

2018 Update to the 2008

City of Milford Comprehensive Plan

adopted January 2018 and certified May 2018



Institute for
Public Administration

www.ipa.udel.edu

-serving the public good, shaping tomorrow's leaders

2018 Update to the 2008

City of Milford

Comprehensive Plan

adopted January 2018 and certified May 2018



www.ipa.udel.edu

serving the public good, shaping tomorrow's leaders

NOTICE OF CITY OF MILFORD ORDINANCE ADOPTION

NOTICE IS HEREBY GIVEN that on January 22, 2018 during the regular meeting of the Milford City Council the following ordinance was adopted:

ORDINANCE NO. 2017-24 2018 COMPREHENSIVE PLAN

WHEREAS, Title 22, Section 702 of the Delaware Code, the Livable Delaware program of the Governor of the State of Delaware and House Bill 255 amending Title 9, Title 22 and Title 29 of the Delaware Code authorize Delaware municipalities to carefully prepare and adopt Comprehensive Land Use Plans to guide and regulate future growth and community development; and

WHEREAS, Delaware's Office of State Planning Coordination provides guidance to municipalities in order to effectuate the goal of having well-drawn and executed Comprehensive Plans for all Delaware counties and municipalities, including the provision that Comprehensive Plans be approved and certified by the Governor of Delaware upon their completion, and further requires that certified Comprehensive Plans be revised, updated and amended as necessary, and readopted on a ten-year cycle; and

WHEREAS, the City of Milford's Comprehensive Plan was last adopted in 2008, as amended, and requires revision to account for physical changes and revitalization accomplishments which have since occurred in both the built and natural environments of the community; and

WHEREAS, the City of Milford Planning Commission has prepared and approved, in consultation with the public, interested parties, and government agencies, a Comprehensive Plan for the City of Milford, which articulates an overall vision for the community's future, including goals, objectives, policies and action project recommendations for achieving that vision and has conducted a duly advertised public hearing for public review and comment on May 16, 2017 and September 19, 2017 and, at its meeting on December 19, 2017 recommends the 2018 City of Milford Comprehensive Plan be adopted by Milford City Council at their January 22, 2018 meeting; and

WHEREAS, the 2018 City of Milford Comprehensive Plan will be the foundation for revision or improvement of the City's Zoning Ordinance, Subdivision Regulations, Housing and Maintenance Codes, Capital Improvement Program, Community Development Program, Public-Private Agreements, Potential Annexation Plans, Strategic Plan and other implementation tools; and

WHEREAS, the Mayor and City Council held a duly advertised public hearing on the Plan on January 22, 2018, at which time the 2018 City of Milford Comprehensive Plan was reviewed with the public.

NOW, THEREFORE, THE CITY OF MILFORD HEREBY ORDAINS that the 2018 City of Milford Comprehensive Plan is hereby adopted this 22nd day of January 2018 and effective immediately upon its Certification from the Governor of the State of Delaware.

Dates:

Planning Commission Recommendation of Approval: December 19, 2017

City Council Adoption: January 22, 2018

Effective: (Pending) Governor Certification Date

Advertised: Beacon 01/31/18

CERTIFICATION

I, Teresa K. Hudson, duly appointed City Clerk of Milford, Delaware, do hereby certify the foregoing ordinance was adopted by City Council at a Meeting at Milford City Hall, Milford, Delaware on the 22ND of January 2018.

IN WITNESS WHEREOF, I have hereunto set my hand and the Seal of the City of Milford, Delaware.

A handwritten signature in cursive script, reading "Teresa K. Hudson". The signature is written in black ink and is positioned above a horizontal line.

Teresa K. Hudson, MMC



STATE OF DELAWARE
OFFICE OF THE GOVERNOR
TATNALL BUILDING, SECOND FLOOR
MARTIN LUTHER KING, JR. BOULEVARD SOUTH
DOVER, DELAWARE 19901

JOHN CARNEY
GOVERNOR

PHONE (302) 744-4101
FAX (302) 739-2775

May 25, 2018

The Honorable Bryan Shupe
Mayor, City of Milford
201 S. Walnut Street
Milford, DE 19963

RE: Certification of 2018 City of Milford Comprehensive Plan

Dear Mayor Shupe,

I am pleased to inform the City of Milford that as of January 22, 2018, per the recommendation of the Office of State Planning Coordination, the comprehensive plan for the City of Milford is hereby certified provided no major changes to the plan are enacted. The certification signifies that the comprehensive plan complies with the requirements of Title 22, Section 702 of the Delaware Code.

I would like to thank the City for working with the State to incorporate our comments before adoption. We look forward to working with you as you implement your plan.

Once again, congratulations on your certification.

Sincerely,

A handwritten signature in blue ink that reads "John C. Carney".

John C. Carney
Governor

Table of Contents

- Chapter 1. Background 1**
 - 1-1. Authority to Plan 2
 - 1-2. Planning Process 2
 - 1-3. Public Participation 5
 - 1-4. Overall Community Vision and Goals 8
- Chapter 2. Community Character 19**
 - 2-1. Location 20
 - 2-2. History, Historic and Cultural Resources 20
 - 2-3. Historic and Cultural Resources Plan 25
 - 2-4. Community Design 28
 - 2-5. Strategies for Future Design 32
 - 2-6. Community Character and Design Goals and Recommendations 33
- Chapter 3. Community Profile 35**
 - 3-1. Population Trends 36
 - 3-2. Summary of Key Issues 44
- Chapter 4. Government, Community Services, and Infrastructure 45**
 - 4-1. Government 46
 - 4-2. Community Services 46
 - 4-3. Education 49
 - 4-4. Water Supply, Wastewater Disposal, and Stormwater Management 50
 - 4-5. Electricity 55
 - 4-6. Telecommunications 56
 - 4-7. Natural Gas 56
 - 4-8. Government, Community Services, and Infrastructure Goals and Recommendations 56
- Chapter 5. Housing 58**
 - 5-1. Vision 59
 - 5-2. Housing Characteristics 59
 - 5-3. Housing Inventory 59
 - 5-4. Housing Pipeline 62
 - 5-5. Housing Needs 63

| | | |
|-------------------|---|------------|
| 5-6. | Affordable Housing and Housing Rehabilitation..... | 64 |
| 5-7. | Resilient Housing..... | 65 |
| 5-8. | Housing Goals and Recommendations..... | 66 |
| Chapter 6. | Transportation | 68 |
| 6-1. | Transportation Planning Trends and Developments..... | 69 |
| 6-2. | Roads and Traffic..... | 70 |
| 6-3. | Non-Automotive Travel | 72 |
| 6-4. | Planned Transportation Improvements and Studies | 76 |
| 6-5. | Additional Transportation Issues | 78 |
| 6-6. | Transportation Goals and Recommendations | 80 |
| Chapter 7. | Economic Development and Redevelopment | 82 |
| 7-1. | Vision..... | 83 |
| 7-2. | Major Employers..... | 83 |
| 7-3. | Employment and Unemployment..... | 84 |
| 7-4. | Commuting to Work..... | 85 |
| 7-5. | Occupations | 85 |
| 7-6. | Economic Development Plan..... | 86 |
| 7-7. | Economic Development and Redevelopment Goals and Recommendations | 91 |
| Chapter 8. | Natural Resources..... | 94 |
| 8-1. | Physical Characteristics | 95 |
| 8-2. | Water Resources | 95 |
| 8-3. | Relevant Programs, Policies, and Regulations | 97 |
| 8-4. | Climate Change Impact Assessment | 99 |
| 8-5. | Natural Resource Goals and Recommendations | 102 |
| Chapter 9. | Parks, Recreation, and Open Space..... | 104 |
| 9-1. | Dedicated Open Space | 105 |
| 9-2. | Environmental Open Space | 105 |
| 9-3. | Parks and Recreation..... | 106 |
| 9-4. | Recreation Needs—State Comprehensive Outdoor Recreation Plan (SCORP)..... | 109 |
| 9-5. | Agricultural Open Space | 109 |
| 9-6. | Acquiring and Preserving Open Space..... | 110 |
| 9-7. | Parks, Recreation, and Open Space Goals and Recommendations | 111 |

| | |
|---|------------|
| Chapter 10. Land Use and Growth Management..... | 113 |
| 10-1. Existing Land Use..... | 114 |
| 10-2. Planning Environment | 121 |
| 10-3. Future Land Use within Town | 126 |
| 10-4. Land Use and Zoning | 127 |
| 10-5. Land Use and Growth Management Goals and Recommendations | 133 |
| 10-6. Growth and Annexation..... | 134 |
| 10-7. Resilient Land Use | 136 |
| Chapter 11. Implementation and Intergovernmental Coordination..... | 137 |
| 11-1. Post-Plan Requirements | 138 |
| 11-2. Recommendations for Consideration..... | 138 |
| 11-3. Continuing Intergovernmental Coordination..... | 149 |
| Chapter 12. Acronym Index..... | 150 |
| 12-1. List of Acronyms | 151 |
| Chapter 13. Appendix A. Maps..... | 153 |
| Chapter 14. Appendix B. Southeast Master Plan..... | 174 |

LIST OF TABLES AND FIGURES

Figure 1. Attendees at the December 14, 2016 Mapping Workshop 6

Figure 2. Location Map of Milford..... 21

Figure 3. Parson Thorne Mansion 23

Figure 4. The Bank House..... 24

Figure 5. Vinyard Shipyard 25

Figure 6. The Towers 26

Table 1. Population and Housing Units, 1940–2010 36

Table 2. Milford Population Scenarios 37

Table 3. Household and Family Characteristics, 2010 39

Table 4. Racial Composition Milford, Kent and Sussex Counties, and State, 2010 40

Table 5. Changes in Milford’s Racial Composition, 1990–2010..... 40

Table 6. Milford Population Reporting Hispanic or Latino Origin, 1990, 2000, and 2010 41

Table 7. Age Distribution, 2010..... 41

Table 8. Milford Age Distribution Change, 2000–2010 42

Table 9. Educational Attainment, 2014 42

Table 10. Household and Family Annual Income, 2014 43

Table 11. Selected 2014 Income Distribution and Poverty Data..... 43

Table 12. Milford School District Enrollment, 2006–2016 49

Table 13. Proposed Water Demand Projections for 2020..... 50

Table 14. Milford Water Allocations 50

Figure 7. Annual Cooling Demand for Milford..... 55

Table 15. Housing Stock Composition, 2014..... 60

Table 16. Occupancy Status, 2014..... 60

Table 17. Age of Occupied Housing Units, 2014 61

Table 18. Existing and Planned Milford Residential Units 63

Figure 8. Proposed Cycling Routes 73

Table 19. Milford Major Employers, 2017 83

Table 20. Employment Status 85

Table 21. Occupations in Milford, Kent County, Sussex County, Delaware, and the United States..... 86

Figure 9. Downtown Development District Map..... 89

| | |
|---|------------|
| Table 22. TMDL (Nitrogen, Phosphorus, Bacteria) Requirements for the Mispillion Watershed..... | 97 |
| Figure 10. Average Annual Temperatures in Milford | 100 |
| Table 23. Park and Recreation Facilities in Milford | 107 |
| Table 24. Existing Land Use Designations..... | 114 |
| Figure 11. Milford’s Land Use Distribution, 2016 | 115 |
| Table 25. Residential Land Use Highlights..... | 116 |
| Table 26. Non-Residential Land Use Highlights | 118 |
| Figure 12. Residential Land Use Highlights..... | 119 |
| Figure 13. Non-Residential Land Use Highlights..... | 120 |
| Figure 14. Downtown Development District Plan | 125 |
| Table 27. Land Use and Zoning Link | 130 |
| Table 28. Milford Zoning Districts | 132 |
| Table 29. Summary of Goals and Objectives | 138 |

City, County, and State Officials

City of Milford

Mayor and Council

Bryan W. Shupe, Mayor
Douglas E. Morrow, Sr., Vice Mayor
Arthur J. Campbell, Council
Christopher H. Mergner, Council
James F. Burk, Council
Lisa Ingram Peel, Council
Owen S. Brooks, Jr., Council
James O. Starling, Sr., Council
Katrina E. Wilson, Council

Planning and Zoning Commission

Marvin C. Sharp, Chair
Michael J. Boyle
Andrew P. Fulton
W. Ed Holloway
Raymond E. Lynch
Rae M. Mims
Sara M. Pletcher

City Staff

Eric Norenberg, City Manager
Jeff Portmann, Finance Director
Teresa Hudson, City Clerk
Rob Pierce, Planning & Development Director
Christine Crouch, Deputy City Clerk/Executive Assistant

Kent County

County Administrator
Department of Planning Services

Michael J. Petit de Mange, AICP
Sarah E. Keifer, AICP – Director

Sussex County

County Administrator
Planning and Zoning Office

Todd F. Lawson
Janelle Cornwell, AICP – Director

State of Delaware

Governor
Senate
House of Representatives
Office of State Planning Coordination

John C. Carney, Jr.
F. Gary Simpson, 18th District
Harvey R. Kenton, 36th District
Constance Holland, AICP – Director

Institute for Public Administration

This plan was prepared by the City of Milford Planning and Zoning Commission with assistance from the Institute for Public Administration (IPA), a unit within the School of Public Policy & Administration at the University of Delaware. IPA links the research and resources of the University of Delaware with the management and information needs of local, state, and regional governments in the Delaware Valley. IPA provides assistance and research projects as well as training programs and policy forums.

