispillion. Deep Creek, which flows from Sussex County to the River near Beaver Dam Road, is also being considered for greenways expansion. The City's Land Use Plan incorporates preservation areas along these drainages, which support recreational use of the larger waterways.

Other Recreational Plans

The Greater Milford Boys and Girls Club recently obtained a lease for approximately eight (8) acres in the north portion of Independence Commons. The construction of a new facility will serve as a community center and provide indoor recreation and mentoring activities for Milford's expanding teenage population group.

CHAPTER 8 ELEMENTS OF COMMUNITY DEVELOPMENT

Existing Land Use

Existing land uses were mapped via a “windshield survey” in November 2002, in October 2004, and again in February 2008 in support of this plan Map No. 9 shows the land use within the City of Milford in March 2008.

Through the efforts of the Milford Planning Department and Milford Planning Commission, land use within the City is generally in conformance with the zoning classifications. The Existing Zoning Map is presented on Map No. 8.

The identified land use patterns are not unreasonably out of step with the originally published land use plan of 1995. The existing pattern reflects the City's commercial history and growth at the River's edge, and along US Route 113 and the railroad. Redevelopment efforts have preserved the central business district's character. Beyond the center of the City, regular grids of small, residential blocks radiate from the center of downtown. Neighborhoods, constructed as subdivisions, fringe the outer limits of the City.

A comparison of residential zoning classifications and the acreage that is undeveloped within each category are presented in Chapter 4 as Table 4F. New residential development has emerged on the perimeter of the City, in subdivisions. Re-development of older commercial properties has retained the commercial use, assisting in the City's policy of maintaining diversification. Land use in the Counties surrounding Milford are mainly single-family residential and agricultural.

East of DE Route 1, the land in both Sussex and Kent County lies within the Delaware Coastal Zone, an environmentally important area where industrial uses are discouraged. Within the Coastal Zone designation, the State has significant holdings of Agricultural Easements and Agricultural Preservation Districts (see Map No. 3, Natural Features).

Flood plains and wetlands are also widespread east of DE Route 1, as shown on Map No. 3, Natural Features. Development trends for the area east of the highway are for residential, proposed institutional uses and limited commercial development with access to DE Route 1. Between the existing subdivisions, land continues to be farmed for crops.

To the west, in Kent County along the railroad at Holly Hill Road is an existing industrial plant, Baltimore Air Coil. Milford through zoning and economic development projects have directed industrial, commercial and institutional uses such as the Delaware Veterans Home and Hospice of Delaware to the northwestern quadrant of the City. The Milford Industrial Park, the Greater Milford Business Complex and the newly completed Independence Commons are located in this area, and are shown on Map No. 7.

Physical Condition

A strong local economy, active code enforcement and community-based redevelopment efforts have maintained the physical condition of Milford's built environment. During the review of land use, it was observed that residential property owners had been continuously maintaining properties through modest projects, such as roof replacements, re-siding and window upgrades. Age and value of the housing stock is discussed in Chapter 4, and graphically represented in Chart 4E6 and Chart 7.

Funding to assist property owners in renovation projects is available through Community Block Grants, Community Redevelopment Funds, and grants administered by Downtown Milford, Inc. The City Planning Department regularly assists property owners in evaluating opportunities for redevelopment of under-utilized properties.

Privately owned facilities, such as the Bayhealth Hospital, properties of the Dentsply/Caulk Division, and Perdue Farms Incorporated, are operated under business plans which incorporate scheduled maintenance and good business practices.

The City can monitor and correct deficiencies at private properties through the Code Enforcement Department. The Code includes chapters in *Part II: General Legislation* to provide for the up-keep of properties including: Building Construction, Electrical Standards, Grass, Weeds & Vegetation, Housing Standards, and Property Maintenance, among others. The City's designation as a Tree City has involved tree management and invasive species management programs.

The City maintains large networks of roads, electric service, water production, treatment and distribution mains, wastewater sewer, and storm water sewers. The infrastructure is in good operating condition and meets the needs of the community. Each Department develops prioritized projects to be incorporated into the City budget. This organizational plan has permitted the City to grow, and upgrade its systems through reasonably sized projects.

Open Space

The City of Milford occupies an area of greater than 7.5 square miles. Most of this area is developed; however, the City limits include 200 acres of dedicated open space, which does not include the open water of the River or the local lakes, and over 2 square miles of land inventoried as undeveloped (generally farmed or fallow fields and wood lots). The open and undeveloped space is distributed throughout the City, but the narrow Greenway along the River forms a significant band of open area through the heart of the developed Downtown district. The Greenway is linked to other City parks by sidewalks or footbridges crossing the river. It is anticipated that as residential development is added to the City that these developments will add to the open space of the City and any development in close proximity to the Mispillion River will provide additional open space and continuation of the Riverwalk and greenway through construction of the Riverwalk or through additional land dedications.

Parking

Parking within Milford is a combination of both on street and a limited amount of off-street parking within the older residential sections of the City. On street parking is mostly associated with older homes. In new subdivisions and residential neighborhoods, off-street parking is required. The various zoning classifications determine the parking requirements.

An area of special concern is the historic, downtown business district, which has been successfully revitalized. A specific zoning district, the Central Business District was successfully used to preserve and redevelop the center of the City, by encouraging a mix of apartments, retail and office space, while removing the normal setback and off-street parking requirements.



Off street parking is provided at five municipal lots, under the governance of the Milford Parking Authority. The Authority is an independent corporation with members appointed by the City Council from a pool of local property owners in the Downtown area. Approximately 220 parking spaces are available and many of the lots are regularly near capacity during office hours. Revenue for the Authority comes from a tax paid by owners of properties in the Downtown district.

Further growth of businesses and retail establishments in the Downtown district is limited by parking constraints. Parking limitations also impact other entities, such as the Farmers Market and the Second Street Players Theater group. New additions of land to the Mispillion Riverwalk at the Mill Street Peninsula Oil site and near Memorial Park are being proposed, under the Parks Plan, which includes additional parking. These additional parking areas will expand capacity as well as encourage foot traffic through the Downtown business district via attractive boardwalks, landscaped sidewalks and footbridges along the river.

Zoning Ordinance

The City's zoning ordinance was last updated in 2007. Currently, the City classifies land use through 4 residential zones, 3 commercial zones, 2 industrial zones and 3 business office zones. In addition, the City has an Institutional Development Zone for the medical services sector and included an R-8 residential zoning district and a density bonus in the R-1 which would allow a residential development of up to 8 dwelling units per acre provided the developer provided additional amenities such as more open space.

Community Design Plan and Zoning Ordinance Modifications

The City utilizes a policy of meeting the challenges of the Livable Delaware initiatives by being prepared to accept compact, attractive and functional development within the City limits. Under this policy, the City endeavors to provide its services in efficient and cost effective ways through proper management and innovation.

Under this 2008 Comprehensive Plan, the City has added a Traditional Neighborhood Development to the land use plan. The purpose of the Traditional Neighborhood Development (TND) designation is to indicate the City's preference for new projects that reflect Milford's traditional neighborhoods, provide connectivity with existing neighborhoods while providing limited commercial areas that serve the expected population. The City also has a policy of encouraging a growing diversified economy through commercial and residential development options. The City's 15 zoning districts and the Planned Unit Development conditional use provide the flexibility to implement a wide variety of projects under this land use concept in addition to the above mentioned Traditional Neighborhood Development. The City encourages developers considering projects in the Traditional Neighborhood Development land use area to peruse the Better Models for Development in Delaware idea book (available from the Delaware Office of State Planning Coordination) for design concepts that may go into these areas.

Projects within the Traditional Neighborhood Development land use designation can utilize a clustered or other mode of moderate density residential development which is based on the underlying zoning classification, the use of mixed density layouts for variety in housing types and costs, and/or the inclusion of commercial that is integrated into the development through design concepts, or conveniently linked by roadways or alternative transportation modes such as bike routes and/or pedestrian paths. Where feasible, interconnection with the surrounding City streets are a typical component of the Traditional Neighborhood Development concept. On state roads, the Traditional Neighborhood development project should utilize a common highway entrance and shared access ways to neighborhoods, shopping areas or office/business areas.

The Zoning Ordinance is periodically updated to reflect the objectives of the City's Comprehensive Plan. Under the 2008 Comprehensive Plan, the current Zoning and Subdivision ordinances will first be reviewed for consistency with the Land Use Plan. Properties with zoning classifications that are not consistent with the Land Use Plan will be re-zoned. This process must be accomplished within 18 months of certification. As part of the ordinance revisions, it is recommended that the code continue to allow school facilities as a conditional use in all residential zoning classifications.

The Code chapter, Subdivision of Land, includes requirements for the proper relation and connection of new subdivision streets with the existing roadway network. Sidewalks are required in all subdivision plans, and have been reaffirmed in 2007 by making revision to the Sidewalk Ordinance and to continue the City's efforts in promoting transportation alternatives. The subdivision chapter includes numerous provisions for design conditions to be imposed by the Planning Commission as part of the site plan review process. This chapter will be reviewed for consistency with this Update, in particular those sections included under; Parks, open spaces, school sites and natural features.

The Flood Plain Management ordinance was reviewed as part of the City's flood mitigation planning efforts. (Drainage and flooding is discussed in detail in Chapter 9, Environmental Issues.) To protect both property owners and the Mispillion environment, the existing Floodplain Management ordinance will be clarified and updated. The elevation of the first finished floor within a 100-year floodplain will be made consistent at 1 foot above base flood elevation. Additional impedance within a floodway will be prohibited.

A persistent concern of citizens is the pressure to re-zone or obtain conditional use permits for medical offices within residential neighborhoods. Under this Update, the City will consider revising the Zoning Ordinance to add additional requirements to this desirable mixed-use pattern, but impose supplementary architectural, lighting, landscaping, and site plan regulations, in order to preserve the neighborhood consistency.

Finally, the City has developed a new Resource Conservation Ordinance, which will provide the tools to implement many of the initiatives within the Environmental Plan. The ordinance addressed wellhead protection, groundwater recharge area protection and will describe preservation corridor setbacks and buffer requirements. The current Tree Ordinance will compliment this initiative and may be refined in the future to address nuisance plant species.

Health and Medical

The City of Milford is the location of Bayhealth/Milford Memorial Hospital and specialty practices. The City has an independent laboratory center, dentists and ophthalmologists, as well as orthopedic specialists, among many others. The medical services sector is a rapidly growing part of the Milford economy. The City has a specific zoning district, Institutional Medical/Service, to address the needs of medical and other institutional enterprises.



Senior Citizens Services

The Milford Senior Center is a non-profit organization which provides free services Monday through Friday, during business hours. Services include nutrition, counseling and recreational activities. Milford is also home to a number of nursing homes and senior care facilities. The City also includes housing specifically designated for seniors, including a private assisted living facility.

Library Services

The Milford Public Library was founded in 1882 with the organization of the Milford Library Association. The Grange Hall acted as Milford's first library with one room dedicated to the cause, and a librarian was hired who earned a salary of \$30 per year. As the library grew in

size, a children’s library was added around 1912 making children’s books and storytelling available.

The current Milford Public Library, opened in 1993, is a state-of-the-art facility that overlooks the Mispillion Riverwalk. Its collection includes over 50,000 items consisting of books, videos, and books on tape. Internet access is also available at this facility. Currently a fund drive is underway to expand the existing facility by 10,000 square feet with a two story addition to the rear which will provide new and updated collections.



Higher Education

Milford is located within an hour’s drive of eight college campuses:

INSTITUTION	LOCATION	DISTANCE (MILES)
WESLEY COLLEGE	DOVER	17
DELAWARE STATE UNIVERSITY	DOVER	18
WILLMINGTON UNIVERSITY	DOVER	19
DELAWARE TECHNICAL & COMMUNITY COLLEGE	GEORGETOWN	23
UNIVERSITY OF DELAWARE-COLLEGE OF MARINE STUDIES	LEWES	26
UNIVERSITY OF DELAWARE	NEWARK	54
WILMINGTON UNIVERSITY	WILMINGTON	60

Delaware Technical and Community College offers associate degrees, diplomas, and certificates in a variety of specialized areas at campuses in both Sussex and Kent County. Wesley is a private, fully accredited, coeducational liberal arts institution offering associate and baccalaureate degrees, as well as a Master of Science in nursing degree. Wilmington University offers baccalaureate and master’s degrees in a variety of disciplines and also has a campus in Dover.