Comprehensive plans produced by IPA are a true team effort. Troy Mix managed the IPA Planning Services Group. William DeCoursey served as project manager for the Milford Comprehensive Plan. IPA Senior Planner Linda Raab was instrumental in assisting with training and visioning. Mapping and geo-spatial analysis was performed by IPA GIS Specialist Nicole Minni. Mr. Robert Pierce, City Planner, actively participated in the process and contributed significantly to the writing. Mr. Martin Wollaston, IPA's retired Planning Services Group Manager, was instrumental in initiating the process and developing the scope of work.

IPA Director

Jerome R. Lewis, Ph.D.

IPA Planning Services Manager

Troy Mix, AICP

Milford Comprehensive Plan Team

Rob Pierce – Planner, City of Milford

William J. DeCoursey – IPA Assistant Policy Scientist

Phil Barnes, Ph.D. – IPA Associate Policy Scientist

Linda Raab, AICP – IPA Senior Planner

Scott Eisenhart – IPA Graduate Research Assistant

Jeel Oza – IPA Undergraduate Research Assistant

Mapping and GIS Development

Nicole M. Minni – IPA GIS/Graphics Specialist

Editorial Review and Cover Design

Lisa Moreland – IPA Policy Scientist

Sarah M. Pragg – IPA Policy Specialist



Chapter 1. Background

1-1. Authority to Plan

The City of Milford has vested the authority to plan with its Planning & Zoning Commission, the city planner, and the city manager through its charter. The charter dictates there shall be a city planning commission consisting of nine 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, Milford's City 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 its 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.

Title 22, Chapter 7 of the Delaware Code provides that the City of Milford will review the comprehensive plan (a document of text, maps and other graphics) at least every five years and update the plan at least every ten 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. The adopted plan may be certified by the governor, and will serve as a guide for future growth, development, and redevelopment within and around Milford.

1-2. Planning Process

The City of Milford has developed this comprehensive plan in recognition of the goals and objectives set forth in the comprehensive planning checklist for municipalities over 2,000 residents and Title 22.

1-2a. Reason for Plan Update

Since the adoption of its first comprehensive land use and development plan in 1990, Milford has actively planned for and sought economic growth, development, and vitality. The original plan was updated in 1995 and 2003. In 2008, Milford adopted an updated comprehensive plan.

Milford, and the surrounding areas, has seen significant growth and changes in that timeframe. The housing downturn in 2008 has given way to steady growth again. Milford has become an attractive destination for retiring boomers. Also, the city has seen major investments and expansion plans in some of its key industries and employment centers, most notably, healthcare. Milford has also applied for, and won,

designation in the state's Downtown Development District (DDD) program and completed a comprehensive master plan for its Southeast Neighborhood.

Concurrently, Milford worked to incorporate these developments into its planning process. The 2008 plan was amended in July 2011 to reflect the results of the Southeast Master Plan effort. Another amendment in 2012 adjusted the city's Urban Growth Boundary to accommodate future utilities.

Three amendments were adopted in 2015. Two were largely housekeeping matters to rectify the city's future land use map with its zoning ordinance. In July 2015, an amendment was adopted to the Southeast Master Plan allowing for medical and employment uses west of SR 1.

The City of Milford has chosen to update its Comprehensive Land Use and Development Plan at this time to incorporate master planning activities, recent amendments, aspirations for the Downtown Development District, flood vulnerabilities, and new demographic and utilities data into a unified, up-to-date planning document.

1-2b. Comprehensive Planning Approach

Milford understands that planning is a continuous process. A comprehensive plan is based on the foundation that if a community knows where it wants to go, it possesses better prospects of getting there. From the outset, Milford has endeavored to cast the widest net possible to gain a fuller understanding of its citizens' concerns, business community's interests, and the regional context in which its plan will function.

The comprehensive planning process involves establishing goals for the future of a municipal government, analyzing current and projected conditions, and laying out steps that can be taken to help a municipality reach its goals. Considerable time was invested in updating information and data to summarize the existing and projected conditions Milford faces, and will likely face, in terms of demographic, infrastructure, environmental, economic, and land use conditions.

Enhancing community resiliency in Milford was a common theme throughout the planning process. Resiliency is enhanced when a community can identify and reduce its vulnerabilities to external forces and factors, such as natural hazards and macroeconomic trends. Should unforeseen and undesirable events transpire, a resilient community "weathers the storm" and bounces back quickly because it has systems and programs in place that provide a buffer against negative consequences. Enhancing community resiliency involves seizing opportunities when they present themselves, particularly when they involve avoiding long-term risk and creating a more diverse, balanced approach to development that benefits all members of the community.

As part of the effort to project future conditions in Milford and better plan for resilient community development that reduces vulnerabilities to current and future hazards, Milford analyzed the impact of increased flooding from heavy precipitation events and sea level rise, as well as higher temperatures due to climate change. Data used in the city's climate impact assessment comes from a variety of sources. Data for flooding comes from the Federal Emergency Management Agency (FEMA)-designated Flood Insurance Rate Maps. Data for sea level rise is derived from the three rise scenarios of 0.5 meters, 1.0 meters, and 1.5 meters that were developed by the Delaware Department of Natural Resources and Environmental Control (DNREC). For more information on the methods used to generate these scenarios, please visit http://maps.dnrec.delaware.gov/dcmplsr/InundationDisclaimer_Methods.pdf. Temperature projections for Milford are gathered from the state's climate portal and were produced during the Delaware Climate Change Impact Assessment. For more information on the temperature data, please visit <http://climate.udel.edu/declimateprojections/portal/> and select "Milford" from the drop-down menu.

It is critical to point out that there is strong evidence that the FEMA-designated flood zones underestimate flood risk (Brody, Blessing, Sebastian, & Bedient, 2014; Galloway et al., 2006; Highfield, Norman, & Brody, 2013). These FEMA zones are based on historic flood data and topography. They are not forward-looking, nor do they consider the impact of recent development on local hydrologic processes and flows. The underestimation of risk is due, therefore, to intervening changes in impervious surfaces coverage, changes to local topographies through development, and the impact of future sea level rise.

The City of Milford began by utilizing the Pre-PLUS review process. The Preliminary Land Use Service (PLUS Process) is a program run by the Office of State Planning Coordination (OSPC). It is a preliminary review, typically of major subdivisions and developments and comprehensive plans. The intent behind utilizing the review is to advise developers, builders, and municipalities of potential issues very early in the process. Pre-PLUS is a relatively new service OSPC has added. Municipalities may submit their existing comprehensive plans just prior to the update process to effectively receive input and guidance from all relevant state agencies and PLUS partners before beginning to draft the plan. In September 2016, Milford arranged for a "Planning 101" training session for its planning commission members as a refresher course. In addition, Milford produced and undertook an extensive public polling/community survey in the late summer and early fall of 2016. It was offered in English, Spanish, and Creole and received a robust 263 returns. The City of Milford also initiated early outreach to many of its major employers, civic groups, and law enforcement partners. Representatives from each group were invited to speak at one of the first visioning sessions for the update.

1-3. Public Participation

A number of Planning and Zoning Commission meetings have been held during the city plan update process. After initially experimenting with discussing comprehensive plan update business within the normal order of the commission's meetings, a determination was made to expand the regularly scheduled meetings to ensure there was adequate time to discuss the Milford Comprehensive Plan.

Throughout the process, the City of Milford utilized a number of outreach tools in addition to legally required notifications and postings, including email, its website, local media, and social media.

Town officials and staff began the update process in May of 2016. Commissioners reviewed goals and objectives in May and June 2016 during regularly scheduled public Planning and Zoning Commission meetings. The Institute for Public Administration (IPA) at the University of Delaware joined the effort in July 2016.

In July 2016, Milford distributed a citizen survey in English, Spanish, and Creole. Over 260 responses were received, tabulated, and presented to the Planning and Zoning Commission. A copy of the citizen survey results can be found at <http://cityofmilford.com/DocumentCenter/View/2436>.

Beginning in September 2016, the Commission decided to begin holding duly advertised, open-to-the-public, comprehensive plan meetings at 5:30 p.m., just prior to its regularly scheduled meetings on the third Tuesday of each month. IPA presented "Planning 101" at its September meeting.

A public engagement and visioning meeting was held in October 2016 with a follow-up meeting in November 2016. Key business, civic, and government leaders were invited to speak. Public involvement was significant, with well over 50 residents in attendance at the October meeting. The city's citizen survey was conducted from August through the end of September 2016. Planning and Zoning Commission meetings continued to be held monthly with its members working their way through the chapters of the update in December 2016 and January and February 2017.

December 2016 Public Mapping Workshop

Prolonged periods of high temperatures impact certain residents more than others. Research shows that the elderly, non-native English speakers, and families of lower economic means are at higher risk of heat-related health impacts such as heat stroke, exhaustion, asthma, and other temperature-related complications. To ensure that Milford's most heat-vulnerable residents are provided adequate care and attention during heat waves, it is helpful to identify where, geographically, these residents live so

that health services can be efficiently delivered and highly effective (see Section 4-2). The geographic information was collected at a public mapping workshop held at the Milford Public Library on December 14, 2016.

The City of Milford was proactive in recruiting participants to attend the workshop, reaching out to civic leaders in the Haitian and Latino communities and asking them to help spread the word. Fliers were posted about the event and advertised on the city's Facebook page. Workshop attendees watched a brief presentation on heat impacts and were then asked to help identify the locations in town where there are concentrations of low-income residents, non-native English speakers, and elderly residents. The attendees identified areas by placing colored sticker dots on large printed maps in locations corresponding to greater concentration of each demographic group (Figure 1 below). The resident-generated maps were digitized and combined to create a single heat vulnerability map for Milford that is useful for planning the extension of public health services during periods of high temperature.

Figure 1. Attendees at the December 14, 2016 Mapping Workshop



March 2017 Meeting

The March 2017 meeting was the first detailed discussion of future land use. Between February and March, city staff conducted extensive outreach to landowners and stakeholders who were encouraged to attend or submit any requests in writing. Summaries of all discussions were presented to the Commission during its March 2017 meeting. Representatives from a number of local businesses took the opportunity to attend and share their visions at the March meeting. City staff also held meetings with the planning departments of Kent and Sussex Counties and requested, and received, written confirmation and suggested minor revisions from each.

Approval Process

On April 18, 2017, the Planning and Zoning Commission signed off on a plan draft to release for public scrutiny and two public workshops were held (one afternoon, one early evening) on May 3, 2017, at the Milford Library. The Commission considered the feedback received from the workshops as well as input from a local developer during the May 16, 2017, comprehensive plan meeting/public hearing. The Commission approved a motion to submit the draft, with noted edits, for review by the Milford City Council and council's endorsement to submit the draft for PLUS review. Milford City Council held a public hearing on the plan draft June 26, 2017, passed a motion making a minor revision to the draft, and released the draft for state review.

PLUS Meeting

The PLUS meeting for the Milford Comprehensive Plan was held July 26, 2017. Written comments from the state agencies were sent to Milford late the following month. The Milford Planning and Zoning Commission reviewed and deliberated on the agencies' comments at the September 20, 2017 planning meeting and were receptive, addressing the vast majority of the PLUS comments within the plan document. Following word from OSPC that Milford was clear to move toward adoption, a public hearing was held at the December 19, 2017, meeting of the Planning and Zoning Commission. A motion was also adopted, formally recommending the document for adoption by the Milford City Council.

Plan Adoption

The Milford City Council introduced the ordinance to adopt its Comprehensive Plan at its January 8, 2018, meeting. On January 22, 2018, a second public hearing was held at the Milford City Council meeting, after which the plan was adopted, by ordinance, pending certification by the governor.

1-4. Overall Community Vision and Goals

1-4a. Milford's Vision

Milford takes great pride in the beauty of its riverfront and its rich historic and cultural heritage, which dates back to the eighteenth century. The City of Milford wishes to build upon these enduring and desirable attributes while enhancing community resiliency and see the city grow into the “Riverfront Gateway to Southern Delaware.”

With a commitment to thoughtful economic development, appropriate growth that is resilient to environmental change, and preservation and protection of its most cherished assets, the City of Milford envisions itself as a year-round, vibrant, employment and economic center that stays true to its small-town roots and feel: a small-town city where residents are able to live, work, go to school, and recreate.

Position on Housing and Population Growth

The City of Milford is prepared and poised for growth. It has an ample housing pipeline, several developments coming online, recent infrastructure improvements, and construction of a regional health campus. Milford seeks this growth in population and housing as it works to fulfill the vision of becoming the “Riverfront Gateway to Southern Delaware.”

1-4b. Community Character

GOAL

Encourage compatible, resilient, connected development, redevelopment, and growth within Milford's municipal boundary.

OBJECTIVES

- Maintain a dialogue with the City of Milford's major employers and industries in order to anticipate and maximize potential investment in the city.
- Ensure connections for all modes between commercial and residential uses, existing and proposed residential uses, and the southeast area and greater Milford.
- Consider pursuing Certified Local Government (CLG) status to potentially access technical and financial assistance through the national CLG Program, administered by the State Historic Preservation Office (SHPO).
- Consider an updated survey of municipal lands within Sussex County that may be eligible for the National Registry of Historic Places.
- Review and update the city's sign ordinance.

- Investigate the development of architectural design standards for new projects, specifically those within the city’s designated historic districts.
- Review and update site plan design requirements.

GOAL

Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries.

OBJECTIVE

- Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District.

GOAL

Entertain annexation or growth opportunities within the municipality’s established Urban Growth Boundary (UGB), provided cost-effective services can be provided.

OBJECTIVE

- Systematically consider and evaluate annexation requests from within the existing Urban Growth Boundary, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city.

1-4c. Government, Community Services, and Infrastructure

GOAL

Ensure the safety and security of Milford’s residents with first-class police, EMS, and fire protection services and provide adequate public utilities to provide for planned and desired growth in a managed, cost-effective manner.

OBJECTIVES

- Consult police, fire, and EMS personnel when considering significant development and redevelopment proposals, particularly with regard to response time and access.
- Plan for and provide adequate utilities and services to accommodate occurring and planned for growth in Milford.

- Consider additional electricity demand from increased air conditioning usage into electric infrastructure planning processes to ensure that power supply and system reliability are maintained during periods of sustained high temperature.
- Encourage the appropriate use of low-impact development and resilient stormwater management practices contained in the Delaware Green Infrastructure Primer.
- Review mutual aid agreements with surrounding jurisdictions and confirm the adequacy of Advanced Life Support (ALS) services for city residents. The City of Milford may wish to pursue offering these services.
- Work with natural gas provider to service residential, commercial, and industrial customers within city limits.
- Incorporate language in the code related to commercial recycling and making recommendations on commercial site plans for space for recycling dumpsters and other facilities.
- Engage with DNREC's Allocation Division to ensure all wells in service appear on a revised allocation permit for the city and that Milford is able to document sufficient supply for present needs.
- Engage with DNREC's Allocation Division to proactively coordinate anticipated future water allocation demands and needs and ensure that any new wells or infrastructure upgrades are coordinated with DNREC's approval process.

1-4d. Housing

GOAL

Encourage a balanced range of housing types and homeownership opportunities for existing and future residents.

OBJECTIVE

- Engage DSHA in the city's planned Northeast Area Master Plan, particularly with regard to Census Tract 425, which DSHA characterizes as having an oversupply of subsidized rentals.

GOAL

Promote opportunities for the creation of new clean, safe, and affordable housing and ensure the continued quality of the existing stock of affordable units.

OBJECTIVE

- Market the low-income home weatherization assistance program that is designed to improve energy efficiency for low-income households.

GOAL

Encourage the construction and maintenance of housing that is resilient to current and future hazards such as flooding and heat waves.

OBJECTIVES

- Update the city's floodplain ordinance and consider adopting a freeboard requirement.
- Consider upgrading the city's building code standard from International Building Code 2006 to the most recent 2015 version that recommends stronger energy efficiency measures.

1-4e. Transportation

GOAL

Enable the safe and efficient mobility of residents utilizing all modes of travel, be they pedestrians, cyclists, drivers, or transit riders, via a safe and interconnected transportation system.

OBJECTIVES

- Work to address deficiencies and maintenance issues in the city's bicycle and pedestrian network by cataloging identified issues, engaging with DeIDOT, and programming any available transportation funding.
- Incorporate key recommendations from the city's Bicycle and Pedestrian Master Plan into its subdivision and street design standards.
- Study and/or address parking deficiencies in the central business district.
- Ensure connections for all modes between commercial and residential uses, existing and proposed residential uses, and the southeast area and greater Milford when considering development or redevelopment applications.
- Continue to make use of the Mispillion Riverwalk as a first-class recreational opportunity and the connected pedestrian spine of the community.
- Coordinate with DeIDOT/DART regarding future transit needs and opportunities.

- Preserve traffic capacity and prevent undue future congestion on the city’s highways and arterials by planning for future growth and development with connected local streets and bicycle/pedestrian networks.
- Coordinate with DeIDOT and local businesses to address noted concerns of congestion, truck traffic, and difficult pedestrian crossings.
- Collaborate with DeIDOT to conduct a climate change vulnerability analysis to identify at-risk transportation assets and strategies for mitigating those risks.
- Install electric vehicle charging stations in the central business district with designated parking spaces.

GOAL

Pursue, in coordination with DeIDOT, the creation of a Transportation Improvement District (TID) for areas subject to the updated Southeast Master Plan.

OBJECTIVES

- Enter into a written agreement or memorandum of understanding (MOU) with DeIDOT regarding a TID for the southeast area, and develop an agreed-upon schedule of implementation steps.
- Collaborate with DeIDOT to investigate an east–west transportation solution between Route 113 and the new Bayhealth Health Campus.

1-4f. Economic Development and Redevelopment

GOAL

Pursue land use, growth, and preservation strategies that will ensure that farms, agricultural properties, and agri-businesses remain an economically viable anchor to the Milford economy.

OBJECTIVES

- Promote preservation of agricultural and environmental resources beyond the city limits of Milford.
- Systematically consider and evaluate annexation requests from within the existing Urban Growth Boundary, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city.

GOAL

Ensure the city's future land uses and zoning accommodate and allow for a variety of commercial and employment activities.

OBJECTIVES

- Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District.
- Consider the development of a vacant building ordinance to address blighted and abandoned properties, possibly including a vacant building registration program.

GOAL

Implement the policies and recommendations within the Southeast Master Plan and the Downtown Development District, both key tools for future development and redevelopment.

OBJECTIVES

- Incorporate and adopt the Southeast Master Plan as part of the comprehensive plan.
- Amend the municipality's zoning and subdivision ordinance—and any other relevant procedures—to reflect the updated master plan.

GOAL

Broaden Milford's economic activity beyond the Monday to Friday, nine-to-five workweek by encouraging businesses, activities, and festivals that will help develop Milford's identity as a great place to have fun, as well as work and live.

OBJECTIVES

- Encourage and promote nightlife and cultural destinations in the town center.
- Consider the city's desire for cultural and evening destinations when deliberating conditional use applications.
- Consider relaxing parking requirements, or permitting shared parking arrangements, for adjoining uses, or areas, where peak demands would be expected to occur at various points in the day/evening.

GOAL

Enhance the city's economic resiliency by reducing the risk of flood damage and promoting the long-term cost savings of energy efficiency and renewable energy upgrades.

OBJECTIVES

- Support energy efficiency and renewable energy upgrades in new and existing developments by taking advantage of state-sponsored financial incentives.
- Promote electrical vehicle charging in the central business district.

1-4g. Natural Resources

GOAL

Coordinate with relevant agencies and committees to improve water quality in the Mispillion and its tributaries.

OBJECTIVES

- Consider refining the city's buffering regulations to distinguish between built-up areas where the existing ten-foot buffer is the default and more open areas where a more effectively sized buffer may be feasible.
- Continue to pursue and support living shoreline installations along hardened sections of the Mispillion River.
- Review parking and loading standards to ensure new site plans have adequate parking while limiting the amount of impervious coverage.
- Consider relaxing parking requirements, or permitting shared parking arrangements, for adjoining uses, or areas, where peak demands would be expected to occur at various points in the day/evening.
- Review and update the city's impervious coverage standards to ensure environmentally friendly site design.
- Enhance the urban tree canopy by planting new trees in sparsely planted areas, for instance near parking lots and other impervious coverage areas near the downtown core.
- Continue to avoid development in ecologically sensitive and flood-prone areas.
- Participate in the Mispillion River Tributary Action Team to assist in the development of pollution control strategies for the river.
- Promote the elimination of individual septic systems where feasible near and adjacent to the Mispillion River.

GOAL

Pursue agricultural preservation of high-value agricultural parcels, consistent with the master plan.

OBJECTIVES

- Incorporate and adopt the Southeast Master Plan as part of the comprehensive plan.
- Develop and implement a Transfer of Development Rights (TDR) program in the Southeast Neighborhood and expand the developed program into the anticipated Northeast Master Plan.
- Amend the municipality's zoning and subdivision ordinance, and any other relevant procedures, to reflect the updated master plan.

GOAL

Limit the growth of harmful atmospheric emissions attributable to Milford.

OBJECTIVES

- Support energy efficiency and renewable energy upgrades in new and existing developments by taking advantage of state-sponsored financial incentives.
- Promote electrical vehicle charging in the central business district.
- Reduce future congestion, distance commuting, and emissions by developing as a year-round, live-where-you-work community.

GOAL

Protect the city's social and economic assets by enhancing environmental resiliency.

OBJECTIVES

- Form a climate change adaptation committee that will review Milford's climate vulnerabilities, evaluate appropriate adaptation options, and make recommendations to the city.
- Consider a partnership with the Delaware Coastal Program's (DCP) Resilient Community Partnership to potentially access staff support, technical assistance, and funding in the coming years.
- Utilize new data and analytical techniques to begin planning for elevated water levels and increasing periods of heat.

1-4h. Parks, Recreation, and Open Space

GOAL

Continue to enhance, improve, and promote the Mispillion Riverwalk as a cornerstone of the community and make practical use of it as a connection to established—and future—recreational open spaces and parks.

OBJECTIVES

- Promote recreational activities and events.
- Consider existing, smaller, vacant, or preserved parcels for use as community gardens.

GOAL

Encourage the inclusion of connected, accessible parks and open spaces in new development.

OBJECTIVES

- Incorporate recreational opportunities into redevelopment plans and programs.
- Actively support a regional blueway canoe and kayak trail from Abbott’s Mill Nature Center through Haven Lake and Silver Lake to Goat Island, and extend the remaining length of the Mispillion River to the DuPont Nature Center at Slaughter Beach.
- Establish a unified open space and greenways network that connects with city parks, areas adjacent to the riverwalk and bicycle and pedestrian ways.

GOAL

Encourage the preservation of areas along all streams, lakes and ponds as recreational uses.

OBJECTIVES

- Preserve and enhance buffer areas around water bodies to mitigate environmental and visual impact from adjacent uses and activities.
- Develop and implement a TDR program in the Southeast Neighborhood and expand the developed program into the anticipated Northeast Master Plan.
- Consider refining the city’s buffering regulations to distinguish between built-up areas where the existing ten-foot buffer is the default and more open areas where a more effectively sized buffer may be feasible.

- Engage with the Delaware Department of Agriculture’s (DDA) Forestry Section to explore urban forestry programs.

1-4i. Land Use and Growth Management

GOAL

Encourage compatible, resilient, connected development, redevelopment, and growth within Milford’s municipal boundary and entertain annexation or growth opportunities within the municipality’s established Urban Growth Boundary, provided cost-effective services can be provided.

OBJECTIVES

- Create a variety of suitable zoning categories and targeted land use areas within the city to accommodate the assortment of business sectors.
- Update the zoning ordinance to reflect the objectives of the city’s Comprehensive Plan.
- Refer to the Comprehensive Plan for rezoning and annexation agreements.
- Use State Strategy Mapping to guide growth.
- Ensure that the design of new developments complement and enhance the city’s unique character by developing and implementing architectural review standards for major residential and commercial developments.
- Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District.
- Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries.
- Establish a process to review comprehensive plan amendment requests once a year, which may be needed in order to harmonize proposed development plans with the Milford Comprehensive Plan.
- Systematically consider and evaluate annexation requests from within the existing Urban Growth Boundary, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the City of Milford.
- Review and update Chapter 230 zoning—specifically the use and area regulations—to ensure the code is modern.
- Review and update Chapter 200 subdivision in an effort to update project review and approval procedures, inclusion of a sunset provision, and the allowance for administrative review of minor applications.