Delaware State University is a fully accredited, four-year college that offers Bachelor of Arts, Bachelor of Science, and Master's degrees in a variety of disciplines. Finally, the University of Delaware offers parallel programs with Delaware Technical and Community College for students to pursue degrees in criminal justice, engineering technology, and technology management. All of these institutions provide Milford residents with a wide variety of higher education options, and contributes to the City's attractiveness to families and young workers looking for part-time educational opportunities.

Public Education

The availability of quality public education is an important component in attracting residents and businesses to the community. Milford has a long history of providing and valuing education as a public service.

When Milford was first laid out in 1787, William Johnson took up a lot on the northwest corner of Walnut and Park Avenue and built a home and conducted a day school. The Methodist Church also received land at the same time and conducted a school, as did the Quaker Meeting. The most famous of Milford schools was the Milford Academy (later North Milford High School) that was in operation as early as 1803. Sometime after 1810, the Academy moved to a one story brick building on the corner of NW Second Street and North Street. It was enlarged sometime around 1818 to two stories. This was a private school until 1846, when it was purchased for a public school. Other private schools in town were the Classical Academy, as well as a number of small schools conducted in people's homes.

The Milford School District covers an area of 166 square miles in central Delaware including areas of both Kent and Sussex County. The district serves nearly 4,000 students including those living in the City of Milford and the Towns of Lincoln, Ellendale, Houston, and Slaughter Beach. The school district is one of Milford's largest landowners, employers and traffic generators. District operating costs are financed by the State of Delaware General Fund, land and capitalization taxes.

Four of the Milford School District's five schools are located within city limits: Milford Senior High School, Milford Middle School, Lulu M. Ross Elementary School, and Benjamin Banneker Elementary School. Close by, in Lincoln, is the Evelyn I. Morris Early Childhood Center. With the exception of the Middle School, the schools are all currently operating at capacity.

Milford Senior High School, located at 1019 N Walnut Street, was built in 1963 and serves grades 9 through 12 for the entire Milford School District. The school contains 57 classrooms and the last remodeling project was completed in 2001. The 2001 enrollment was 1,004 students, down only by 27 students from the 2000 enrollment of 1,031. The teacher/student ratio for the 2001-2002 school years was one teacher per 14.6 students. Students at Milford Senior High School are required to choose one of four Career Pathways in their freshman year. In addition to core curriculum classes, they must choose "pathway" courses from Arts and



Sciences, Business Technology, Technology, or Visual and Performing Arts. The High School's performance ratings are: 2001-02 "Commendable," 2002-03 "Under Academic Review," and 2003-04, "Academic Watch, Under Improvement."



Milford Middle School, located at 612 Lakeview Avenue, was built in 1928 and now serves grades 6 through 8. The Middle School building, though approximately 74 years old, was last remodeled in 1995 and contains 80 classrooms. The 2001 enrollment was 1,186 students, and in 2000 the enrollment was 1,214 students. The teacher/student ratio for 2001-2002 school years was 15.6 students per teacher. As with the High School, the Middle School student population decreased in 2001 from 2000 by 28 students. The Middle School's performance ratings are: 2001-02 "Commendable," 2002-03 "Under Academic Review," and 2003-04, "Academic Watch, under improvement."

The original Benjamin Banneker Elementary School, located at 449 North Street, was built in 1918. The old building was last remodeled in 1970 and contains 27 classrooms. The School District completed construction on the new elementary school in 2003. The old school was demolished when the new facility opened and serves grades 3 through 5. The 2001 enrollment was 395 students, and in 2000 the enrollment was 463 students. The teacher/student ratio for 2001-2002 school year was 13.2 students per teacher. As with the High School and Middle School, the school has seen a student population decrease in 2001 from 2000 by 68 students. The School's performance ratings are: 2001-02 "Commendable," 2002-03 "Superior," and 2003-04, "Superior."



The Lulu M. Ross Elementary School is located at 310 Lovers Lane and was built in 1957. The school serves grades 3 through 5. The building, which originally contained 12 classrooms, doubled that number in 1959. The school continued to expand in 1992 with the addition of 6 more classrooms, and during the 2000-2001 school years 4 more classrooms were added in addition to the renovation of the existing building. The 2000 enrollment was 598 students, and in 2001 the enrollment was 552 students, a drop in the enrollment by 46 students. The teacher/student ratio for 2001-2002 school years was 15.1 students per teacher. In 2003 the school was named a Delaware "Model of Excellence," and in 2004 was nominated as a "Blue Ribbon School" under the No Child Left Behind legislation. The school's performance ratings are: 2001-02 "Commendable," 2002-03 "Superior" and 2003-04 "Superior."

The Evelyn I. Morris Early Childhood Center is located at 8609 Third Street in the neighboring town of Lincoln and serves grades PK - 2. When it was built in 1931 it contained 4 classrooms. The building was later enlarged in 1958-59. Due to declining enrollment in 1979 the school was closed. In 1992 the school was renovated and additions were added and the school reopened in September 1993. It's most recent remodeling was completed in 2001. The 2000 enrollment was 436 students, and in 2001 the enrollment was 458 students. The teacher/student ratio for

2001-2002 school year was 18.3 students per teacher. The school's performance ratings are: 2001-02 "Commendable," 2002-03 "Superior" and 2003-04 "Superior."

Some of the Milford School District's facilities are available for use on a rental basis to public groups in the community. Rentals may be contingent upon the date, time and type of use desired. Athletic facilities that can be rented include running tracks, open spaces for field play and indoor basketball courts. These facilities are located at the High School, Middle School, Ross and Banneker Schools. Though these facilities are available, the usage may be limited as deemed necessary by the District for security reasons and to control expenses incurred by usage.

The Milford High School is also suitable for use as a Red Cross Emergency Shelter. The City of Milford, through a grant from the Federal Emergency Management Agency, donated \$100,000 to the new Banneker building fund, for the addition of washroom facilities and emergency power connections so that the new building could also be used for an emergency shelter.

The City zoning ordinance currently recognizes schools as a suitable conditional use within two of its three residential districts. It is recommended that the ordinance be amended to include school facilities as suitable conditional uses within all residential districts. The placement of schools within neighborhoods, where school children live, can assist in traffic management and the opportunities to use walking as a transportation mode.

The City of Milford will continue to participate with the School District in planning to accommodate potential enrollment growth in all five schools. School facilities should continue to be available to the adult and school age population for social, educational, and recreational opportunities during after-school hours.

CHAPTER 9 CITY INFRASTRUCTURE

Water System

The City of Milford operates a water system to serve the entire city, and a number of residential and commercial properties beyond the City limits. The system is interconnected across the Mispillion River at a number of points and performs as a unified system which is among the ten largest systems of Kent and Sussex Counties.

The City manages water use through a Water Ordinance defining the City's services and fees. Connection to the system is required for any developed property abutting the system. Public drinking water supplies independent of the City are not permitted. Wells however are permitted for local irrigation. A number of industrial facilities within the City have wells to supply their process water. The City's rate structure is regularly reviewed and water rates are currently in line with operations and maintenance needs for the system.

Milford utilizes 10 DNREC-permitted public water supply wells, operates 4 water treatment plants, and owns two 250,000-gallon water towers and one 500,000-gallon tower. Water usage varies seasonally, and on average ranged from 2.3 million to 3.4 million gallons per day during 2006. As the City steadily grows, the water demand has increased.

The Sussex County Comprehensive Plan does not acknowledge Milford's public water system within its Water/Wastewater chapter, although Milford includes over 1000 connections in Sussex County. Sussex County's "Public Water Systems" map accurately shows the existing Milford system area, and includes an area listed as "Potential Future Public Water System" that implies extension of the system to areas to the east and west of the City.

Water Supply

The City presently has 10 wells with pumping capacities ranging from 80 to 530 gpm. An 11th well, No. 4R went into production in February 2008. If all wells were activated, a maximum discharge of 2769 gpm could be utilized. Table 8A lists the city's production wells and general information about current capacities.



TABLE 9A: City of Milford Public Water Supply Wells

WELL ID	DNREC PERMIT	CURRENT CAPACITY (GMP)	AQUIFER TYPE	SCREEN INTERVAL	PUMP CAPACITY (GPD)
WELL NO 1	10250	317	CONFINED	220-236	456,480
WELL NO 2	10187	131	CONFINED	220-236	188,640
WELL NO 3	102338	82	CONFINED	312-342	118,080
WATER PLANT TOTAL		530			763,200
WELL NO 4R					
WELL NO 5R	208591	LESS 100	CONFINED	293-328	432,000
KENTON PLANT TOTAL					432,000
WELL NO 9	10192	250	UN-CONFINED	39-59	360,000
WELL NO 10	69356	151	CONFINED	444-466	217,440
WELL NO 11	69357	99	CONFINED	317-335	142,560
WELL NO 12	69355	450	CONFINED	215-254	648,000
SEABURY PLANT TOTAL		950			1,368,000
WELL NO 13	69344	533	CONFINED	401-441	767,520
WELL NO 14	69343	456	CONFINED	284-309	656,640
10TH STREET PLANT TOTAL		989			1,424,160
CITY TOTAL		2769			3,987,360

The City regularly compares water sales with metered water production to monitor leaks and malfunction. The Department is also a member of the Delaware Rural Water Association, and utilizes their equipment for specific leak detection programs. It is the City's intent to meter all water users.

The average daily water usage for 2006 was 2,510,042 gpd. Assuming the largest production well could not be utilized, the City has the capability to produce 3,219,840 gpd or 128% of the average daily demand. With all wells in service the production capability rises to 3,987,360 gpd or 159% of the average.

The "Ten State Standards", a widely-used water system standard developed by a coalition of states in the Great Lakes Region, requires that the total developed ground water source capacity exceed the average day demand with the largest producing well out of service. The City exceeds this capability by 709,798 gallons. This correlates to an availability of 2535 EDU's based upon estimated peak usage at 280 gpd/EDU.

Water Treatment

Treatment facilities include iron removal and aeration at the Seabury Avenue and 10th Street Treatment Plants. Other wells are of sufficient water quality and only require chlorination for disinfection.

Finished Water Storage

The City has three elevated water tanks. The locations and sizes of the tanks are as follows:

<i>Location</i>	<i>Size</i>
Pearl Alley & Washington Streets	250,000 gallon
School Lane (Behind Dentsply/Caulk)	250,000 gallon
Tenth Street	500,000 gallon

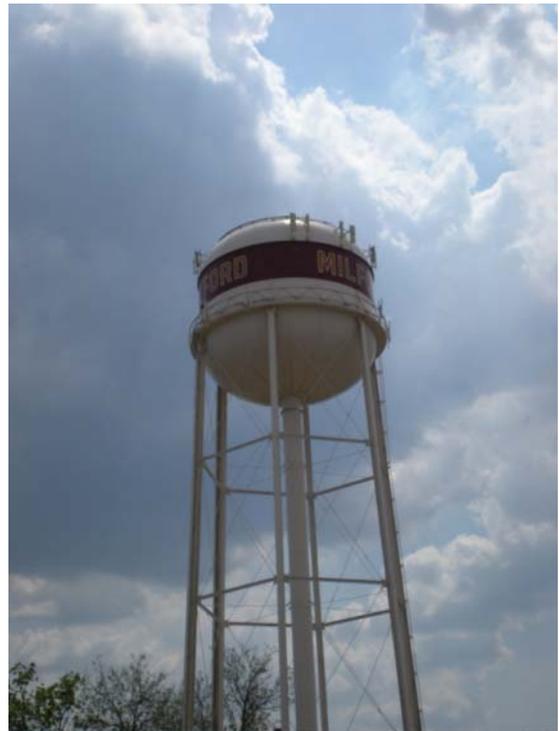
The total storage capacity of the elevated tanks is approximately 1,000,000 gallons. In addition the City has approximately 100,000 gallons of ground level storage in clear wells at the treatment facilities.