GOAL

Conduct a master plan for the city's Northeast Neighborhood.

OBJECTIVES

- Work with OSPC to develop a Memorandum of Agreement and identify key stakeholders and state agency partners for master planning.
- Undertake a master plan exercise, similar to that conducted for the city's southeastern area, for its Northeastern Neighborhood. Adopt the master plan's findings and results as an addendum to this document and fully incorporate it during the next rewrite of Milford's Comprehensive Plan.



Chapter 2.

Community Character

A community's character is what makes it a unique place. Milford is blessed with a rich historic and cultural heritage and a riverfront location that contribute greatly to its identity and character. It is committed to protecting and enhancing qualities that have made Milford the desirable, identifiable community it is today. This chapter details some of the elements that define Milford's character and recommends approaches designed to protect and enhance those elements, while allowing for the growth and vitality Milford seeks to build upon and add to its relevance and identity in the coming decades.

2-1. Location

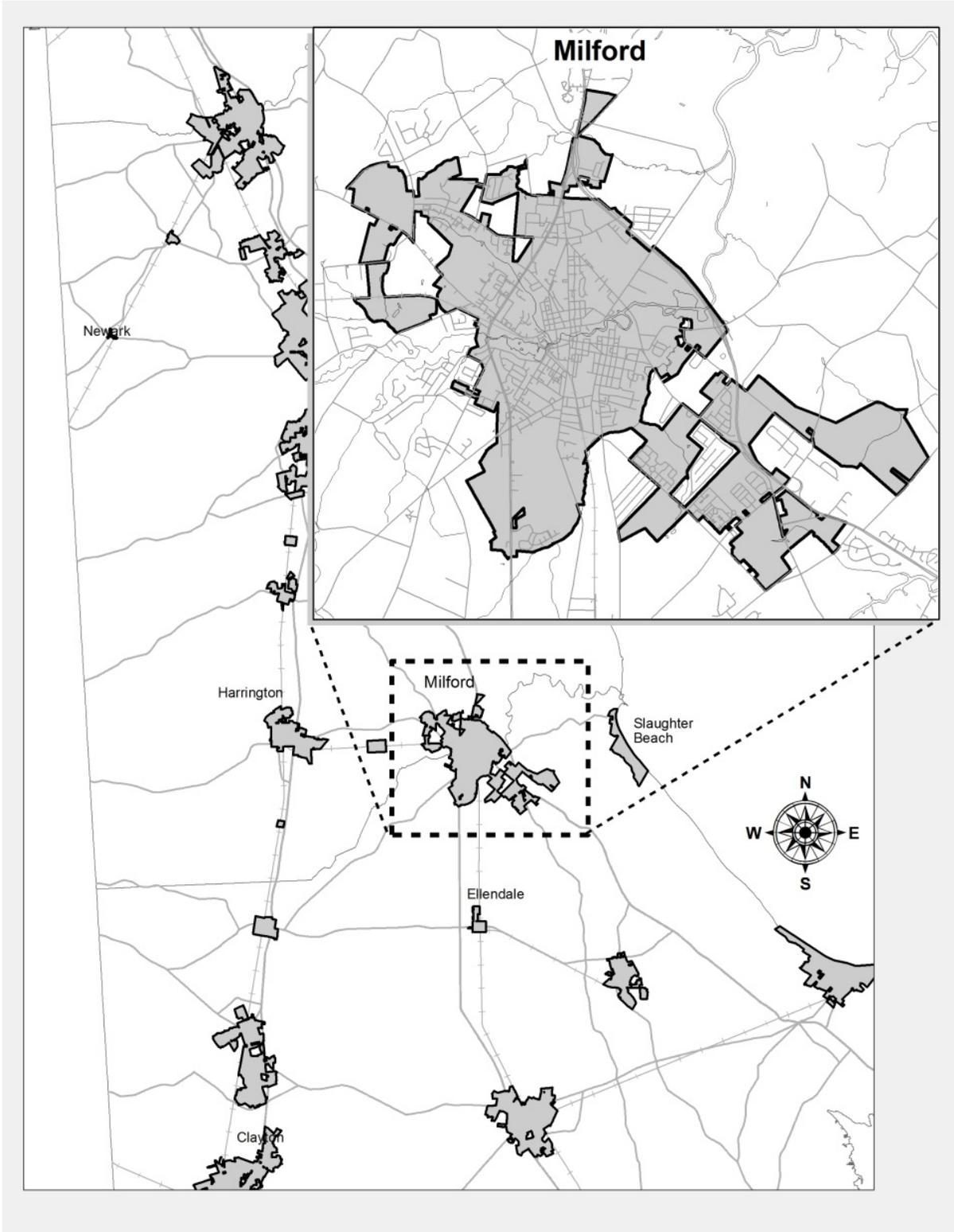
Figure 2 depicts Milford's regional location and the *Aerial View* map provides an overview of the city and surrounding area. Milford is located on the Mispillion River, within Kent and Sussex Counties. The historic center of Milford adjoins the river between U.S. Route 113 (US 113) on its west and Delaware Business Route 1 to the east. The city is located in the Milford Hundred in Kent County and the Cedar Creek Hundred in Sussex.

It is also quite central to major regional cities, situated 95 miles from Philadelphia, Pennsylvania, 85 miles from Baltimore Maryland, and 100 miles to the national capitol, Washington, D.C. Milford is within 20 miles of the Kent and Sussex Counties seats, Dover and Georgetown, respectively.

2-2. History, Historic and Cultural Resources

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. Additional mills were established in the same area. The industries that first prospered in Milford 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. When Milford was first laid out in 1787, William Johnson took up a lot on the northwest corner of Walnut and Park Avenue, 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.

Figure 2. Location Map of Milford



Sometime after 1810, the academy moved to a one-story brick building on the corner of Northwest Second Street and North Street. It was enlarged to two stories sometime around 1818. This was a private school until 1846, when it was purchased for a public school. The Classical Academy was another private school in the area as were a number of small schools conducted in people's homes.

With a good supply of various varieties of wood in the area, shipbuilding became an important industry in the 1820s, expanding 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. With the advent of the steel hull, steamboat, and railroad, however, shipbuilding in Milford declined until the last yard, the Vinyard Shipyard, remained during the first half of the twentieth 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 Causeys engaged in the mining of bog ore and 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 nineteenth 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 twentieth 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 1920s, electricity was provided only during nighttime hours. The construction of Delaware's first highways in the early 1900s ensured continued transportation options for produce and manufactured goods from Milford. In 1925, the fire company raised

funds to support a community building. Throughout the 1930s 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 started operations that began the slow recovery of the polluted Mispillion River.

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.

2-2a. Historic Structures and Districts

Most prominent of the historic structures preserved in Milford is the Parson Thorne Mansion located on Northwest Front Street. Surrounded by a spacious lawn and ancient linden trees, the building’s beginnings date back to the early 1730s. During the subsequent 200 years, various owners of the home added their own architectural imprints with additions in the Georgian and Victorian styles.

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

Figure 3. Parson Thorne Mansion



Figure 4. The Bank House



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 Shipyard and the Victorian Historic Districts. These Districts are shown on the Historic Resources map.

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 the river for transporting goods and materials. The district contains approximately 25 acres, extending from an easterly boundary of North Walnut Street, a westerly boundary near Truitt Avenue and a northerly boundary as far as Northwest Third Street. Northwest Front Street runs through the district and contains early nineteenth century structures. Federal, Greek, and Gothic Revival structures are other examples of architecture represented in this district.

The Shipyard Historic District is the smallest district, containing only four acres. It is found along the Mispillion River in Sussex County, is bounded on the east by Franklin Street, and extends across Columbia Street to McColley Street south of Mispillion Street. 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, 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 by 1859.

Figure 5. Vinyard Shipyard



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 approximately 24 acres, starting at the southern bank of the Mispillion River and following a stretch of South Walnut Street to the railroad tracks and a part of South Washington Street. The 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.

2-3. Historic and 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 Counties. Milford will continue to support these organizations through recognition and provision of city services to support their events and functions.

For historic properties that are vulnerable to current flooding and future inundation from sea level rise, Milford should collaborate with the Milford Historical Society and the Milford Commission of Landmarks and Museum to mitigate risk to these assets. Supporting these groups to develop a historic preservation plan that places climate impacts at the center of the analysis, with adaptation strategies for the city's historic assets, is recommended. The City of Milford could apply for funding assistance for plan development through the state's Surface Water Matching Planning Grant. Possible adaptation options that might be included in a plan include flood proofing, elevating vulnerable structures, and installing green storm water management landscaping such as swales, rain gardens, water retention systems, and permeable paving. Special care must be taken to avoid compromising the integrity of historic structures during any adaptation project, including attention to setting, materials, and workmanship. Funding for implementing adaptation efforts may be sourced from the Delaware Historic Preservation Tax Credit program as a qualified rehabilitation expenditure. In a future flood incident where there is a state declaration of disaster, Milford could look to fund implementation by applying to the Delaware Emergency Management Agency's (DEMA) Hazard Mitigation Grant Program.

Figure 6. The Towers



Markers have been placed to indicate the Historic Districts through a 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.

The City of Milford through Downtown Milford, Inc. was designated as a "Main Street" municipality, which further enhances 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 that are of significance to the nation, state, or community. If requested to assist private preservation efforts, Milford will support property owners' requests for federal funding for historic preservation.

Most recently, Milford undertook an ambitious effort to gain designation as a Downtown Development District (DDD) through a competitive process administered by the state and was successful. The Downtown Development District centers on Milford's historic central business district, Mispillion River, and Mispillion Riverwalk. Portions of each identified historic district fall within the DDD.

While the area contains individual cultural and historic resources, the City of Milford has taken a broader view. It sees the entirety of its historic central business district and riverfront as invaluable resources. Resources that have experienced a lack of investment and maintenance due to general economic patterns seen by nearly all communities over the past 50 years.

Beginning in 2015, Milford developed a comprehensive "Rivertown Rebirth" Plan. The Downtown Development District and the rebirth plan are discussed in detail in the economic development chapter of this document. However, each has a special bearing on the city's historic and cultural assets. Overall, the plans call for the revitalization of the district through the promotion of homeownership and neighborhood revitalization. Special attention is given to the adaptive reuse of vacant or underutilized properties, façade and streetscape programs, and the reintegration of the historic shipyard into the fabric of the community. Other initiatives to improve public space, encourage dining and retail, and improve the pedestrian experience are all intended not to simply preserve the city's historic core, but to re-energize and reconnect it to greater Milford.

Milford has created a package of locally provided incentives, in addition to those offered by the state, to encourage the desired reinvestment. These include utility fee impact waivers, property and realty tax abatements and rebates, and a simplified approval process for desired projects within the zone.

2-4. Community Design

Dating back to its 2008 Comprehensive Plan document, Milford has taken the approach of identifying and planning for community character and design at the neighborhood level. The identified neighborhoods and boundaries are not regulatory divisions or set in stone. Their creation was solely for their utility as planning tools.

Generally speaking, Milford considers five areas on the neighborhood scale: Town Center, Southwest, Northeast, Northwest, and Southeast.

2-4a. Town Center

The Town Center comprises roughly 75 square city blocks anchored upon the Mispillion River and Riverwalk. It links the water experience and the urban environment and features an old-downtown feel with wide pedestrian pathways, accessible and walkable retail shopping, historic buildings, parks, schools, and employment.

Opportunities and Challenges

City representatives were supportive of the varied and intermixed land uses in the Town Center Neighborhood and didn't envision significant changes. It was this mix of uses, abundance of destinations, presence of sidewalks, and storefront retail that led them to describe it as the city's classically walkable area.

With good bones, city representatives can be quite optimistic. However, some significant challenges were noted. The area hosts the vast majority of the city's older homes and some are not aging well and in need of maintenance. Parking is also noted as an issue. Semi-frequent flooding from the river is also a significant concern.

Presenting it as both an opportunity and challenge, city representatives made very clear that the area suffers from a lack of foot traffic and is in need of more anchor activities or businesses to create a vibrant and active destination.

Volunteers noted several possible amenities, such as a small children's park. All felt that the Rivertown Rebirth plan and the Downtown Development District program would be key to the area's revitalization.

2-4b. Southwest Neighborhood

The Southwest Neighborhood is anchored by US 113 as the spine and commercial area of this largely developing area, which is slated for significant residential and some commercial growth. The former Milford Middle School and its associated open spaces and recreational offerings are central to this neighborhood.

Opportunities and Challenges

The future character of this neighborhood is not yet set. Nearly 2,000 residential units are slated to be built in the southern portion of this neighborhood; however, the closing of the middle school and the eventual relocation of the hospital have left the area with less of an identity.

Volunteers noted the area would be an excellent candidate as another master-planned area. The historic high school was seen as a potential asset, but also a possible hurdle, as redevelopment of older structures of its type can be difficult and buildings of its size are not easily repurposed.

City representatives tended to favor mixed-use development and redevelopment that could coexist with existing or future light industrial. Professional/office and residential and multi-family residential were favored, as well as a strong desire to preserve open space and recreational opportunities. City representatives were also mindful of the potential, even likely, need for a new school, given the residential activity planned nearby.

The area often hosts walk-a-thons and the middle school facilities are enjoyed by the community. Some suggested a walking trail around the old middle school, or a marked, one-mile exercise/activity trail.

2-4c. Northwest Neighborhood

The Northwest Neighborhood is characterized primarily as an employment and commercial area with interwoven pockets of residential. Major employers include GROWMARK FS, Southern States, the Greater Milford Business Park, Delaware Veterans Home, Boys & Girls Club, and the commercial shopping complex anchored by Wal-Mart. Significant vacant and yet to be developed lands border this area.

Opportunities and Challenges

The industrial park was seen as a key opportunity for the Northwest Neighborhood. City volunteers wondered if tenants could be found, or incentives offered, to encourage occupants to also offer retail services in the Town Center.

The western edge of the neighborhood is residential, and it was felt that protecting the character of these areas, as well as screening these from any more vigorous uses elsewhere in the neighborhood, would be important. Though no parcel-specific changes in land use were suggested, participants noted that some of the more central residentially planned areas were long dormant and existed only on paper. This was viewed as an opportunity to reconsider or rebalance the land use of the neighborhood.

Volunteers favored lower-impact, lower-traffic commercial and professional services for the area. The existing proximity of retail and community services also make this an attractive area to consider affordable housing.

2-4d. Northeast Neighborhood

The Northeast Neighborhood is characterized primarily as an employment and commercial area with some areas of residential. Major employers include Perdue and Kent-Sussex Industries (KSI), along with several industrial-type uses along Rehoboth Boulevard and Route 14. The high school is located within this neighborhood. Significant vacant and yet to be developed lands border this area.

Proposed Northeast Master Plan

In 2013, a property owner east of Route 1 approached the City of Milford regarding annexation as well as a change in the future land use of several acres of undeveloped land from open space to commercial. As a result, Milford prepared a comprehensive plan amendment to be reviewed by its Planning Commission, City Council, and the OSPC through the PLUS process. In the end, state agencies recommended the development of a master plan for the Northeast Neighborhood.

Milford plans to work with OSPC to develop a Memorandum of Agreement (MOA) and identify key stakeholders and state agency partners. The development of a master plan will be done separately from this update and will be incorporated as an amendment to the adopted Milford Comprehensive Plan.

Opportunities and Challenges

City volunteers felt the future of the Northeast Neighborhood was as an economic and industrial driver for the municipality and the region. Industrial and commercial was favored over future residential use, and most felt new residential should be discouraged and existing homes shielded.

The likely expansion of the area's poultry industry was seen as a significant opportunity. The fact that the high school is operating at capacity, can't expand, and may have to move was seen as a challenge, but also a significant opportunity to complete the neighborhood's transition to an employment center. A lack of pedestrian and bicycle connectivity to the central city was seen as a challenge, as was the volume of truck traffic. City representatives hoped this may be improved by the proposed overpass at Northeast Front Street.

The possibility of conducting a master plan for this area is another significant opportunity. Such activities may align the visions and enable consensus from a range of

important state and county agencies, potentially allowing for significant economic development.

2-4e. Southeast Neighborhood

The Southeast Neighborhood is the most recent addition and comprises areas along SR 1 that were annexed into Milford over the past 15 years. The confluence of SR 1 and Business Route 1 center this large, developing neighborhood area. East of SR 1, the community envisions agricultural preservation and lower-impact residential development, while preserving some capacity for employment and some commercial. Milford envisions significant development west of SR 1, closer to historic Milford, including major healthcare services and employment centers, a range of residential densities, and highway commercial with some set asides for agricultural preservation.

Opportunities and Challenges

The Southeast Neighborhood already has a master plan, and Milford has amended and adjusted the plan periodically in an attempt to see it realized. Clearly, the significant investments pledged by a major medical provider and the area's development as a regionally significant medical campus are key opportunities.

City representatives also see the area as an important opportunity for agricultural preservation outside city limits and its ability to serve as a defined edge, or gateway, to the city.

The scale of the proposed economic activity was noted as a challenge. Presumably, the many future employees who will work in this area would benefit from public transportation, which is not currently provided to the eastern side of SR 1. Likewise, the Town Center Neighborhood could certainly benefit from the economic activity and foot traffic this area has the potential to produce. At present, however, the pedestrian and cycling connections to this area are marginal. The Southeast Master Plan is available for review on the City of Milford's website.

Since having broadly identified these neighborhood-planning areas, Milford has taken demonstrable steps toward fleshing out and implementing its vision. After an extensive visioning, outreach, analysis, and coordination effort, the City of Milford adopted and refined a Southeast Master Plan for the aforementioned Southeast Neighborhood. Portions of the Southeast Master Plan were in the process of being updated during this Milford Comprehensive Plan Update period. The final, updated master plan will be reflected in the future land use and economic development portions of this document and maps.

Also, the Downtown Development District designation broadly overlaps with the previously titled, “Town Center” neighborhood. It details, at length, the Town Center Neighborhood characteristics prevalent in the area. A mix of civic, residential, and commercial uses are interwoven with almost all uses directly addressing the street with porches or retail windows. The DDD applications also puts forth a number of development (amphitheater, mixed-use, apartments, and retail) projects favored for this neighborhood. Taken together, the Southeast Master Plan and the DDD Action Plan underline the city’s strategies for future design.

2-5. Strategies for Future Design

2-5a. Southeast Master Plan

The Southeast Master Plan lays out a detailed plan for residential, commercial, and employment clusters on both sides of SR 1 and provides for agricultural preservation. Its integration into this Comprehensive Plan and its associated future land uses (see Future Land Use chapter) are likely to drive and shape the bulk of new development in the City of Milford in the coming years.

2-5b. Downtown Development District

The Downtown Development District created by Milford is heavily focused on generating compatible reinvestment, homeownership, revitalization, and connectivity in the city’s traditional/historic business district. Utilizing available local- and state-offered incentives, the district plan aims to not only shape, but also promote new uses, and adaptive reuses within its boundaries compatible with a walkable downtown area.

2-5c. Municipal Initiatives

Milford 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 and Sussex Counties acknowledge and complement Milford’s role for the future. The City of Milford will continue to use a series of long-range facility management plans for expansion evaluation and implementation.

In addition to utility services, Milford also plays a role in protecting the value of property and public safety. It will continue to maintain its zoning map and will continue to work with Kent and Sussex Counties and OSPC to share Geographic Information Systems (GIS) data regarding annexations, zoning, and tax parcels. The GIS data collected from the U.S. Census for this plan update will be utilized to review the city boundaries and update them in accordance with the city charter.

The Zoning Ordinance will be updated to reflect the objectives, goals, and implementation strategies of the City of Milford'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 are not consistent with the Land Use Plan will be rezoned. This process must be accomplished within 18 months of certification.

As rezoning, conditional use, and annexation agreements are being negotiated, Milford will refer to this Plan Update to identify items that property owners and developers can provide to further the city's overall Community Development Plan.

The Annexation and Land Use Plan presented in the Milford Comprehensive Plan Update document will be used to assess the city's interest and ability to support annexation requests.

2-6. Community Character and Design Goals and Recommendations

GOAL

Encourage compatible, resilient, connected development, redevelopment, and growth within Milford's municipal boundary.

OBJECTIVES

- Maintain a dialogue with the city's major employers and industries to anticipate and maximize potential investment in Milford.
- Ensure connections for all modes between commercial and residential uses, existing and proposed residential uses, and the Southeast area and greater Milford.
- Consider pursuing Certified Local Government (CLG) status to potentially access technical and financial assistance through the national CLG Program, administered by SHPO.
- Consider an updated survey of municipal lands within Sussex County that may be eligible for the National Registry of Historic Places.
- Review and update the city's sign ordinance.
- Investigate the development of architectural design standards for new projects, specifically those within the city's designated historic districts.
- Review and update site plan design requirements.

GOAL

Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries.

OBJECTIVES

- Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District.

GOAL

Entertain annexation or growth opportunities within the municipality's established Urban Growth Boundary (UGB), provided cost-effective services can be provided.

OBJECTIVES

- Systematically consider and evaluate annexation requests from within the existing Urban Growth Boundary, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city.



Chapter 3.

Community Profile

3-1. Population Trends

Though an economic downturn in 2008 dampened growth statewide, Milford seemingly emerged from it quicker than most other municipalities and has seen continued interest in growth and development of all types. The city continues to be an attractive, year-round option for retiring boomers, attracts families, and is in the process of absorbing once-in-a-generation-type investment from a regional healthcare provider as well as significant continuing investment from some of its traditional major employers.

With just approved and planned development, Milford can expect significant growth and development for the next decade. This growth is likely to bring increases in resident income, housing values, and average education levels. Milford’s population is expected to increase from 9,559 to between 10,995 and 13,573 by 2020, based on statistical projections. In practical terms, however, the city’s future population will hinge on the materialization (or not) of development in the housing pipeline, the build-out of major regional employment hubs, the availability of utilities and municipal services, and continued in-migration of retirees and families from elsewhere in Delaware and from neighboring states—more so than births or deaths among its current population.

Table 1. Population and Housing Units, 1940–2010

| Year | Population | | | | Housing Units | | | |
|------|------------|-------------|---------------|----------|---------------|-------------|---------------|----------|
| | Milford | Kent County | Sussex County | Delaware | Milford | Kent County | Sussex County | Delaware |
| 1940 | 4,214 | 34,441 | 52,502 | 266,505 | 1,425 | 10,362 | 17,617 | 75,567 |
| 1950 | 5,179 | 37,870 | 61,336 | 318,085 | 1,914 | 12,242 | 21,870 | 97,013 |
| 1960 | 5,795 | 65,651 | 73,195 | 446,292 | 2,039 | 19,915 | 29,122 | 143,725 |
| 1970 | 5,314 | 81,892 | 80,356 | 548,104 | 1,961 | 25,242 | 34,287 | 180,233 |
| 1980 | 5,366 | 98,219 | 98,004 | 594,338 | 2,290 | 35,354 | 54,694 | 238,611 |
| 1990 | 6,040 | 110,993 | 113,229 | 666,168 | 2,601 | 42,106 | 74,253 | 289,919 |
| 2000 | 6,732 | 126,697 | 156,638 | 783,600 | 2,897 | 50,481 | 93,070 | 343,072 |
| 2010 | 9,559 | 162,310 | 197,145 | 897,934 | 4,126 | 65,338 | 123,036 | 405,885 |

Source: U.S. Census Bureau, Census Data from 1940 through 2010

3-1a. Population Projections

Table 1 summarizes the city’s population between 1940 and 2010, alongside those of Kent and Sussex Counties. After having grown steadily, but slowly, each decade since 1940, the populations of Kent and Sussex began growing at a more significant rate from the late 1970s to present. Beginning in 1980, Milford’s population began to increase at a similar pace. Milford’s population has nearly doubled since that time.

Population projections for intermediate-sized cities, particularly those undergoing rapid growth, are difficult to make with a significant degree of accuracy. This is because economic, more so than demographic, variables will weigh much more heavily on future population than standard variables such as birthrate and deaths. A detailed discussion of Milford’s housing pipeline and needs can be found in the housing chapter. At the time of this Comprehensive Plan Update, however, planning staff indicated a sufficient number of already-approved residential units for the city to accommodate an additional 10,000 residents, assuming build-out. In this scenario, the city could see its population more than double by 2035.

For the purposes of this demographic section, projections will rely upon the established methodology used by the Delaware Population Consortium and estimates derived from the U.S. Census. Table 2, below, shows the projected population for Milford by year 2020.

Table 2. Milford Population Scenarios

| Scenario | 2010 | 2020 | 2030 | 2040 | 2050 |
|--|-------------|-------------|-------------|-------------|-------------|
| 1 – Recent Growth Boom Continues | 9559 | 11,662 | 14,228 | 17,359 | 21,179 |
| 2 – Historic 30-Year Growth Rate | 9559 | 11,160 | 13,029 | 15,211 | 17,758 |
| 3 – Growth Follows Kent County Projections | 9559 | 10,655 | 11,369 | 11,940 | 12,383 |
| 4 – Growth Follows Sussex County Projections | 9559 | 11,127 | 12,064 | 12,547 | 12,867 |

There is little doubt that Milford has been and will continue to grow in terms of housing and overall population.