The "Ten State Standards" requires storage facilities to have sufficient capacity to meet domestic demands and fire flow demands. The City currently has 1,000,000 gallons of storage versus an average daily demand of 2,510,042 gallons. Hence, the City has storage capacity for approximately 9.5 hours of usage. This storage capacity is adequate to meet peak demand fluctuations. Storage for emergency use is less critical in Milford because the production and treatment facilities are equipped with standby power to operate during electrical outages.

Water System Proposed Improvements

Proposed annexation areas can be served by extension of the existing water distribution network. An additional well with chlorination to the south is recommended to provide additional raw water supply and maintain chlorine residual levels in areas which have new subdivision approval, but minimal water usage. As development continues to the south, an additional water tower is recommended, to maintain system pressure and meet fire flow demands. Elevated storage between 500,000 gallons to 1,000,000 gallons should be constructed within a 5 to 10 year time frame, depending on the progress of build-out within the subdivisions and proposed annexation areas. Meetings with land owners in this area are scheduled, regarding water; sewer extensions and storage are scheduled for late 2008.

There are two major industrial users within the City, the Perdue Plant and Sea Watch International, both operating in the food processing business.



Perdue operates its own industrial wells to supply process water to the plant. In addition, Bayhealth's Milford Hospital and the associated medical services are a major component of commercial water use.

The City's water distribution system has been maintained continuously and has no major problems within the current service area; however, expansion to the southeast is beginning to extend the system to the point where new production, treatment and storage facilities should be investigated.

Sanitary Sewer System

The City owns and maintains a wastewater collection system that is interconnected across the River, to serve both Kent and Sussex County residents. No Sussex County regional facility is available to Milford. The Sussex County Comprehensive Plan shows a "wastewater study area" for an area similar in area (although the outlines do not match exactly) to the Milford Annexation Plan area; however, there are no plans for Sussex County to develop wastewater collection or treatment service within this Update timeframe (2008-2013).

Milford contracts with Kent County for wastewater treatment of all flows collected by the City system. The Kent County Regional Wastewater System, which was created in the early 1970's, has its central treatment plant located 5 miles north of Milford. The treatment plant had a NPDES discharge permit of 15.0 million gallons per day in 2001. The Kent County wastewater treatment plant is located within the Murderkill River watershed. According to the Long-Range Wastewater Master Plan, November 2001, the Frederica plant can be both upgraded and expanded to accommodate future flows.

Kent County owns and operates a major pump station in Milford, PS No. 7. The Station discharges to a 24 inch force main which runs north along Rehoboth Boulevard to DE Route 1 and hence to the Frederica plant. Other pump stations within the Milford collection system are owned and operated by the City of Milford.

The City's wastewater collection system has been upgraded since 1990 to separate the storm water collection from wastewater. In 1993, a comprehensive Infiltration and Inflow study of the system was conducted, and problem areas were identified and corrected. As the wastewater system continues to age, additional project areas will be identified for upgrade or replacement to preserve capacity through reduction of inflow.

In 1995, odor problems associated with an industrial user at the Fischer Avenue Pump Station were corrected. In general, the sanitary sewer system is operating well and no major capital improvements are needed for the current level of service.

Sewer mains continue to have capacity to accept additional flows from within the City center; however future areas of annexation will require new pump stations and new routing arrangements.

The Sussex County Comprehensive Plan shows a halo of "Study Area" around the City. This area is the same as what is shown on Figure 4, Public Water Systems, for future service, and it is assumed that Sussex County's growth projections show Milford's growth in these areas.

Kent County's Comprehensive Plan places the current City of Milford and most of its Annexation Plan area within the Growth Overlay Zone, which is the County's proposed wastewater service district. Milford's plan differs from Kent County's plan by designating the wedge of land surrounding Woodshaven (Growth Area 4-North, Map No 14A) as "Area of Concern." Although this "Area of Concern" is not included in the Annexation Plan, it should be noted that Milford already has water service facilities in this area.

The City has agreed to follow the County's policy of discouraging large subdivisions utilizing individual wells and on-site wastewater disposal in this area bound by Swan Creek and the Mispillion River. Any significant residential development that might be proposed to Kent County should be encouraged to utilize water and wastewater services available through the City.

Wastewater System Operations

The City of Milford owns and operates its own wastewater collection and pump station facilities, which are tied at PS 7 to the Kent County Wastewater Treatment facility east of Frederica.

The City of Milford maintains a Sewer Ordinance assuring that all properties within the City or annexed to the City which generate wastewater are connected to the municipal sanitary sewer system. No privately owned systems are permitted within the City, unless grandfathered per the ordinance. No existing individual system may be replaced after failure; rather, the property owner is required to tie into the City's collection system. Wastewater collection service to users beyond the City limits is permitted. Under the Ordinance, fees are reviewed periodically to assure adequate receivables for operations and maintenance, debt service, and to prepare for replacement of equipment. The current ordinance and the review procedures contained within the ordinance are appropriate and adequate to support the City's wastewater facility and its anticipated growth.

Recent adoption of new Total Maximum Daily Load (TMDL) environmental regulations for wastewater discharges into the Murderkill watershed in central Kent County, will affect Kent County's wastewater discharge (NPDES) permit. The County is currently reviewing a variety of options to comply with the new regulations, with one objective being to limit the anticipated rate increases associated with compliance. The City of Milford supports the County's efforts to identify a sustainable, least-cost alternative.

Sewer Facilities Upgrades Required for Growth Areas

In order to visualize this Sewer Facilities Upgrade, please refer to the Future Land Use and Neighborhood Maps.

Growth Area - North

This area is divided by significant physical features and would be served in several separate sub-areas. The first sub-area is north of the existing railroad tracks in Kent County. Currently, one industry, Baltimore Air Coil, is served by the City in this area. In 2004, the City constructed a sewage pump station and force main to service this facility. Undeveloped areas near the plant

are not significantly subdivided. Currently there has been one preliminary subdivision submitted near the Baltimore Air Coil facility, however, should subdivision take place, it could be served by a combination of gravity sewer service with an additional pump station as the site grading requires.

The second sub-area, north of Haven Lake and south of the railroad crossings, would be further divided into two service areas based on the contributing drainage area surrounding Haven Lake Estates and North Shores. A pump station for each drainage area would be required with a gravity collection system. The Haven Lake Estates force main would then discharge to the North Shores system, which would be discharged to the existing gravity collection and pump station located near Route 113.

Additional flows from the above areas will require upgrades to the Truitt Avenue pump station which are in design, and are to be paid for through utility agreements with developers.

Sub Area One

A portion of this area would be served by gravity sewer extending either through the next phase of the Greater Milford Business Park or the Knott's Landing subdivision. An additional regional pump station which would be located near Bowman Road or Church Hill Road, possibly within the proposed Dogwood Meadows subdivision, would serve the majority of this area. This pump station would then convey the discharge via a force main to the north to a direct connection to the County's force main. For individual developments that may occur south of Church Hill Road, local lift stations in combination with gravity sewer may be required to direct flow to the regional pump station.

Sub Area Two

Existing sewer service is provided through the County for Colony West Apartments. A county-owned pump station currently provides service for this area. Extension of the existing gravity service is proposed through expansion of Kent County Sewer District No. 1 and would provide additional service west of Route 1.

Existing businesses located on the east side of DE Route 1 utilize on-site disposal systems. Effluent from these systems flows via the groundwater to the Swan Creek drainage. Elimination of these systems is desired by the City. A gravity collection system with a pump station and force main tie-in to the County would be required to provide service for existing commercial properties and proposed development located on the east side of Route 1. The east side of Route 1 could either remain part of the City's system or be an additional expansion of Kent County's sewer district.

Sub Area Three

The subdivision of Woodshaven is located within this area. This Plan prefers elimination of individual septic systems and use of public wastewater collection and treatment for any residential land use within the drainage of Swan Creek and the Mispillion.

To extend wastewater service to this area, a gravity collection system with a pump station would be required, located south of New Wharf Road and east of Route 1. A gravity sewer extension will be necessary east and west of Route 1 for areas not currently sewered, but within existing city limits to the north of this area and also for properties east of Route 1, but west of the existing city sewer system. The gravity sewer would convey sewage to the pump station, then be pumped via a force main crossing Route 1 and extending to the existing gravity collection system near Rehoboth Boulevard (Business Route 1).

Growth Area - Southeast

The recently completed southeast sewer system improvements extended sewer service to accommodate much of this growth area. A sewage pump station at Shawnee Acres serves as the point of collection for the Shawnee Acres development along with new subdivisions of Orchard Hill, Hearthstone Manor, and the Meadows at Shawnee.

Sections of Eastman Heights and the proposed Isaac Farm subdivision would also be capable of gravity flow to this pump station. Areas south and east of Hearthstone Manor, including Matlinds Estates would require additional pumping facilities. The properties fronting along Beaver Dam Road would be serviceable by a gravity collection system extending to a proposed pump station at the intersection with Cedar Beach Road. The properties fronting along Business Route 1 would require an additional pump station with force main discharge to the existing gravity collection system along SE Second Street. The growth in the southeast will eventually require upgrades to the Fisher Avenue Pump Station and Kent County Pump Station No. 7. Additional discussion is contained in Growth Area Southwest, below.

Growth Area – Southwest

This area consists of several properties which have had preliminary subdivision plans reviewed and approved by Planning Commission and City Council, namely Central Parke, Simpson Farm, and Walnut Village. In addition, several additional properties (the Ruby Vale Farm and the Potter Farm) have made preliminary contact with the City regarding the availability of water and sewer. These areas will be served by a mix of gravity sewer mains and pump stations all of which will eventually drain into the Washington Street Pump Station. Washington Street Pump Station presently conveys flows via a force main to the existing gravity interceptor main in NE Front Street. The flow then continues to Kent County PS No. 7.

The City completed a General Wastewater Facility Planning Study in 2004. The study identified redirecting flows from Growth Area 6 as the least cost alternative for meeting the wastewater transmission demands of this area as it develops. It is proposed that the existing Washington Street P.S. be abandoned, with flows conveyed via gravity to the Fisher Avenue Pump Station which will be expanded in order to accommodate the relocated Washington Street Pump Station flows and the proposed developments/areas contained in Growth Areas 5 and 6. The removal of the flows from the Washington Street Pump Station to the gravity interceptor along NW/NE Front Street will result in additional available capacity in the interceptor to accommodate the potential flow increases from Area North.

Electric Service

The City has had an electric system since 1887. Unlike many Delaware municipalities, the City continues to serve as a power retailer to the residents. The City of Milford is also partners with Delaware Municipal Electric Corporation in a peak load management system. The DEMEC plant is located in Smyrna, Kent County.

The electric system operates throughout the City on a variety of circuits. Electric service is also provided to customers outside the City limits in both Kent and Sussex County. In addition to power, the City is also upgrading the City's service with fiber optic cable for high-speed data transmission.

In 1994 a severe ice storm knocked out power to most of the City for three days or more. Today, most of the City's power lines remain above ground, and the City has adopted a regular tree trimming and line protection program. Whenever possible new service is installed underground as part of the City's hazard mitigation efforts.

In 2001 the City implemented an Electric Systems Planning Study (completed by Progressive Engineering, Inc.). The City is currently extending a fourth circuit from the substation to the US Route 113/Walnut Street quadrant that will include the properties being proposed for annexation. Further electric service extensions will be required to interior facilities when constructed. Any interior service extensions are at the expense of the developer, and constructed to the City of Milford Standards.

Transportation

Milford lies at the dividing point between two major north-south transportation corridors through Sussex County. Delaware Route 1, also known as the Coastal Highway, runs southeast from Milford, parallel to the Delaware Bay shoreline to Rehoboth Beach, where the highway swings south along the Atlantic Coast. DE Route 1 is a major hurricane evacuation route away from the Atlantic coast. US Route 113 runs through Milford, at a point approximately midway between Dover and Georgetown. Also radiating out from Milford are: DE Route 36 east to Slaughter Beach, and west to Greenwood; DE Route 14 west to Harrington; DE Route 15 northwest to Camden and DE Route 30 south-southeast to the Milton area and on to Millsboro. Map No. 13 shows the Functional Classification of roadways in the Milford area.