Population projections for communities like Milford (under 50,000 residents) are difficult. There are few Milford-specific data, and even small errors in projected growth rates can equal wild swings in potential population levels over 20–30 years. Moreover, recent history has shown that growth and population are indeed often influenced by political events, market forces, or other factors beyond the purview of traditional demography. Milford is very pro-growth and is actively working to attract new businesses, residents, and development. How successful the city is in these endeavors

will, undoubtedly, have a much greater effect on its ultimate population than projected births, deaths, and migration.

A somewhat more reliable option is to try and establish a range, given certain assumptions, applicable to possible scenarios.

Scenario 1

After steady, incremental growth from 1970 until 2000, growth in Milford picked up markedly, with the city adding roughly 2,800 residents from 2000 to 2010. Kent and Sussex also saw robust growth from 1990 on. Scenario one assumes major infrastructure upgrades (SR 1 and US 113) have fundamentally altered the landscape in southern Kent and northern Sussex Counties, and that growth of the type seen since 2000 is likely to continue. It should be noted that Milford has sufficient permit approvals and developable land to accommodate even this most aggressive scenario. If growth were to continue apace for the next 30-plus years, the city could be home to well over 20,000 residents by mid-century.

Scenario 2

Takes a longer view in assigning a potential growth rate and somewhat discounts the housing bubble by utilizing a less aggressive growth rate (1970 to 2010). After a modest contraction from 1960 to 1970, Milford has steadily grown, decade on decade. If Milford can maintain the reasonable 16 percent decadal growth it has fairly steadily maintained since 1970, it could expect in excess of 17,000 residents by 2050.

Scenarios 3 and 4

Another approach is to project Milford's growth relative to projections for Kent and Sussex Counties. Projections for larger geographic areas are more reliable than for small cities and towns. While there may be greater certainty regarding likely populations, there is more variability in where, within these larger areas, that population will reside.

The Delaware Population Consortium projects growth to slow considerably for Kent and Sussex Counties in the coming decades. They project decadal growth rates to almost halve from 2010 to 2020 and to halve again from 2020 to 2030, continuing a slow decline out as far as 2050. In the fairly near term, Milford could expect to grow a bit faster if it were to follow Sussex's trend line, but in either case the city could expect to still be shy of 13,000 residents by 2050.

3-1b. Demographic Characteristics

The U.S. Census Bureau has changed the method by which it collects and disseminates much of its information. The Bureau no longer distributes the old long-form survey that

historically provided data on a number of demographic factors that were published as “Summary File 3 & 4.” These included indicators on social statistics such as education, poverty, income, and commuting patterns. These summary files were replaced by the American Community Survey (ACS) data, available in one-, three-, and five-year estimates.

The difference in the ACS (survey) and the old long-form (count) data is analogous to polls versus elections. A poll extrapolates likely data based on a sampling of respondents, whereas a full-on counting of all respondents is akin to tallying votes. Obviously, a full count is much more accurate, but is also costlier. Surveys can be conducted more often. Unfortunately, in the case of municipalities or geographic areas below a threshold population of 50,000, the margin of error for the survey data can be very significant.

Household and Families

Table 3 summarizes household and family characteristics for Milford, Sussex and Kent Counties, and Delaware. A household is any occupied housing unit comprising all of the people living in it. A family is a household with a householder and at least one other related person, whether it is by marriage, birth, or adoption. Families are also households, but households can sometimes consist of unrelated persons.

Milford’s average family size was reportedly the same as the state, roughly equal to Kent County, and a little higher than that of Sussex County. Sixty-three percent of Milford’s households were classified family households. This was a marginally lower proportion than for Kent (70%), Sussex (67.6%), and the state, (67.4%).

Table 3. Household and Family Characteristics, 2010

| Item | Milford | Kent County | Sussex County | Delaware |
|-------------------------|---------|-------------|---------------|----------|
| Total Population | 9,559 | 162,310 | 197,145 | 897,934 |
| Total Households | 3,743 | 60,278 | 79,368 | 342,297 |
| Total Family Households | 2,356 | 42,290 | 53,698 | 230,731 |
| Average Household Size | 2.48 | 2.62 | 2.45 | 2.55 |
| Average Family Size | 3.06 | 3.09 | 2.89 | 3.06 |

Source: U.S. Census Bureau, 2010 Census

Racial Composition, Hispanic or Latino Origin

Tables 4 and 5 summarize changes in Milford’s racial composition from 1990 to 2010 and compare its 2010 racial characteristics to those of the state and Kent and Sussex Counties. Milford’s racial diversity in 2010 was on par for figures from Kent County and

the state as a whole, with Sussex County showing as somewhat less diverse. Milford’s racial diversity increased significantly from 1990 to 2000 with little change from 2000 to the most recent figures. Residents reporting themselves as of Hispanic or Latino origin increased 5 percent and 7 percent each reporting period for a total of nearly 16 percent in 2010.

Table 4. Racial Composition Milford, Kent and Sussex Counties, and State, 2010

| Race* | Milford | | Kent County | | Sussex County | | Delaware | |
|---------------|--------------|-------------|----------------|-------------|----------------|-------------|----------------|-------------|
| | Number | % | Number | % | Number | % | Number | % |
| White | 6,215 | 65% | 109,999 | 67.8% | 155,663 | 79% | 618,617 | 68.9% |
| Black | 2,128 | 22.3% | 38,913 | 24% | 25,115 | 12.7% | 191,814 | 21.4% |
| Other | 1,216 | 12.7% | 13,398 | 8.3% | 16,367 | 8.3% | 87,503 | 9.7% |
| Totals | 9,559 | 100% | 162,310 | 100% | 197,145 | 100% | 897,934 | 100% |

Source: U.S. Census Bureau, 2010 Census

* White = reporting one race; Black (or African American reporting one race); Other (including those reporting two or more races)

Table 5. Changes in Milford’s Racial Composition, 1990–2010

| Race* | 1990 | | 2000 | | 2010 | | Change, 2000–2010 | |
|---------------|--------------|-------------|--------------|-------------|--------------|-------------|-------------------|-------------|
| | Number | % | Number | % | Number | % | Number | % |
| White | 4,763 | 78.9% | 4,576 | 68% | 6,215 | 65% | 1,639 | +35.8% |
| Black | 1,130 | 18.7% | 1,566 | 23.3% | 2,128 | 22.3% | 562 | +35.9% |
| Other | 147 | 2.4% | 590 | 8.8% | 1,216 | 12.7% | 626 | +106.1% |
| Totals | 6,040 | 100% | 6,732 | 100% | 9,559 | 100% | 2,827 | +42% |

Source: U.S. Census Bureau, 1990, 2000, and 2010 Censuses

* White = reporting one race; Black (or African American reporting one race); Other (including those reporting two or more races)

Table 6. Milford Population Reporting Hispanic or Latino Origin, 1990, 2000, and 2010

| Item | 1990 | | 2000 | | 2010 | |
|----------------------------------|--------------|-------------|--------------|-------------|--------------|-------------|
| | Number | % | Number | % | Number | % |
| Hispanic or Latino (of any race) | 225 | 3.7% | 594 | 8.8% | 1,510 | 15.8% |
| Not Hispanic or Latino | 5,815 | 96.3% | 6,138 | 91.2% | 8,049 | 84.2% |
| Total Population | 6,040 | 100% | 6,732 | 100% | 9,559 | 100% |

Source: U.S. Census Bureau, 1990, 2000, and 2010 Censuses

Table 7. Age Distribution, 2010

| Age | Milford | | Kent County | | Sussex County | | Delaware | |
|-------------------|--------------|-------------|----------------|-------------|----------------|-------------|----------------|-------------|
| | Number | % | Number | % | Number | % | Number | % |
| Under 5 Years | 743 | 7.8% | 11,150 | 6.9% | 11,487 | 5.8% | 55,886 | 6.2% |
| 5 to 19 Years | 1,807 | 18.9% | 34,775 | 21.4% | 33,013 | 16.7% | 177,917 | 19.8% |
| 20 to 59 Years | 4,749 | 49.7% | 85,429 | 52.6% | 95,836 | 48.6% | 481,741 | 53.6% |
| 60 Years and Over | 2,260 | 23.6% | 30,956 | 19.1% | 56,809 | 28.8% | 182,390 | 20.7% |
| Totals | 9,559 | 100% | 162,310 | 100% | 197,145 | 100% | 897,934 | 100% |
| Median Age | 37.9 | | 36.6 | | 45.4 | | | |

Source: U.S. Census Bureau, 2010 Census

Table 7 shows the age distribution of Milford’s population. The city has a slightly higher percentage of children under five than either county or the state as a whole and slightly fewer school-aged children than all but Sussex County. Given that this data is several years old, the percentages may be higher for school-aged children. Roughly half of Milford’s residents are in their prime working years, a touch lower than the state and Kent County and a percentage point higher than Sussex County. Adults over 60 years of age accounted for nearly a quarter of the population, higher than any other jurisdiction aside from Sussex County.

Table 8. Milford Age Distribution Change, 2000–2010

| Age | 2000 | | 2010 | | Change | |
|-------------------|--------------|-------------|--------------|-------------|--------------|-------------|
| | Number | % | Number | % | Number | % |
| Under 5 Years | 469 | 7% | 743 | 7.8% | 274 | +58.4% |
| 5 to 19 Years | 1,534 | 22.8% | 1,807 | 18.9% | 273 | +17.8% |
| 20 to 59 Years | 3,315 | 49.2% | 4,749 | 49.7% | 1,434 | +43.3% |
| 60 Years and Over | 1,414 | 21% | 2,260 | 23.6% | 846 | +59.8% |
| Totals | 6,732 | 100% | 9,559 | 100% | 2,827 | +42% |

Source: U.S. Census Bureau, 2000 and 2010 Censuses

Table 8 shows which age cohorts grew fastest in Milford from 2000 to 2010. Every category saw a substantial increase, as did the city’s population. Most noteworthy is that Milford saw the smallest increase of all among school-aged children, but the largest among seniors and children under 5 years old. Working-aged adults ranked third. Based on these trends, the city can expect increased service demand on schools and senior care in the very near term.

Education

Table 9 compares Milford’s educational attainment for the population age 25 years or more with that of both counties and the state. As the table shows, Milford compares on par or favorably with the counties and the state with regard to high school graduation, but trails when comparing two- and four-year degrees, particularly with regard to Sussex County and the state.

Table 9. Educational Attainment, 2014

| Educational Level | Milford | | Kent County | | Sussex County | | Delaware | |
|---------------------------------|---------|-------|-------------|-------|---------------|-------|----------|-------|
| | Number | % | Number | % | Number | % | Number | % |
| Not HS Graduates | 1,290 | 18.6% | 15,422 | 13.5% | 22,488 | 14.1% | 72,355 | 11.1% |
| Graduated HS, No Degree | 3,820 | 55.2% | 64,925 | 57% | 78,851 | 49.6% | 325,796 | 50% |
| Associate’s Degree | 491 | 7.1% | 9,357 | 8.2% | 16,061 | 10.1% | 52,556 | 8.1% |
| Bachelor’s Degree or Greater | 1,319 | 19.1% | 24,266 | 21.3% | 41,606 | 26.2% | 201,929 | 30.9% |

Source: 2010–2014 and 2015 American Community Survey

Educational attainment, particularly at the higher levels, may be a longer-term concern for the city as it endeavors to become a regional driver of economic growth that may require an increasingly skilled workforce.

Economic Characteristics

Tables 10 and 11 summarize 2010–2014 ACS income and poverty data for Milford, Kent and Sussex Counties, state, and nation as a whole.

Table 10. Household and Family Annual Income, 2014

| | Milford | Kent County | Sussex County | Delaware | United States |
|-------------------------|----------|-------------|---------------|----------|---------------|
| Median Household Income | \$52,274 | \$55,169 | \$53,505 | \$60,231 | \$53,482 |
| Median Family Income | \$59,365 | \$64,357 | \$62,502 | \$72,683 | \$65,443 |

Source: 2010–2014 American Community Survey

Table 11. Selected 2014 Income Distribution and Poverty Data

| | | Milford | Kent County | Sussex County | Delaware | United States |
|--|---------|---------|-------------|---------------|----------|---------------|
| Households with annual income under \$25,000 | Number | 995 | 12,213 | 7,450 | 63,368 | 26,987,652 |
| | Percent | 26.7% | 20.7% | 13.9% | 18.7% | 23.2% |
| Households with annual income of \$100,000 or more | Number | 611 | 11,924 | 13,050 | 88,137 | 26,826,850 |
| | Percent | 16.5% | 20.2% | 24.4% | 26% | 23% |
| Families below poverty level | Number | 316 | 4,019 | 4,875 | 18,683 | 8,850,177 |
| | Percent | 13.1% | 9.7% | 9.1% | 8.2% | 11.5% |
| Female-headed families, no husband present, with related children under 18 years, below poverty level | Number | 184 | 2,014 | 2,226 | 9,332 | 4,018,530 |
| | Percent | 53.2% | 31.7% | 36.3% | 30.5% | 40.5% |
| Individuals below poverty level | Number | 1,378 | 20,938 | 26,583 | 107,101 | 47,755,606 |
| | Percent | 14.4% | 12.9% | 13.3% | 12% | 15.6% |
| Individuals 65 years and over, below poverty level | Number | 166 | 1,635 | 2,955 | 9,673 | 3,926,219 |
| | Percent | 10.2% | 6.9% | 6.6% | 7.1% | 9.4% |

Source: 2010–2014 American Community Survey

Milford trails Kent, Sussex, and the state in terms of median household income, with its median income of \$52,274 close to the national median. Likewise, Milford's median family income sits significantly lower than the state's median and marginally lower than median incomes for both counties and the national median.

ACS data suggest poverty may also be an issue in Milford. On most indicators poverty ranked higher than either county or the state. Over a quarter of reporting households had an income of under \$25,000 per year. Likewise, a smaller percentage of households reported being relatively affluent. Over 13 percent of reporting households fell below the federal poverty line. Single-parent, female-headed households appear to account for a significant proportion of struggling households.

3-2. Summary of Key Issues

Milford is clearly poised for growth. Demographic analysis and existing approved plans all but ensure the city is capable of growth in the coming decade, as it has seen in the past ten years. This growth may strain available resources and infrastructure if not thoughtfully planned for and addressed. A comparative influx of both very young residents and those over 60 years old does not necessarily support the city's vision as an employment hub and regional economic driver. Certainly, care will need to be taken to ensure these net service-consuming demographic categories are provided for in the city's growing economy.

While lower than average wages may suggest the presence of a cost-effective source of labor for potential employers, recent U.S. Census data suggests the available workforce may require additional training or education than similar labor pools in the surrounding counties or elsewhere in the state. Also, though all demographic age groups showed growth, adults in their prime working years were the second slowest growing cohort.

Milford might consider measures to encourage local hiring to offset this and to help address poverty statistics that suggest some of its households are struggling more than their regional counterparts.



Chapter 4.

Government, Community Services, and Infrastructure

4-1. Government

Milford's governing body consists of a mayor and eight council members. Council members are elected in staggered two-year terms. The mayor and four council members are elected in even-numbered years. The remaining four council members are elected in odd-numbered years. Elections for city officials are held on the fourth Saturday in April at City Hall, which is located at 201 South Walnut Street. The city includes four wards, of which there are two elected council members from each ward.

A planning commission has been established in accordance with Title 22, Section 701 of the Delaware Code. Section 702(a) charges municipal planning commissions with the task of preparing comprehensive plans. Milford's Planning and Zoning Commission also has the responsibility to review zoning changes, propose amendments to the zoning and subdivision ordinances, and make recommendations to the council on planning and development matters. The mayor, with consent of the council, appoints members to the planning commission. There are nine members on Milford's Planning Commission.

Milford's Board of Adjustment has been established according to Chapter 3, Title 22 of the Delaware Code for the task of granting or denying variances and special exceptions and hearing appeals of administrative decisions. Milford's Board of Adjustment members are appointed by the mayor with consent of the council. There are three members on the city's Board of Adjustment.

Along with a city manager and chief of police, Milford employs a city clerk, finance director, public works director, parks and recreation director, and planning director for the administration and operation of city services. These directors are in charge of the electric, water, wastewater, streets, maintenance, parks and recreation, planning and zoning, economic development, enforcement and inspections, finance, and customer service departments. City employees number 105, including those employed by the Milford Police Department.

4-2. Community Services

4-2a. Police Service

The City of Milford maintains a full-time police force of 32 sworn officers and 6 full-time communication specialists assigned to the dispatch center. The department is often called to provide police assistance to the Delaware State Police and other local municipalities.

The responsibilities of Milford's Police Department include a wide range of security activities such as investigating citizens' complaints, initiating criminal and traffic arrests,

responding to accidents, 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 have an impact on the operation of the department.

The department supports a variety of equipment and policing methods, including bike and foot patrol, drug unit, K-9 unit, and community policing. The department also utilizes social media to enhance its interaction with the public and community policing activities. The Milford Police Department headquarters is located at 400 Northeast Front Street.

4-2b. Fire Protection and Emergency Medical Services (EMS)

The Carlisle Fire Company provides fire and emergency response for Milford and the surrounding area. The Fire Company is located at 615 Northwest Front Street, in Kent County, with approximately 65 volunteer members and full-time Basic Life Support Emergency Medical Services staff. The governments of Sussex and Kent Counties provide Advanced Life Support Emergency Medical Services for the city and surrounding areas.

During heat waves and days with extremely high temperatures, certain populations are more likely to be at risk of heat stroke, exhaustion, and other temperature-related complications. These populations include the elderly, non-native English speakers, and those with lesser economic means. As part of the climate change vulnerability assessment and public engagement process for this plan, information was gathered from city residents to identify areas of city where there are higher concentrations of these vulnerable populations (see Section 1-3). The resulting map analysis showed where at-risk residents are likely to reside, which can be useful information for EMS and public health professionals during periods of extreme heat. For instance, cooling centers—which are public spaces where residents can find heat relief through air conditioning, shade, hydration, and on-site medical attention—can be set up at municipal facilities nearest to the populations that are most vulnerable. The exercise indicated that there is a concentration of non-native English speakers and low-income residents near the downtown area, whereas elderly residents are more dispersed to the west and southeast. Based on this information, if local EMS felt that a public cooling center was required during a period of extended high temperatures, the Milford Public Library would be a good location since it is near these heat-vulnerable populations.

Code Purple of Kent County and Sussex County are nonprofit groups that provide shelters for the homeless when temperatures drop to 32 degrees. Guests are provided dinner and breakfast, a warm bed, clothes, toiletries, blankets, tents, and sleeping bags. Assistance with medical, employment, and financial issues are also provided.

4-2c. Solid Waste Disposal

Milford provides weekly residential refuse and biweekly recycling and yard waste service to approximately 3,550 customers. The Streets Department collects and disposes of yard waste (grass, leaves and brush).

4-2d. Libraries

The Milford Public Library was founded in 1882 with the organization of the Milford Library Association. The current Milford Public Library location opened in 1993 and underwent a 10,000-square foot addition in 2011. The Library provides a children's library, computers with English and bilingual educational programs, a teen area, a computer lab, the Delaware Research Room, and meeting rooms to accommodate small to large groups.

4-2e. Postal Service

Milford is served by the United States Postal Service with post office buildings located at 110 Causey Avenue, Milford and 8419 Front Street, Lincoln. Milford includes two zip codes: Milford 19963 and Lincoln 19960.

4-2f. Senior Services

The Milford Senior Center is a nonprofit organization that 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.

4-2g. Health Care

The City of Milford is home to the Bayhealth Milford Memorial Hospital located at 21 West Clarke Avenue. Bayhealth is currently in the process of relocating the hospital to 160 acres of land located at the intersection of Wilkins Road and Cedar Creek Road as part of a larger health campus.

4-2h. State Service Center

Milford is serviced by the two state service centers located at 13 Southwest Front Street and in the Riverwalk Shopping Center at 253 Northeast Front Street. These centers offer a wide variety of public services. The centers can assist the public in obtaining services provided through the state Department of Health and Social Services, the state

Department of Services for Children, Youth and their Families, the Delaware Department of State, and many nonprofit community service groups.

4-2i. Veterans Services

Established in 2007, the Delaware Veterans Home provides long-term care to Delaware veterans with the mission of upholding dignity and respect while sustaining and improving quality of life. The 150-bed facility is located in the Independence Commons Business Park in the Northwest Neighborhood and provides skilled nursing care. The facility is recognized as a state and national leader in long-term veteran care.

4-3. Education

Milford is located within the Milford School District. During the 2016–2017 school year, the district will have served over 4,100 students in southern Kent County and northern Sussex County. The district currently operates one early childhood center, three elementary schools, one middle school, and one high school. Mispillion Elementary, Benjamin Banneker Elementary, Lulu M. Ross Elementary, Milford Central Academy, and Milford Senior High School are located within city limits. The Evelyn I. Morris Early Childhood Center is located in Lincoln. Table 12 provides the enrollment for each school during the 2006–2017 academic year.

Table 12. Milford School District Enrollment, 2006–2016

| School | 2006–2007 | 2007–2008 | 2008–2009 | 2009–2010 | 2010–2011 | 2011–2012 | 2012–2013 | 2013–2014 | 2014–2015 | 2015–2016 | 2016–2017 |
|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Evelyn I. Morris Early Childhood Center | 698 | 738 | 724 | 696 | 696 | 421 | 406 | 440 | 417 | 383 | 391 |
| Mispillion Elementary | | | | | | 536 | 567 | 579 | 563 | 579 | 559 |
| Benjamin Banneker Elementary | 636 | 634 | 620 | 618 | 618 | 526 | 540 | 537 | 523 | 525 | 526 |
| Lulu M. Ross Elementary | 604 | 630 | 664 | 653 | 670 | 566 | 561 | 581 | 627 | 607 | 640 |
| Milford Middle | 969 | 969 | 965 | 930 | 620 | 619 | 663 | | | | |
| Milford Central Academy | | | | | 590 | 645 | 604 | 1002 | 1024 | 1017 | 969 |
| Milford Senior High | 1103 | 1156 | 1178 | 1217 | 896 | 842 | 854 | 1064 | 1043 | 1008 | 1016 |
| District Totals | 4010 | 4127 | 4151 | 4114 | 4090 | 4155 | 4195 | 4203 | 4197 | 4119 | 4101 |

Milford recognizes the importance of maintaining high-quality public education facilities. A connection exists between the land use decisions of a local jurisdiction and the ability of the public-school facilities to handle the number of students attracted to the district through expanded residential development.

An appropriate mix of land uses that include residential, commercial, institutional, and industrial is needed to provide the adequate tax base for the school district to meet its financial needs of the future.

4-4. Water Supply, Wastewater Disposal, and Stormwater Management

4-4a. Water Supply

The City of Milford provides water service to approximately 3,500 residential customers and approximately 530 commercial/industrial customers. Milford operates and maintains its own system of wells, water towers, and pressure mains. The Public Works Department maintains 12 wells, 4 water towers, 5 treatment facilities, and 450,000 feet of pressurize mains. Treatment facilities include iron removal and aeration, along with chlorination. The city averages 2,600,000 gallons per day in consumption.

Table 13. Proposed Water Demand Projections for 2020

| Projection | Population | Peak Daily Water Demand (gallons) | Annual Water Demand (gallons) |
|-----------------------------|------------|-----------------------------------|-------------------------------|
| Low Population Projection† | 10,995 | 3,875,000 | 883,550,000 |
| High Population Projection‡ | 13,573 | 4,780,000 | 1,090,695,000 |

†Low Population Projection based on exponential growth rate from 2010 Census to 2015 population estimate

‡High Population Projection based on exponential growth rate from 2000 Census to 2010 Census

Table 14. Milford Water Allocations

| DNREC Water Allocations No. | 88-0007-A | 88-0007-B | 88-0007-C | 88-0007-D | Combined Total (gallons) |
|---|-------------|-------------|-------------|-------------|--------------------------|
| Aquifer (per Allocation Permit) | Columbia | Frederica | Federalburg | Cheswold | |
| Daily Allocation per Aquifer (gallons) | 691,000 | 623,000 | 618,000 | 707,000 | 2,369,000 |
| 30-day Allocation per Aquifer (gallons) | 11,400,000 | 16,800,000 | 19,500,000 | 16,750,000 | 64,000,000 |
| 12-month Allocation per Aquifer (gallons) | 136,800,000 | 201,600,000 | 228,600,000 | 201,000,000 | 768,000,000 |

The current water demand and the projected 2020 annual water demand (low and high population projections) are in conflict with the combined 12-month allocation for all aquifers provided in Table 3. Milford has submitted a request to the state's Department of Natural Resources and Environmental Control (DNREC) to update the city's allocation with regard to both production wells and volume allowed to be withdrawn from the aquifers. Milford will continue this dialogue to meet the current and projected city water demands.