Local Issues

Growth trends and pressures across central and eastern Sussex County will have significant impacts at Milford's location as a meeting of many ways. Local interior streets reflect Milford's growth on both sides of the river, which has produced a road layout radiating in systematic blocks from a meandering center along the Mispillion River. Within town, DelDOT studies have shown that most of Milford's intersections function with acceptable levels of service, but along many older streets the sidewalk and curb conditions are deteriorating.

Pedestrian and/or bike access to work sites, shopping and schools are important elements supporting the of the City's Economic Development Plan, DelDOT's 2002 Statewide Long-Range

Transportation Plan (SLRTP) and the 2004 State. Principle 1 of the 2002 SLRTP is to target investments into designated growth areas, such as the State Strategy levels 1, 2 and 3 that overlay the City (see Map No. 5). In the center of the City, multimodal investment, such as public transit, walkways, and bikeways should be promoted as providing the greatest number of transportation options.



Milford fits well into the State's public transit system. The City's location at the junction of Route 1 and US Route 113, as well as Routes 14, 15, 30 and 36, make Milford a good choice for bus transfer points and express routes. As the City grows, additional bus service should be considered by DART.

DE Route 14 includes NE to NW Front Street within Milford, and is the site of portions of Milford's Transportation Enhancement projects.

In addition, part of DE Route 14 lies within the North Milford Historic District. Heavy vehicle traffic is perceived to be significant. Trucks originating at various industrial businesses on the northeast side of the City pass through the Downtown district on North Front Streets to get to US Route 113. Civic groups have raised concerns that truck traffic may damage the historic structures within the North Milford Historic District. There is concern that the heavy vehicles add extra stress to the brick cross walks and landscaping constructed as part of the various phases of the Transportation Enhancement project which is promoted by Downtown Milford, Inc. NW Front Street is posted with signs indicating a weight limit of 27 tons.

Greater Milford Area Issues

DeIDOT has identified US Route 113 and DE Route 1 as Principal Arterial roads which move significant volumes of traffic around the historic center of Milford. It is at the city limits of Milford that two intersections with problems have been identified by DeIDOT.

On the west in Kent County, at the intersection of Canterbury Road (DE Route 15) and Milford-Harrington Highway (DE Route 14), is targeted for improvement.

On the east in Sussex County, the intersection of Wilkins Road and DE Route 1 is a source of concern, as documented by the Sussex County Comprehensive Plan and by the intersection's inclusion on the DeIDOT Capital Improvement Plan listing. This intersection is commonly noted as "difficult to cross" by residents of the Milford area who use the local Road 206. The intersection is currently a flashing yellow light for through traffic on Route 1 and flashing red for the cross street traffic. Although identified for improvement, the intersection is in the design phase.

The US 113 N/S Study focused on both corridor preservation and a bypass alignment in the vicinity of Milford. The City has been an active participant in the working group, as well as working with DeIDOT directly to development access management strategies for the future.

Transportation Plan

The transportation plan is divided into a local component, which the City has some control over, and a regional component, which the City hopes will continue the dialog with DeIDOT and both Kent and Sussex County regarding future transportation projects.

The local plan focuses on transportation alternatives that dovetail with the Economic Development and Parks elements. Most of Milford's streets are bound by sidewalks and the City has a long-term commitment to improve pedestrian safety and convenience. Transportation Enhancement funding has been used to complete sidewalks in both Sussex and Kent County in the vicinity of the Milford Middle School, Banneker Elementary School and from the Milford Crossing apartments to Buccaneer Boulevard. Prioritization of sidewalk projects has generally considered the pedestrian traffic, moving to and from the primary schools within the City. Future sidewalk improvement projects are being developed for the streets in Sussex County in the vicinity of Lulu M. Ross Elementary School.

The Mispillion Riverwalk is a major component in linking the municipal parking lots in the downtown area to businesses and services located there. As park elements are added, new parking is also planned, linked to the downtown by brick walks and footbridges over the river and its tributaries.

Minor street rehabilitation is planned for various areas within the City.

On a larger scale, the City is preparing the scope for a bridge repair project for the bridge over the Mispillion River at Washington Street. In addition to safety considerations, the City will integrate the bridge into the Greenways design and with the previous Downtown streetscape

projects. The streetscape component ideally would extend to the corner of Washington and SE Second Street, along the Milford Public Library property. This project has been put forward both through the Transportation Enhancement, and through the Kent/Dover MPO.

The City would like to address the concerns of civic groups regarding truck traffic on NW Front Street, as indicated on Map No. 13. The City has initiated discussions with the Dover/Kent MPO regarding how best to determine whether the perceived vibrations are a significant problem. With the assistance of DeIDOT and the MPO, the City would like to evaluate alternative routes for trucks. Heavy vehicles detract from and damage the streetscape elements along NW Front Street. Such a study would fit within Strategy 1 of the Long-Range Transportation Plan.

In addition to the areas designated for multimodal investment, DeIDOT also focuses its 2002 SLRTP on balancing the principles of providing transportation opportunities for economic growth with cost-effectiveness – this balance can satisfy moderate growth with sustainable solutions.

The regional section of Milford's transportation element is a policy promoting capacity preservation on roadways serving Milford's commercial and employment centers by supporting DeIDOT's efforts to identify routes for through traffic. Locally, the City is promoting the use of service roads to link businesses and commercial clusters and to limit the need for frequent highway entrances onto US Route 113 and Delaware Rt 1.

Originally, the City advocated for a limited access by-pass to the west of Milford, extending from the Thompsonville Road area, southwest to Canterbury Road, and south utilizing an improved Canterbury Road, and hence south and east to rejoin US Route 113 in the Lincoln area. The objective of the western improvements included: 1) more rapid travel to Georgetown and south, 2) a reduction of through traffic on US 113 within the City, and 3) diversion of beach traffic bound for points south of Dewey Beach from DE Route 1.

A proposed western by-pass was suggested for consideration which would have made the Milford section of the US Route 113 evacuation route more effective. This alternative, among others, was the focus of an intensive DeIDOT planning study entitled "US Route 113 N/S Study."

The City's policy is to continue to work closely with DeIDOT regarding the N/S study goals. During 2004, the City voluntarily deferred infrastructure work and annexation proposals in order to participate in, and to accommodate this process.

Under any circumstance, the City of Milford will not issue a final site or subdivision approval without prior DeIDOT permits and approvals for a project. While the US Route 113 N/S Study is in an undetermined state, the City will provide information regarding the DeIDOT study, and contacts at DeIDOT regarding the need for and/or location (if known) of ROW to all parties requesting annexation. A Map is available which shows the general areas of the N/S Study. Specific route alternatives may be requested from DeIDOT.

Under the federal Surface Transportation and Uniform Relocation Assistance Act of 1987, parcel-specific negotiations for ROW must be between the property owner(s) and DeIDOT. Such negotiations will be needed, regardless of whether or not a landowners requests annexation into the City of Milford.

“Beach traffic” demands on Delaware Route 1 are well documented in DeIDOT studies and in the Sussex County Comprehensive Plan. Diverting traffic from DE Route 1 to a point south of Milford on US Route 113 can provide relief on the Coastal Highway, and shorten travel time to Delaware and Maryland beaches south of the Indian River inland bay according to DeIDot studies.

Map No. 14 includes four areas, identified as Neighborhoods, which are included in Milford’s annexation plan. These areas are not included so much to express a desire on the part of the City to encourage growth, but in acknowledgment of current growth trends, annexation inquiries and subdivision activities. The Office of State Planning, through the State Strategies has identified these areas for rural rather than urban development and DeIDOT has indicated that additional access or access expansions onto DE Route 1 will not be funded. The City has no issue with these policies except where transportation, water and sewer infrastructure are already available and could be utilized. In these places, the City should be permitted to improve or extend its services.

DeIDOT has no implementation schedule for access modifications on Milford’s eastern section of DE Route 1, however preliminary designs have been put forward as follows. At NE Tenth Street, DeIDOT will eventually close the median off DE Route 1, limiting the turning movement from NE Tenth Street to right turns (south-bound) only.

At NE Front Street/New Wharf Road, an overpass and ramps will be constructed. This overpass will permit a safer, more convenient crossing of DE Rt 1. The overpass and ramp intersection may have the unintended consequence of encouraging development in an area which DeIDOT and the Department of Agriculture have specifically indicated as sensitive; however, this plan has positive access improvements for the Milford Police Department.

Milford supports the design of DE Route 1 as a limited access highway. DeIDOT’s plans for the highway, under the Corridor Capacity Preservation Program, do not conflict with the Annexation and Land Use Plans presented in this Update. No new access is being requested under this plan.

DeIDOT has plans for a grade-separated interchange at Thompsonville Road, north of Milford, including a bridge over Route 1 and ramps connecting the two roads. This robust interchange could be incorporated into a western routing of traffic destined to Harrington or local traffic to residential areas.

Proposed Borrowing for Water, Sewer and Electric Improvements

On January 28, 2008 a proposal was submitted by City Staff to improve the Electric Service, Water Service and Sewer Service to the residents of the City of Milford. The proposed projects include the following:

Water System improvements (estimated cost)	\$5,000,000.
Sewer System Improvements (estimated cost)	\$4,500,000.
Electric Improvements (estimated cost)	\$5,500,000.

Current Conditions

Under current conditions the Water System cannot meet the peak demands with one well and or treatment facility out of service. Maintenance is needed on the Water towers, wells and treatment facilities. Significant inflow and infiltration of groundwater and storm water into the Sewer system that unnecessarily increases the costs of users' payments to the Kent County Sewer Authority. An aging Sewer System infrastructure is in need of maintenance and rehabilitation and the electric system is operating above optimum capacity. The electric load from 2 of the 4 circuits cannot be shifted to other circuits.

Water System Improvements

The proposed projects include the following: Construction of Production Wells, Treatment Facility, and Water Tower.

The Current daily capacity is approximately 4.00 MGD with an average daily flow from 2002-2007 is 2.37 MGD with peaks of 4.00 MGD. The city has a 1.0 MG of storage capacity (36.3% of average daily flow and 25% of peak flow). Industry standards recommend one day's storage. The City does not have the ability to meet the current peak demands with one well and/or treatment facility out of service. In addition repair work is needed on existing water towers and water plants that will require taking them out of service for a period of time. The City is required to comply with Source Water Protection requirements as mandated by the Safe Drinking Water Act of 1996.

Estimated Project Costs: (Construction and Engineering)

Water Tower	\$3,000,000.
Wells and Treatment	\$1,500,000
System Mapping	\$500,000.
Total	\$5,000,000.

Projected Costs to Users:

There is debt capacity available within the current rate structure and no rate increase is needed to support the projected costs. Under this arrangement new connections are subject to an impact fee of \$1,845. Per EDU.

Sewer System Improvements

Additional sewer system improvements include the following:

1. Pumping Station Upgrades
These include repairs and improvements to the Fisher Avenue and Washington Street pumping stations. These repairs and improvements will modernize older equipment at the stations and reduce odors emitted from the stations.
2. Extensions to Areas not served by sewer
This will allow the City to work with areas within the City and areas identified for annexation that are currently not served by public sewer. This also eliminates existing or failing septic systems in Milford that could have an adverse impact on the waterways and the City's drinking water sources.

A major item to address under the Sewer System projects is the Infiltration and Inflow(I&I) study and removal projects. These projects include the replacement of the Sewer main at N.E. Front Street The study of other areas of the system for high concentrations of I&I. The removal of a percentage of groundwater and storm water from the existing system would reduce unnecessary operations problems and associated costs. These existing concerns/problems increase treatment costs paid to Kent County. The estimated cost not to remove I & I in FY06-07 was \$615,000. The City of Milford's goal is to reduce I & I by a minimum of 25% and create an annual cost savings of \$153,750.

Estimated Project Costs: (Construction and Engineering)

Infiltration & Inflow Study & Projects	\$ 200,000.
N.E. Front Street I & I Project	\$2,100,000.
Pumping Station Improvements	\$1,900,000.
Extensions to Areas not served	\$ 300,000.
Total	\$4,500,000.

Projected Costs to Users

The final year of the three year phase in for sewer rates will increase the monthly base fee by \$1.50 and the usage rate by \$0.10/1,000 gallons. New connections are subject to an impact fee of \$975. Per EDU.

Electric System Improvements

Electric system project include a new electric substation, and transmission and distribution system improvements.

The current substation on the SE side of the City was constructed in 1988 with four circuits and is the only point of service for the City of Milford. Each circuit is designed for optimum performance at 10 MW, however, the demand on each circuit is 12 MW (48 MW total) The demand over 10 MW results in lower system efficiencies, reduced service quality, and reduced reliability that ultimately equate to higher costs. An additional circuit could be constructed out of the existing substation; however, it is not economically feasible or practical.

Current demand trends since 1993 project that the system demand will increase to 56 KW by 2010 and 68 KW by 2015 an 4.5% annual increase. Therefore a proposed second substation on the NW side of the City will provide a second service point and a distribution system that will parallel the existing system.

Estimated Project Costs: (Construction and Engineering)

Substation	\$2,750,000.
Transmission & Distribution	\$2,750,000.

Projected Costs to Users:

The projected cost to the users is as follows; there is debt capacity available within the current rate structure and no rate increase is needed to support the projected costs. New connections are subject to a minimum impact fee of \$600 for a 200 amp service and \$1,200 for a 400 amp service.

Consideration of the Alternatives:

There may be a potential reduction of economic activity in the City of Milford for existing and new businesses if these improvements are not made. The maintenance of the systems becomes more difficult and results in an increased costs and aging infrastructure. The service reliability is reduced and jeopardized. Projects are delayed to a time when construction and financing costs are higher. The delay of these projects results in adverse environmental impacts. There are associated costs and loss of potential revenues and no new utility customer's results in higher increase in user rates.

Timeline for City Council and the public:

A Public Hearing was held on January 14, 2008. A Special Election was voted on and approved on February 23, 2008 by a vote of 135 to 28. The Design and Construction is anticipated to start in 2008-2011.

CHAPTER 10 ENVIRONMENTAL ISSUES

Water Quality of the Mispillion River

The City of Milford is located on the Atlantic Coastal Plain, within the drainage to the Delaware Bay. The City is less than 10 miles from the Bay, which generates a mild climate year-round. Average monthly temperatures range from 76o to 32o F. The average annual rainfall is 45 inches. Rainfall runoff flows to ditches, small streams and rivers dependent on the ground surface topography. A geographic area that directs surface waters to a common drainage network is called a watershed, and the Delaware Bay Basin has been divided into 16 watersheds. The Mispillion River Watershed includes Milford and much of the Greater Milford area. To the north of Milford, surface water flows to the Murderkill River Watershed.

Milford is located within the Mispillion River watershed, which is an impaired watershed according to Section 303(d) of the Clean Water Act. Under Section 303(d) of the 1972 Federal Clean Water Act (CWA), states are required to identify all impaired waters and establish total maximum daily loads to restore their beneficial uses (e.g. swimming, fishing, and drinking water). A TMDL defines the amount of a given pollutant that may be discharged to a water body from point, nonpoint, and natural background sources and still allows attainment of maintenance of the applicable narrative and numerical water quality standards. A TMDL is the sum of the individual Waste Load Applications (WLAs) for point sources and Load Allocations (Las) for nonpoint sources and natural background sources of pollution. A TMDL may include a reasonable margin of safety (MOS) to account for uncertainties regarding the relationship between mass loading and resulting water quality. In simplistic terms, A TMDL matches the strength, location and timing of pollution sources within a watershed with the inherent ability of the receiving water to assimilate the pollutant without adverse impact. A Pollution Control Strategy (PCS) specifies actions necessary to systematically achieve pollutant load reductions specified by a Total Maximum Daily Load for a given water body, and must reduce pollutants to levels specified by State Water Quality Standards.

The City of Milford is located within the Mispillion Watershed of the greater Delaware River and Bay drainage. This watershed is assigned a range of nutrient (nitrogen and phosphorus) and bacterial TMDL load reduction requirements that, as mentioned previously, must be met in order to meet the State Water Quality Standards (See table 1).

Delaware River and Bay Drainage	N- reduction requirements	P- reduction requirements	Bacteria- reduction requirements
Mispillion	57%, 88% in Kings Causeway Branch	57%, 88% in Kings Causeway Branch	87%

Table 1: TMDL Nutrient (Nitrogen and Phosphorus) and Bacteria reduction requirements for the Mispillion watershed.

The Mispillion River, from the mill ponds of Haven Lake and Silver Lake, to the tidal reach from Silver Lake spillway to the Delaware Bay, was first listed in 1996 for elevated levels of bacteria, nutrients as well as low dissolved oxygen. The probable sources of the contamination are primarily non-point sources.



DNREC has completed and published a TMDL Study for the Mispillion River watershed and it is available on their webpage. The City will participate in any "Mispillion Tributary Action Team" to assure that the City's interest in improving the River's environment will benefit both its citizens and its businesses.

Groundwater Resources

The City's groundwater resource options are many and varied. Water sources are: unconfined aquifer, Milford aquifer, Frederica aquifer, Federalsburg aquifer and Cheswold aquifer. Water is produced from 11 wells screened in 4 aquifers. Production from the unconfined aquifer is limited to one well, because the shallow water requires filtration for iron removal. Approximately 89% of the City's water production is from the deeper, confined aquifers: the Milford, Frederica and Federalsburg. The Cheswold is not used at this time. Confinement in aquifers naturally protects the City's supply from surface contamination and reduces the City's exposure to reduced productivity during drought conditions.

Groundwater is recharged through infiltration of rainfall and surface waters through the soil systems on the earth's surface. The ability of soils to recharge groundwater resources has been approximated and mapped by the Delaware Geological Survey. Areas of excellent recharge are shown on Map No. 13. In general, large areas of excellent recharge have been mapped to the west of US Route 13, in both Kent and Sussex County. In 2007, new DNREC regulations required the City to protect excellent recharge areas, through limitations on the percent of impervious area permitted by new development. These regulations have been promulgated and have been approved by City Council.

The City's wellhead protection areas have been delineated by DNREC and are shown on Map 13 in combination with the Excellent Groundwater Recharge zones as "Water Resource Protection Zone."

Waterways and Drainage

Milford is divided by the Mispillion River, which has been dammed into a series of lakes to the west of Mill Street. East of Mill Street the river is channelized to Washington Street, where a tidal gate structure restricts normal tidal flows. East of Washington Street the River is unrestricted to the influence of tides and storm surges from the Delaware Bay.

In November 2000, the City of Milford completed a Hazard Vulnerability Study, under a grant from the Delaware Emergency Management Agency. The study's scope was directed at the City's critical facilities and included a survey of fire, hazardous materials, winter storms, and wind and flood risk. Flood hazards were identified as the hazard most likely to affect the citizens and businesses of Milford on a frequent basis.

The Federal Emergency Management Agency (FEMA) administers the National Flood Insurance Program, which evaluates the height of floodwaters, and their probability of occurring. A flood which has 1-in-100-chance of occurring (1 percent chance) in any year is popularly referred to as the "100-year flood". FEMA publishes a Flood Insurance Rate Map (FIRM) illustrating the Special Flood Hazard Area (Zone A or the 100-year floodplain) as 400 to 800 feet wide on the Kent County side of the Mispillion, and 200 to 1000 feet wide on the Sussex County side. The 100-year flood elevations range from 9 feet on the tidal reaches of the River to 16 feet on Haven Lake, with 0 feet being mean sea level.

The City includes a floodway along the River through the historic downtown, from Washington Street up river to the Silver Lake spillway at Maple Street. A floodway is the channel of a stream plus any adjacent land areas that must be kept free of encroachment so that the 1% annual change flood can be carried without substantial increases in flood heights. If a floodway is restricted by new structures, flood elevations may be increased, upstream of the restriction. The floodway in downtown Milford has been heavily developed throughout most of the 20th century; however, revitalization efforts should avoid encouraging additional impediments to flow within the floodplain fringe and floodway itself. Floodplains and drainage ways are shown on Map 3, Natural Areas.

Flood History

Milford is a Delaware Bay community, located less than 10 miles from the coast. Ground elevations range from just above mean sea level in the east along the River, to approximately 45 feet at the north and west boundary of the City. Significant flooding was caused by a hurricane in September, 1935, as 10 inches of rain fell on the City in one day. The original dam and spillway at Maple Street, impounding Silver Lake failed, and the river flooded the original office buildings and manufacturing plants of the L.D. Caulk Company. Today, most of Milford's manufacturing and critical public facilities are beyond the 100-year floodplain of the River.

Milford has been fortunate in the past 60 years to have been missed by tracking hurricanes moving along the eastern Atlantic Coast. Although hurricanes have affected Milford, flooding is more frequently caused by northeaster storm systems and high intensity thunderstorms. Storm surges increase the height and duration of flooding along the tidal reaches of the Mispillion and its tidal tributaries (Swan Creek in Kent County and Deep Branch in Sussex County). Storm surge effects drove several historic flood events in Milford. The Delaware Coast and Delaware Bay area has the highest expected surge elevations in the nation -- 5 feet or higher with a 10-year recurrence interval (FEMA, 1997).

In February 1998, a northeaster storm bottled high tides in the Mispillion flood plain and the downtown bridges on Walnut and Washington Streets were impassable. The flooding did not extend to the 100-year delineation; however the flooding revealed the vulnerability of some public buildings and a parking lot for the State of Delaware fleet vehicles. Although located on high ground above the flood elevation, flooding affected the roadways leading to the Milford Police Station. A fertilizer warehouse located on the riverbank was also flooded and significant product was destroyed.

Intense rain events can cause localized street flooding in many areas around the City. In August, 2000, a severe thunderstorm caused localized road flooding near the Milford High School (one of Milford's emergency shelters) as well as at the level crossing of the Norfolk Southern railroad at South Walnut Street. During the event, rail traffic was stopped, over the concerns derailment and adjacent bank instability of flood-induced derailment and adjacent bank instability.

Mispillion River

Historically, the Mispillion River and its tributaries powered the commercial and industrial enterprises, which generated the wealth of Milford. Numerous mills, including sawmills used to supply the wood for Milford's shipyards were located on dams which have shaped the "waterscape" of Milford today. Both working and pleasure boats use the Mispillion in Milford as a homeport. The river is tidal up to the Washington Street Bridge. The normal tide range is 2 feet from high to low tide, but wind conditions influence the river with "blow out" tides which expose the river bottom and northeasters which produce flooding of the rivers banks. Historically, the river had a wider flood plain and wetlands system, but the banks have been filled in and channelized for control of malaria and to support industrial and commercial enterprises.

From the eastern city limits along DE Route 1, the River is sparsely developed and widely flanked by tidal wetlands. At the moveable bridge on Rehoboth Boulevard, the riverbank and flood plain is move heavily developed and a bank stabilization project has been in progress through the Kent and Sussex Conservation Districts/DNREC Soil and Water Conservation since 1998. The project generally consists of riprap placement along the riverbank from the movable bridge at Rehoboth Boulevard to the dam at Washington Street.

The Washington Street dam is a concrete and steel arc with two sluice gates located at the Washington Street Bridge. It is the eastern-most dam within the City. When closed, the dam limits normal tidal flows further up river and provides very limited storage. The structure is submerged at high tide. The bridge at Washington Street was constructed in 1933 and the dam appears to have been constructed at about the same time.

About a ½ mile upstream, a second dam impounds Silver Lake near the intersection of Maple and Lakeview Avenue. The dam is part of the railroad embankment and was built in 1964. The Silver Lake spillway normally impounds 60 acre-feet and consists of a 6-foot high, 90- foot long arc weir made of steel and concrete. The maximum discharge through the spillway is 5,040 cubic feet per second (37,700 gps). A small culvert to the north of the weir provides additional discharge under the railroad and Maple Street along the original river diversion for the nineteenth century Milford Mill, located on Mill Street. Flow from the culvert under the railroad and Maple Street returns to the Mispillion along the remnants of the mill's tailrace.

Kent County Drainages

Swan Creek is on the northeastern quadrant of the Milford area. It flows east for 1-½ miles to the Mispillion River from the outlet of Tub Mill pond. There is limited residential development along the north side of the flood plain, and the community of Woods Haven lies to the south on

a sandy ridge above the flood plain. The 100-year flood elevation is evaluated to be 9 feet. Sections of New Wharf Road which run at elevations less than 15 feet (at the northwest intersection with US Route 113 and at the eastern-most road way crossing the creek) are prone to flooding due to spring tides and combined tidal and runoff events.

Tub Mill Branch in the immediate vicinity of Tub Mill Pond is the most northern of Milford's flood plains. Land use within the drainage of Tub Mill Branch is evolving from agricultural to residential and this change will extend the periods of high discharge from storm water runoff. The 100-year flood elevation is mapped as 9 feet. A low-lying section of Tub Mill Pond Road (north of the pond and just west of US Route 113) is within the flood plain.

Mullet Run drains the northwestern section of the City, flowing from the center of Phase I of Greater Milford Business Complex, southeast into the North Historic District and discharging into the Mispillion through a narrow ditch along the back property lines of properties on Church Street. Development pressures along Airport Road and within the 91 acre Business Complex will extend periods of high discharge from storm water runoff. Elevation of the 100-year flood range is listed as 24 feet west of US Route 113, and ranges from 18 feet just east of the US Route 113 culvert to 10 feet at the Mispillion. A narrow floodway is delineated through the channel from the highway to the Mispillion.

Sussex County Drainages

Deep Branch flows from south to north through Milford's recently annexed residential areas in the southeast quadrant of the City. Its flood plain is mapped from slightly west of the intersection of Marshall and McCoy Streets to the stream's junction with the Mispillion. The flood plain also extends approximately 1/3 mile to the east on an unnamed tributary to Deep Branch. The tributary drains an area which includes over 1,000 recently subdivided residential lots which are currently for sale and being improved for development and other residential projects within the drainage are in the permitting stages.

Flow on Deep Branch is impounded at Marshall Mill Pond, on the southeast side of Rehoboth Avenue at SW 2nd Street. Flood elevation at the pond is 14 feet, while the elevation after the outfall structure is 9 feet. The Branch is tidally influenced below this structure. Cedar Beach Road crosses Deep Branch by a narrow bridge with an elevation of approximately 7 feet. The bridge may be prone to flooding during spring tides or combined high tide and storm runoff events. The continued change in land use from agricultural to residential within the drainage will extend the periods of high discharge from storm water runoff.

Presbyterian Branch flows north from the west side of US Route 113 and Lakeview Avenue through a developed residential neighborhood to discharge into Silver Lake. The narrow flood zone includes a floodway along the channel. The flood elevation ranges from 21 feet to 11 feet at Silver Lake. Bowman Branch roughly parallels Presbyterian Branch ½ mile to the west, and flows north to Haven Lake through neighborhoods which are not currently within the City limits. Further west, Johnson Branch flows northeast through a wooded valley from Abbott's Mill Pond and nature preserve to Haven Lake.

Land Use Changes

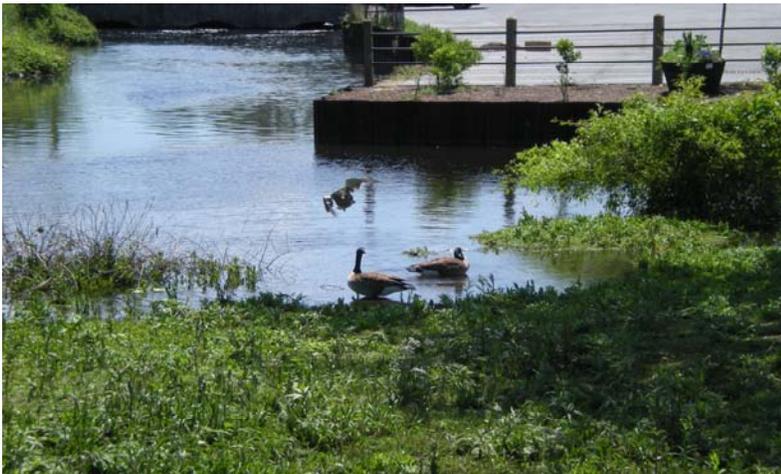
How easily surface water can flow through an area, and the volume of water which constitutes that flow are the chief physical elements which define the probability and violence of flooding. What land use is impacted by a flood event determines the cost of flood damages. Milford grew up on the banks of the Mispillion, but as the cost of flood damage increased – as the City's factories, mills and warehouses obstructed the floodplain and elevated the floodwaters – businesses moved off the river. Today, the lowest locations along the River have been utilized for parking areas, or the City's Greenway - a corridor of open space extending wherever possible along both sides of the River.

The flood problems of tomorrow are developing today along the tributaries to the Mispillion, as agricultural and forested areas are being converted to residential use. Land that previously absorbed rainfall and snowmelt becomes impervious. Current regulations address this issue by requiring water from impervious areas be stored in management ponds, and released at pre-development rates. However, the fact remains that more water is on the surface or directed to the City's storm water pipe system to be moved by the Mispillion and its tributaries. As more rainfall is diverted from infiltrating to flowing over land, flood elevations and the Special Flood Hazard Areas will increase.

Wetlands

Wetlands are prevalent within the City on some shores and islands of the River, along the margins of tributaries and along the banks of the mill ponds impounded on the upper reaches of the River. Much of the River has been diverted, channelized or impounded as part of the historic development of Milford. The Mispillion Riverwalk has sections of boardwalk, which elevate the system above the banks, and new wetlands landscaping has been introduced. The Parks Plan includes an extension of the Riverwalk system to the east, to a wooded wetland area called Goat Island. The area is also targeted for a perimeter boardwalk system, with educational guideposts highlighting the wetland environment.

The Code of the City of Milford, Part II, Chapter 200, § 200-5 requires that wetlands delineation including jurisdictional determination is required as part of the subdivision approval process. In addition, for cluster-type development wetlands are excluded from gross area calculations.





Source-Water Protection Areas

Source-water protection areas are wellhead-protection areas and excellent-recharge areas.

Wellhead-Protection Areas

A wellhead-protection area is the surface and subsurface area surrounding a water well that supplies a public water system through which contaminants are likely to reach the well.

All such areas are as depicted on Source Water Protection Area maps located in City Hall as adopted as part of the update and implementation of the 2008 Comprehensive Land Use Plan. These maps are also available in GIS overlays from Delaware Department of Natural Resources and Environmental Control, Division of Water Resources, Source Water Assessment, and Protection Program.

As there are eleven wellhead-protection areas in Milford that provide the town's drinking water supply. In addition, there are two large wellhead-protection areas serving properties outside of Milford whose boundaries stretch on to properties within Milford's corporate limits.

Excellent-Recharge Areas

A recharge area is land on top of an aquifer. Precipitation falling on the land surface provides all the water that recharges aquifers. Recharge areas are classified as excellent, good, fair, and poor according to how rapidly rain water filters through the ground to the underlying aquifer. Aquifers are layers of gravel and sand within which water is stored and moves underground. Maintaining good water quality in local aquifers is especially important, because Milford obtains drinking water from wells drilled into aquifers. Care must be taken when developing recharge areas to ensure that precipitation does not pick up and carry contaminants downward to aquifers and that sufficient open area is preserved so that precipitation can recharge the aquifers beneath it. There are three excellent-recharge areas within the City's limits. Excellent-recharge areas consist of predominantly sandy soils that allow precipitation to most rapidly infiltrate to the underlying aquifer. Good-, fair-, and-poor recharge areas have respectively slower infiltration rates.

Source-Water Protection

The Safe Drinking Water Act Amendments of 1996 mandated that each state develop a Source Water Assessment and Protection (SWAP) Program to protect public drinking water sources. There are three basic components of all SWAP Programs.

- Delineation of the boundaries of the land areas most important to public water sources
- Identification of potential sources of contamination within those boundaries
- Assessment of susceptibility of the public water source to these contaminants

Title 7, Section 6082 of the *Delaware Code* requires each local jurisdiction with a population greater than 2,000, as determined by the most-recent census, to implement measures to protect sources of public drinking water within its boundaries. Local governments with fewer than 2,000 residents are not required to implement source-water protection measures, but are strongly encouraged to do so. A variety of tools are available to assist jurisdictions in their efforts to better protect sources of public drinking water, including ordinances, best management practices, and public education. These measures are provided in the *Source-Water Protection Guidance Manual for the Local Governments in Delaware* developed for DNREC by the Institute for Public Administration's Water Resources Agency at the University of Delaware.

Environmental Plan

The City's Environmental Plan is developed to support other elements of the Community Development Plan. The Environmental Plan's place within the City's suite of policies is to assure that economic development can occur while recreational and natural assets are sustainably utilized.

Milford is committed, through its Parks and Economic Development Plan to preserve the Mispillion River as a cultural and economic asset. The regulatory process has continued and an actual TMDL development study has been completed; In addition a "Mispillion Tributary Action Team" will be established to include stakeholders (municipalities, farmers, concerned citizens and industries). The City of Milford will participate on the team to assure that the City's interest in improving the River's environment is met to the benefit of Milford's citizens and businesses.

A number of specific initiatives will be pursued by Milford which will support the objectives of the Clean Water Act and the TMDL program. To protect the Mispillion River corridor, the City will develop preservation corridor setback requirements for new development. The City will also develop a riparian buffer standard which would be offered as an alternative to setback or other screening requirements currently in the zoning and subdivision codes. These elements would be presented under a new Environmental Preservation ordinance.

To enhance the River's water quality, the City will promote the elimination of individual septic systems where feasible. The City's Annexation and Land Use Plans include existing subdivisions where property owners may wish to tie-in to available public water and sewer.

The City will continue to provide regular maintenance, and participate in sanitary surveys to provide protection at the wellheads.

Regulatory Protection of wetlands is mandated under Section 404 provisions of the Federal Clean Water Act. Certain other wetlands (mainly in tidal areas) are accorded additional regulatory protection under provisions of Title 7, Delaware Code, Chapter 66. Compliance with these statutes may require an Army Corps of Engineers approved field wetlands delineation and/or an official DNREC wetland jurisdictional determination.

To assure adequate water supplies, the City developed a land use ordinance, for areas designated "Water Resource Protection Zone" per new DNREC regulations (in conformance with the Source Water Protection Law, Title 7, Delaware Code, Chapter 60, Subchapter VI.) These regulations required the City to protect excellent recharge areas and recharge areas for wells in the unconfined aquifer. By placing limitations on the percent of impervious area permitted by new development the City hopes to protect these designated areas.

To protect both property owners and the Mispillion environment, the existing Floodplain Management ordinance will be updated per DNREC recommendations. The elevation of the first finished floor within a 100-year floodplain will be made consistent at 1 foot above base flood elevation. Additional impedance within a floodway will be prohibited.

The City's Land Use Plan, Economic Development and Transportation Plans emphasize placing workplaces and shopping close to residential neighborhoods. The City's residential zoning districts will be updated to include the most recent planning options. Milford will continue to promote the advantages of shorter commuting times and distances, and fewer vehicle trips as an important element of the Community Development Plan. An environmental consequence of these policies is better air quality through lower automobile emissions.



CHAPTER 11 COMMUNITY DEVELOPMENT PLAN

The Community Development Plan is the combination of plan elements developed in detail in the previous chapters. It unifies the elements by placing them in the context of the City's goals. The Community Development Plan, the Land Use Plan and Annexation Plan together constitute the 2008 Update to the Milford Comprehensive Plan and subsequent amendments.

Identified Goals

Based on the evidence provided by the 2000 census data, investigations of current land use and the inputs from the community, Milford's Comprehensive plan should address the following goals:

- 1) To encourage a growing, diversified economy using "smart growth" policies discouraging sprawl, placing employment opportunities near transportation alternatives, and supporting Milford's cultural and environmental assets, rather than degrading them.
- 2) To encourage appealing, affordable housing through a variety of Residential Zoning options. Housing options should be capable of maintaining the character of Milford's established neighborhoods, while providing a transition from City living to the rural setting of Kent and Sussex County. The housing stock should provide a variety of income levels with suitable residences.
- 3) To recognize the Mispillion River, its tributaries and floodplain as valuable environmental and economic assets. The surface and groundwater systems should be both protected and utilized for the public benefit.
- 4) To promote Milford's unique look and cultural assets as important components of the City's quality of life.

Economic Development

One of Milford's strengths is the variety of business sectors and business sizes which operate within the City. This is the key to providing economic opportunity to all the citizens of Milford and the Greater Milford Area. Beyond the City limits, the City recognizes that agriculture and associated businesses are intimately tied to many of the City's large employers and product producers. State and County programs that keep farming profitable, such as agricultural preservation and transferable development rights are supported by the City.

The City is committed to continuing its policy of providing a variety of suitable zoning categories and targeted land use areas within the City to accommodate the assortment of business sectors. Diversification is important for a sustainable and stable economy.

Independence Commons and the Greater Milford Business Complex will be promoted through the City's own initiatives as well as in concert with the Greater Milford Area Chamber of

Commerce. Manufacturing, retailing and other commercial enterprises, and profit and non-profit providers of educational and medical arts all have a place within Milford's city limits – as directed by the land use plan – as sources of quality employment.

The City will continue to advocate Milford as an employment center by providing adequate water and sewer facilities, and by promoting the availability of natural gas and state-of-the art telecommunications infrastructure. Expansion of Milford's fiber optic data lines is a significant part of attracting new enterprises, as well as assisting existing businesses to utilize the latest technologies.

The City will continue to accommodate the growing number of medical services businesses that relocating along US Route 113, in Sussex County, as well as in the Business Complex in Kent County. This sector provides the double benefit of employment opportunities for Milford's residents, and convenient access to important services. The City will also continue to work with the development of a large tract of land east of Rt 1 designed for medical.

Milford recognizes that maintaining the appearance and functionality of the existing developed properties is an important adjunct to the goal of providing employment, housing and shopping within convenient distances to people living and working in the City. Redevelopment of under-utilized properties will continue to be promoted through the City's Planning Department. The City will coordinate with Downtown Milford, Inc., to integrate downtown redevelopment efforts with the Parks, Cultural Resources and Economic Development Plans included in this Comprehensive Plan. The City will also coordinate with the Delaware Economic Development Office to expand opportunities to keep constructed facilities fully utilized.

Housing

Providing employers with a suitable workforce is a natural objective in support of economic development. When employees live close to work as well as to shopping and social/medical services, they can be more productive. Milford's Community Development Plan is based on a policy of active participation in programs and initiatives that forward the concept of residents having access to work, recreation and shopping. The City is participating in the "Live Near Your Work" program to provide economic incentives for people to locate their homes near Milford's employers.

Under Milford's current residential zoning districts, vacant lands are available for additional development of many housing options. Thus, Milford's housing options are currently adequate to support the City's population; however, three areas should be addressed under this Comprehensive Plan to keep up with anticipated growth.

First, the City will continue to work with the Community Development Block Grant Program and other federal and state housing programs to assist low-income property owners to rehabilitate their structures. The City is dedicated to keeping the older residential neighborhoods attractive places for young persons and families, and to maintain affordable housing central to work places, shopping, community and recreational facilities.

Second, the City will continue to apply a variety of zoning classifications for residential uses to assure diversity in the new housing stock, from apartment blocks to upscale residences

throughout the City and to provide a transition from the City to the rural lands of Kent and Sussex Counties. The City will encourage lower density, single family residential uses and Traditional Neighborhood developments (through the Planned Unit Development in the City of Milford ordinance) to provide transition and buffer to the surrounding agricultural lands. In many cases, the City has utilized natural drainage features to provide logical margins to its potential growth areas.

The third element in the Housing Plan is directed at neighborhood preservation. With the growth in Milford's medical sector, which includes the Bayhealth Hospital at its center, a growing pressure to include commercial medical offices within Milford's established neighborhoods is occurring. Citizens participating in Planning Commission meetings have expressed their concern over conditional use applications and re-zoning requests.

The City believes that this mixed use of commercial medical services and residential neighborhoods can be accommodated, if new regulations are developed to protect the character of those neighborhoods. The City will develop additional new conditional use regulations such as low level lighting, shared parking, building height limitations, architectural review and additional landscaping requirements as part of the site plan review process.

Transportation

As Delaware's population grows, additional stresses are occurring on the State's roadway system. Overall trip reduction and reduction of the length of trips extends the useful life of the roadway infrastructure and has positive environmental and economic benefits. The Community Development Plan works toward trip reduction in the Milford area. The goal of encouraging both employment and residence is advanced when the internal City transportation is in good repair and offers walking and bicycle options. The local component of the City's transportation plan focuses on transportation alternatives. New focus has been placed on encouraging service roads to link commercial areas while limiting intersections on the City's principle arterial roadways.

Most of Milford's streets are bound by sidewalks and the City has a long-term commitment to improved pedestrian safety and convenience. Transportation Enhancement funding has been used to complete sidewalks in both Sussex and Kent Counties in the vicinity of the Milford Middle School, Banneker Elementary School and from the Milford Crossing apartments to the new Buccaneer Boulevard at the Milford High School. Prioritization of sidewalk projects has generally considered the pedestrian traffic moving to and from the primary schools and to commercial centers within the City.

Future sidewalk improvement projects are being developed for the streets in Sussex County in the vicinity of Lulu M. Ross Elementary School. The Truitt Avenue Pedestrian Connector, which provides sidewalk and bridge link from various residential neighborhoods to the Milford Plaza Shopping Center, will be expanded with sidewalk extensions from a potential residential development located near NW Front Street.

The Mispillion Riverwalk links the downtown business district on both sides of the River with pleasant sidewalks, boardwalk and footbridges. The Riverwalk Masterplan includes expansion of the greenway across the City's historic center. The Riverwalk and Streetscape projects are also central to linking the municipal parking lots with shopping, office use and cultural activities in

the downtown district. Proposed additions include linking the Riverwalk with the two elementary schools through a system of pedestrian and bicycle trails and with future residential development.

Minor street rehabilitation projects are also proposed for various areas within the City, for both municipally maintained streets and for NW Front Street, under DeIDOT's maintenance jurisdiction.

Milford also fits well into the State's transit system. The City's location at the junction of Route 1 and US Route 113, as well as Routes 14, 15, 30 and 36 make it a good choice for bus transfer points and express routes. As the City grows, additional bus service should be considered by DART.

A regional component to the transportation plan proposes a study of potential roadway improvements, intersection improvements and a potential, limited access by-pass around the built-up segments of US Route 113, depending on DeIDOT recommendations. The benefits of such a by-pass would include more rapid travel to Georgetown and south, and a reduction of through traffic on US 113 within the City.

The City supports the existing Corridor Capacity Preservation Program for DE Route 1 bypass and will work with DeIDOT as the intersection modification plans mature, to evaluate the full impact on City services, public safety and development pressures.

Environment

Livable Delaware strategies emphasize concentrating investment and development in cohesive communities. This effort encourages preservation of agricultural and environmental resources beyond the community. However, development concentration can also have the unintentional consequence of stressing natural resources within the strategy area.

As Milford extends its water service to new users within the City and to areas requesting annexation, water production will increase. To assure adequate water supplies, the City has completed a General Water Facility Plan, approved bonding to improve the water and sewer service to the residents of Milford and is completing a series of test wells and groundwater evaluations. The City has developed and approved a wellhead protection ordinance. The City will develop preservation corridor setback requirements for new development in the future and the City will also develop a riparian buffer standard as an alternative to setback or other screening requirements. These elements would be presented under a new Environmental Preservation ordinance.

To protect the Mispillion River corridor, a central cultural and recreational asset, the City will participate in the Mispillion Tributary Action Team and assist in the development of pollution control strategies for the River. To enhance the River's water quality, the City will promote the elimination of individual septic systems, where feasible.

To protect both property owners and the Mispillion environment, the existing Floodplain Management ordinance will be clarified and updated per DNREC and FEMA recommendations. The elevation of the first finished floor within a 100-year floodplain will be made consistent at 1

foot above base flood elevation. Additional impedance within a floodway will be prohibited. Additional training by the Building Officer and City Planner will take place to keep current with these regulations.

The City's Community Development Plan elements emphasize placing workplaces and shopping close to residential neighborhoods. Milford will continue to promote the advantages of shorter commuting times and distances, and fewer vehicle trips through the Comprehensive Plan process. A consequence of this element is better air quality through lower automobile emissions.

Parks and Open Space

The City's Parks and Recreation Department has taken the lead in developing Milford's local system of parks and streetscape projects into a Riverwalk master plan. The program has been recognized throughout the state as a model for urban greenways development. The Mispillion Riverwalk plays a significant role in economic development in the downtown area, and in improving access to parking, recreation, and shopping via travel options which are healthy, enjoyable and picturesque. The Parks element focuses on continuing the Mispillion Greenways expansion to Goat Island on the east and Mill Street to the west side of the City.

The Greenway development is currently in Phase 21, and the City is actively pursuing easements or land purchases to expand the riverside walkways to the west with the goal of developing an interpretive center and parking at the property obtained through Peninsula Oil, on Mill Street at the riverside. The Peninsula Oil site will allow the Greenway to tie into the North Milford Historic District, and holds the potential for walking tours which could include the Parson Thorne property managed by the Milford Historical Society, the redeveloped Downtown commercial area, the Milford Library and the City's Bicentennial Park. New entry points onto the Greenway also include parking, which further assists the economic development plan for the downtown area.

Recreation

Recreation plan elements include the River as a resource, in conjunction with economic development and parks proposals. The City will actively support a regional Blueway canoe and kayak trail from Abbott's Mill Nature Center through Haven Lake and Silver Lake to Goat Island.

In anticipation of the larger Blueway, the boat dock located at the Police Station will be reconstructed and expanded as part of the DNREC Boat Launch project. The Boat Launch has been designed to be handicapped-accessible and to include use by kayak enthusiasts. In addition, kayak trails are being investigated in the tidal reaches of the River, from Bicentennial Park to Goat Island and hence northeast to the mouth of the Mispillion. Deep Creek, which flows from Sussex County to the River near Beaver Dam Road, is also being considered at this time. The City's environmental component of the Community Development Plan incorporates preservation areas along these drainages supporting recreational use of the larger waterways.

Cultural Resources

Using the Mispillion Riverwalk and the larger promise of a regional Blueway, additional pedestrian and bike ways, the City continues to connect the community with its past. Presentation to the public of the physical artifacts that relate to Milford's history, as well as protection of the environment of the Mispillion River, the heart of so much of that history, will maintain and enhance the appearance and ambience of the City and will continuously remind its citizens of their community's past.

Milford is fortunate to have the Milford Historical Society and the Milford Commission of Landmarks and Museum, two community-based organizations dedicated to history and its preservation. The City will continue to support these organizations through civic recognition and the provision of City services to support their events and functions.

The City desires **additional** informational markers placed indicating the three Historic Districts, and **additional** signage which would direct travelers on Route 1, US Route 113 and Route 14 to the Districts. Specifically, the City will work to have markers placed to indicate the Historic Districts, through either partnership with the State of Delaware or with private interest groups. Promotion of the City's historic and cultural resources is one key to the success of Milford's integration of the Mispillion Riverwalk master plan and economic re-development of the Central Business District.

Although the City does not intend to impose historic preservation by ordinance under this Update, the City of Milford has prepared a draft Historical Preservation Ordinance which will be further reviewed by City Council and the public in the future. In addition, the municipal departments and commissions will continue to work with private groups to recognize properties which are of significance to the nation, to the State of Delaware or to the community within the City limits and within the Urban Growth Boundary Area. If requested to assist private preservation efforts, the City will support property owners' requests for federal funding for historic preservation.

The Transportation and Parks elements of the Community Development Plan emphasize alternative transportation options to link the City's historic structures, museum, theaters and library, including pedestrian and bike trails.

The City would also like to address concerns of civic groups regarding truck traffic on NW Front Street. The route is currently posted for a weight limit of 27 tons, which should be enforced, if necessary. Civic groups such as the Historical Society and Downtown Milford, Inc. have expressed concern over the vibration due to heavy vehicle traffic moving through the Historic District on NW and NE Front Streets.

The City will initiate discussions with the Dover/Kent MPO regarding how best to determine whether the perceived vibrations are a significant problem. With the assistance of DelDOT and the MPO, the City would like to evaluate alternative routes for trucks.

Public Services

The City has long held a commitment to cost-effective provision of public services for its citizens. Water, sewer and electric service are continuously maintained, and periodically expanded to meet the needs of a growing population. Long-range plans put forward by both Kent County and Sussex Counties acknowledges and compliment Milford's role for the future. The City will continue to use a series of long-range facility management plans for expansion evaluation and implementation.

In addition to utility services, the City also plays a role in protecting the value of property and public safety. The City will continue to maintain its zoning map and will continue to work with Kent County and the Office of State Planning Coordination to share GIS data regarding annexations, zoning and tax parcels. The GIS data collected from the Census for this Plan Update will be utilized to review the Council Ward boundaries and update them as necessary.

The Zoning Ordinance will be updated to reflect the objectives, goals, and implementation strategies of the City's Comprehensive Plan. The current Zoning and Subdivision ordinances will first be reviewed for consistency with the Land Use Plan. Properties with zoning classifications that is not consistent with the Land Use Plan will be re-zoned. This process must be accomplished within 18 months of certification.

As re-zoning, conditional use and annexation agreements are being negotiated, the City will refer to this Plan Update to identify items which property owners and developers can provide to further the City's overall Community Development Plan. For inquiries in the south, the City will provide information regarding the DeIDOT N/S study, including the possibility that right-of-way will be needed for the future road way and the contacts at DeIDOT regarding the location of ROW. Parcel-specific negotiations for ROW must be between the property owner(s) and DeIDOT. The Annexation and Land Use Plan presented in the Update document will be used to assess the City's interest and ability to support annexation requests.

It is recommended that population distribution map(s) which are generated for the Ward redistricting be made available to the Police Department, along with the Land Use Plan, for a manpower and deployment review. Similarly, the Carlisle Fire Company, recognizing the residential growth to the southeast in and beyond the City, has indicated that a substation to the south or east, with easy access to DE Route 1 may be desirable in the future. The City's Land Use Plan map will be made available to the Company to assist them in their planning.

Finally, it is recommended that the City review the Annexation and Future Land Use Plan with the Delaware Solid Waste Authority, to evaluate additional recycling locations to serve growth areas as they develop.

State Goals and Policies

The State of Delaware outlined its goals in the December 1999 Strategies for State Policies, and March 2001 Livable Delaware initiatives, to... "help manage new growth... while revitalizing town and cities and protecting the state's environment and unique quality of life." In March 2001, Governor Minner proposed and passed legislative initiatives which were directed at

implementing the Strategies' goals. The maps delineating four strategy levels and sites identified as out-of-play for future development were adopted in mid 2004. Representatives of the City of Milford's staff, Planning Commission and City Council participated in the public workshop process and submitted a detailed comment letter. While none of the City's concerns were addressed directly, the State did provide for an overlay and a Memorandum of Understanding for planning this southeast section of the City called "Area of Study" that tied modification of the Strategy levels in this area only to refinement of DelDOT's plans for a limited access bypass to link DE Route 1 to US Route 113.

The Department of Agriculture has significant acreage under Agricultural Preservation to the east of Milford in Kent and Sussex Counties, as well as tracts along the Mispillion River of Purchased Development Rights.

The City of Milford agrees with the concept of limited access on DE Route 1 as it by-passes Milford, and with the goal of preservation of farm land, particularly along the tidal reach of the Mispillion River to the east of the City on both the Kent and Sussex sides of the river, however this should be paired with directing growth to the areas west of Route 1 adjacent to the City.

Similarly, the City is proposing to annex existing commercial properties east of DE Route 1 and west of Big Stone Beach Road (Kent County) as part of the reduction of cross-overs and access points on the highway in that area. Addition of a service road and elimination of onsite septic system in the area will promote a number of the City's transportation and environmental policies.

CHAPTER 12 LAND USE PLAN/ANNEXATION PLAN

Existing land use within the City is discussed in Chapter 8, Elements of Community Development. The existing land use is mapped on Figure 9, Existing Land Use, and the current Zoning Districts are illustrated on Figure 8. Using local zoning ordinances and infrastructure enhancements, the City of Milford will direct commercial and industrial/ business/ professional office development to the northwestern quadrant of the City. The existing residential demand in the southeast quadrant will be addressed through the annexations under lower density residential classifications as well as consideration of Traditional Neighborhood Development and through the City's Planned Unit Development Conditional Use regulations.

In the southwestern quadrant of the City, existing residential neighborhoods are under pressure to accommodate medical service offices. One recommendation is to develop an overlay zone, which will continued the desirable mixed-use pattern, but impose additional architectural and site plan regulations, in order to preserve the neighborhood consistency. Another recommendation is to consider additional requirements under again under the Conditional Use regulations.

Potential Expansion

Annexation into Milford is an attractive option, and the City's infrastructure and organization can support the addition of acreage, population and new business activities.

Annexations will be considered as the property owners make application to the City. The City of Milford can support additional expansion under the plan of service and infrastructure maintenance and improvements as outlined in Chapter 8. Annexation agreements will be required to assign and guarantee developer responsibility for expansion and/or upgrades to water, sewer, electric and transportation facilities. The annexation agreements will also reference potential regional transportation projects, such as the potential US Route 113 bypass and the DE Route 1/DE Route 30 intersection improvements, which will require additional agreements with DelDOT and the developers of land in proximity of this intersection.

Within the Urban Growth Boundary Area, a number of existing residential subdivisions in the southwest have been included in the Annexation Plan. These lots may require emergency connection for failed on site water or sewer service and the City has the potential of supporting those needs.

The Urban Growth Boundary represents a potential future corporate boundary for the City of Milford. Within the Urban Growth Boundary, the City of Milford would entertain annexation requests from property owners on a case by case basis during the five year planning period and coordination with both Kent and Sussex Counties regarding the desired land use.

Future Land Use in 5-Year Expansion Areas

Figure 10 includes the Urban Growth Boundary and the Future Land Use map illustrates the desired land use in the proposed annexation area.

Neighborhood Area – North and Southeast

This area is approximately 758 acres situated in both Kent and Sussex Counties. The area includes undeveloped acreage north of Williamsville Road in Kent County, as well as eight, existing single-family subdivisions south of Williamsville Road and an existing industrial plant located between the railroad right-of-way and Holly Hill Road.

As described under the Environmental Plan, the developed properties are included to allow extension of City water and sewer service to these sites currently utilizing on-site septic systems on an as-requested basis if systems should fail. On Holly Hill Road, the Baltimore Air Coil plant has been connected to City sewer service to relieve a failing septic system. A few residences on East Lane of the North Shores subdivision are currently connected to the City's wastewater collection system. Approximately 300 on-site systems are operating within 2000 feet of the banks of Haven Lake in this area. Inclusion of the subdivisions in this area supports the long-term objective of reducing on-site wastewater disposal and its attendant nutrient loads on the Mispillion watershed.

Future land use within this area will remain substantially low density residential as described in the 2008 Land Use Plan, and maintains the usage pattern of the existing development. Expansion of residential development is anticipated north of Haven Lake, and south of DE Route 14. The Baltimore Air Coil properties would remain as industrial use. North of DE Route 14, the City continues to encourage business, commercial development, and professional office development continuing the trend in place at the Milford Industrial Park to the east, Independence Commons to the northeast and the existing commercial/business development along DE Route 14.

A subarea of this Neighborhood Area is an area located to the north of Airport Road and the current City limits, and west of Bowman and Warner Roads, in Kent County. This area is already subdivided into single-family lots, including a number of large lots designated as "farmettes." A number of existing land enclaves and boundary irregularities with the City boundary are included. The area is experiencing renewed interest in mixed-use and multifamily residential in response to proposed transportation improvements at the Thompsonville Road intersection with DE Route 1 and the intersection of DE Route 14 and 15. This area is approximately 600 acres and the future land use within Northwest Milford is envisioned as residential with a mix of housing options and limited commercial along the arterial highways.

The area to the extreme northern existing corporate boundary line contains Milford's water system and the County's wastewater collection system which currently serve a number of developed properties in this area north of the DE Route 1 and the US Route 113 split. Landowners have requested to be included in the Urban Growth Boundary Area to receive additional City services and relief from out-of-town rates. Future control of this area will permit

the City to implement additional water main looping and transportation improvements as described in the long-range infrastructure plan. This area is approximately 250 acres.

The City is working with DeIDOT to implement corridor capacity preservation through the combination of service roads on the east and west side of the highway, and strategic closure or limitations for cross-overs. The area will be connected to the City of Milford with the extension of Carpenters Pit Road to New Wharf Road. Continuation of the current mix of commercial and residential development with affordable housing is favored for this area.

The other subarea in the northeastern section of the Urban Growth Boundary Area includes infill within the current City limits to the west of DE Route 1 and properties to the east of DE Route 1. The Urban Growth Boundary area includes approximately 182 acres. The Urban Growth Boundary area includes the existing community of Woodshaven. The City has a water main which loops through Woodshaven and a limited number of homes are currently served.

Future land use for this area would ideally be a combination of low-density residential, and preservation of a riparian buffer along both the Swan and Mispillion waterways. This preservation area of approximately 150 acres, is a proposal under Milford's Flood Mitigation Plan, and also enhances Milford's integration into the significant Mispillion greenway and Milford Neck agricultural and wildlife preservation efforts. The City's largest water production and treatment plant is located on the east side of DE Route 1 in this area, which adds to the City's interest in environmentally responsible development in the area.

Neighborhood Area - Southeast

Southeast Milford continues to be the area of greatest activity for new residential projects (both multifamily and single family). In addition, the increasing population of the area is generating the consumer base for commercial projects as well. Due to the nature of previous annexations, the City has grown adjacent to six existing subdivisions. A recent water and sewer expansion has permitted approximately 80 homeowners in the Shawnee Acres subdivision to eliminate their septic systems and individual shallow wells, and this trend is expected to continue as additional water and sewer extensions are completed to new subdivisions under construction.

Future land use is primarily residential housing in standard block-oriented subdivisions or mixed use/density residential development. Commercial use is anticipated at the intersection of DE Route 30 and south of Wilkins Road. The large acreage and location between Milford and Milton will allow the property to be considered for a consolidated commercial use that will provide another shopping choice for people who live or work in Milford, but also residents of Slaughter Beach, Argos Corner, Lincoln and the large number of subdivisions that have been permitted and that are anticipated in Sussex County to the east, south and west. Various concepts have been discussed that are generalized as Commercial Use. The area is being proposed for consolidated commercial use, and the City will be looking for shared service or access roadways, pedestrian walkways, bicycle paths or internal walks that link stores. The City's regulations and standards, in conjunction with responsibilities retained by the State, for example DeIDOT, State Fire Marshal's office and Conservation Districts are relied upon to assure that design and construction are functional and safe. Milford has zoning districts that will suit the desired commercial uses.

Approximately 33 acres of preserved land are envisioned in this area, to extend the City's existing Greenway concept from the Mispillion to Marshall's Pond.

In 2004 the City amended its Comprehensive Plan with Appendix 8 South Annexation Area. Land use for some of this area was amended in April 2005 with the "urban mix" designation, as described in Chapter 7. This designation has been changed to a "Traditional Neighborhood Development" to avoid any confusion and to be aligned with the "Livable Delaware" concept. The Future Land Use Plan is presented as Figure 10.