The City of Milford produced a Water Facilities Plan in 2011 outlining system components and recommended improvements to increase capacity and preserve water quality. Since the 2008 Comprehensive Plan Update, Milford has completed the following upgrades that will ensure adequate water capacity for the city's remaining development:

- Installation of Replacement Wells 3R, 4R and 11R
- Installation of New Production Wells 15 and 16
- Tenth Street Water Treatment Facility (WTF) Variable Frequency Drive (VFD) Enhancements
- Washington St. Water Treatment Facility Replacement & Elevated Storage Tank Improvements
- Construction of New Southeast Milford Water Treatment Facility and Elevated Storage Tank
- Southeast Milford Water Extension to New WTF and across Route 1
- Northeast, Northwest and Southeast Front Street Water Main and Service Improvements
- Miscellaneous Treatment, Monitoring and Controls Improvement

4-4b. Source Water Assessment and Protection Program (SWAPP)

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

- Delineate the boundaries of the land area most important to public water sources.
- Identify the potential sources of contamination within those boundaries.
- Assess the susceptibility of the public water source to these contaminants.

SWAPP requirements were established in the Delaware Code in Title 7, Chapter 60, Subchapter VI. The program is coordinated by DNREC and the state Division of Public

Health. DNREC developed the majority of source water assessments for public water in Delaware, including Milford. The assessment for Milford was completed in May 2005.

Delaware Code also requires all jurisdictions with populations greater than 2,000 to adopt ordinances to protect these important source water areas. In March 2008, Milford City Council originally adopted its source water protection ordinance and subsequently amended the ordinance in May 2009. The ordinance, §230-19.5, establishes three types of source water resource protection zones within the city. Zone 1 includes a surface area extending in a radius of 150 feet around the wellhead. Zone 2 includes the remaining area of a delineated wellhead protection area outside Zone 1. Zone 3 includes those areas of excellent groundwater recharge. Development in these areas must adhere to the criteria established by this ordinance that provides an additional layer of protection for these areas critical to maintain the quality and quantity of drinking water supplies located within city boundaries. The state is responsible for updating and revising the maps depicting the source water protection areas, and the city's ordinance must be applied to these areas as amended.

4-4c. Drinking Water Sources

Milford's drinking water supply is quite diverse, drawing from 5 aquifers and 12 wells. The city taps one unconfined aquifer, the Columbia, and the deeper, confined Milford, Frederica, Federalsburg, and Cheswold aquifers. Production from the unconfined aquifer is limited to one well, because the shallow water requires filtration for iron removal. Approximately 89 percent of the city's water production is from the deeper, confined aquifers: the Milford, Frederica, and Federalsburg. Confinement in aquifers naturally protects the city's supply from surface contamination and reduces the city's exposure to reduced productivity during drought conditions.

The city's wellhead protection areas have been delineated by DNREC and are shown on the *Environmental Features* map in combination with the Excellent Groundwater Recharge zones as "Water Resource Protection Zone." To ensure adequate water supplies, Milford adjusted its land use ordinance, for areas designated "Water Resource Protection Zone" per 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. This was accomplished by placing limitations on the allowed uses on the land and the percent of impervious area permitted by new development in these identified areas.

4-4d. Excellent Recharge Areas

A recharge area is land on top of an aquifer. Precipitation falling on the land surface provides the water that recharges aquifers. Recharge areas are classified as excellent, good, fair, and poor according to how rapidly rainwater 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 within recharge areas to ensure that precipitation is not contaminated with surface pollutants that could potentially carry these contaminants into the aquifers.

It is also vital that excellent recharge areas remain permeable and allow sufficient infiltration to recharge the aquifer below. Impervious surfaces such as rooftops, roads, parking lots, and soils compacted through construction or landscaping generally cause runoff, not infiltration.

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 the *Environmental Features* map. In general, large areas of excellent recharge have been mapped to the west of U.S. Route 13 (US 13), in both Kent and Sussex Counties. There are three excellent recharge areas within the city's limits. Excellent recharge areas consist of predominantly sandy soils that allow precipitation to rapidly infiltrate to the underlying aquifer. Good, fair, and poor recharge areas have respectively slower infiltration rates.

DNREC regulations require the city to protect excellent recharge areas, through limitations on the percent of impervious area permitted by new development. These regulations have been incorporated into the land use code.

4-4e. Wastewater Disposal

The City of Milford provides sewer service to approximately 3,500 residential customers and approximately 530 commercial/industrial customers. Milford is a municipal contract user with Kent County Levy Court for wastewater conveyance and treatment at the Kent County Regional Wastewater Treatment Facility (KCRWTF) located in Frederica, Delaware. In 2016, the KCRWTF has a permitted and hydraulic capacity of 20 million gallons per day.

The Public Works Department maintains an extensive gravity collection system comprising approximately 275,000 feet of gravity sewer, 17 pumping stations and 52,000 feet of pressurized mains. Discharge to Kent County occurs at two locations: Pump Station 7 located on Northeast Front Street (owned by Kent County) and Pump Station 16 in Lighthouse Estates (owned by the city). There are two main transmission force mains (18"/24") between the City of Milford and the KCRWTF that provide additional capacity during high flow periods or redundancy during emergency repairs or maintenance. The city averages 2,600,000 gallons per day in discharge.

Milford developed a Wastewater Facilities Plan in 2012 detailing system components and capital improvement recommendations. Since the 2008 Comprehensive Plan Update, Milford has completed the following upgrades that will ensure adequate sewer capacity for the city's remaining development:

- Truitt Avenue Pump Station Rehabilitation & Improvements
- Washington Street Pump Station Rehabilitation & Improvements
- Collection System Infiltration & Inflow (I&I) Repairs
- Shawnee Acres Discharge Forcemain Upgrades
- Northeast and Northwest Front Street Sewer Improvements
- Southeast Front Street Sewer Improvements

4-4f. Stormwater Management

Milford and DNREC have jurisdiction over stormwater management within the city. The stormwater-management system was constructed as a separate system from the sanitary sewer system, consisting of a series of drains, conveyance lines, and catch basins that direct stormwater into natural stormwater management areas or into the Mispillion River. Stormwater drainage on new construction is required to be constructed in conformance with DNREC erosion and sediment-control regulations and requires approval from the Kent County or Sussex County Conservation District.

Stormwater management planning and flood risk mitigation efforts will be critically important processes for Milford as it seeks resilient growth and redevelopment of its core downtown area on the river. Some resilient stormwater management options include rain gardens, vegetated swales, tree boxes, green roofs, and rainwater barrels. Information on these and other low-impact development practices are contained in DNREC's Green Infrastructure Primer released in 2016 (see <http://www.dnrec.delaware.gov/GI/Pages/index.aspx>).

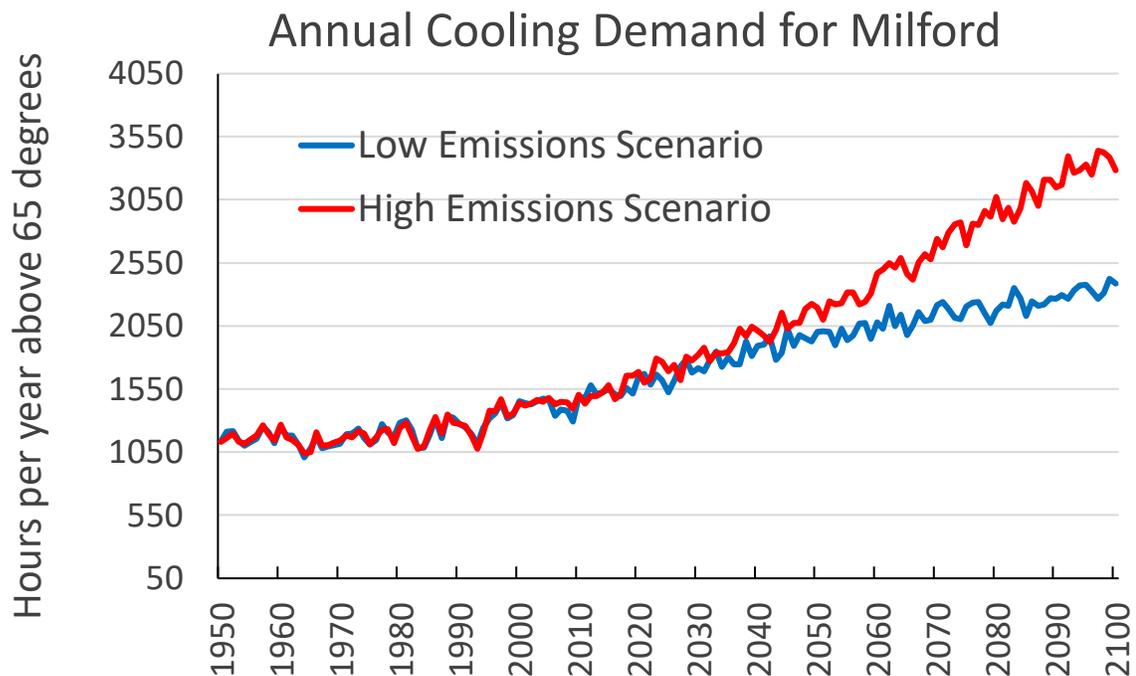
4-5. Electricity

Milford currently provides electric service to approximately 6,700 residential and 469 commercial/industrial customers. The City of Milford continues to be a member of the Delaware Municipal Electric Corporation (DEMEC). Through this corporation, Milford, along with eight other municipalities, negotiates the purchase of electricity for its customers.

During the past decade, Milford has constructed a second substation to increase system reliability. Planned improvements to the city’s electric system include the installation and integration of smart metering. This will both enable customers to more efficiently manage their usage and provide more efficient operation of the electric distribution system.

Temperature increases are expected for Milford and electricity demand will likewise increase during warmer periods when air conditioning is needed to cool indoor areas. Statistics from Delaware’s Climate Projections Portal indicates that the number of hours above 65 degrees in Milford—a proxy for the air conditioning demand—will increase by a minimum of one-third by 2050 (see the Figure 7 below that was created using data from <http://climate.udel.edu/declimateprojections/portal/>).

Figure 7. Annual Cooling Demand for Milford



4-6. Telecommunications

The City of Milford Electric Department has installed approximately 18 miles of fiber optic cable throughout the city to help connect the city's facilities (i.e., administrative offices and utility infrastructure) to run operations more efficiently and effectively. In addition, Milford leases fiber optic space to major employers within the city limits.

Comcast and Verizon provide telephone and cable services throughout the city.

4-7. Natural Gas

Chesapeake Utilities provides natural gas service to approximately 1,169 residential and 169 commercial/industrial customers within the City of Milford.

4-8. Government, Community Services, and Infrastructure Goals and Recommendations

GOAL

Ensure the safety and security of Milford's residents with first-class police, EMS, and fire protection services and provide adequate public utilities to provide for planned and desired growth in a managed, cost-effective manner.

OBJECTIVES

- Consult police, fire, and EMS personnel when considering significant development and redevelopment proposals, particularly with regard to response time and access.
- Plan for and provide adequate utilities and services to accommodate occurring and planned for growth in Milford.
- Consider additional electricity demand from increased air conditioning usage into electric infrastructure planning processes to ensure that power supply and system reliability are maintained during periods of sustained high temperature.
- Encourage the appropriate use of low-impact development and resilient stormwater management practices contained in the Delaware Green Infrastructure Primer.
- Review mutual aid agreements with surrounding jurisdictions and confirm the adequacy of Advanced Life Support (ALS) services for Milford residents. Milford may wish to pursue offering these services.

- Work with natural gas provider to service residential, commercial, and industrial customers within city limits.
- Incorporate language in the code related to commercial recycling and making recommendations on commercial site plans for space for recycling dumpsters and other facilities.
- Engage with DNREC's Allocation Division to ensure all wells in service appear on a revised allocation permit for the city and that the city is able to document sufficient supply for present needs.
- Engage with DNREC's Allocation Division to proactively coordinate anticipated future water allocation demands and needs and ensure that any new wells or infrastructure upgrades are coordinated with DNREC's approval process.



Chapter 5. Housing

5-1. Vision

The City of Milford envisions itself transitioning into a year-round economic and employment center. It strives to provide and maintain a balanced housing inventory capable of accommodating residents from senior-level executives to the many hourly wage employees the city hopes to attract.

5-1a. Position on Housing and Population Growth

The City of Milford is prepared and poised for growth. The city has an ample housing pipeline, several developments coming online, recent infrastructure improvements, and construction of a regional health campus. The city seeks this growth in population and housing as it works to fulfill its vision of becoming the “Riverfront Gateway to Southern Delaware.”

5-2. Housing Characteristics

Significant growth, development, and new construction are changing the size and composition of Milford’s housing stock. Most recent, and anticipated, residential construction is occurring on the city’s periphery in greenfield development. The city’s historic homes and older structures tend to be centered in the historic area of the city, close to the river. Milford does differ somewhat, however, from the typical pattern of a central core of older historic structures surrounded by new development of single-family detached homes. A significant portion of anticipated and approved growth is set for townhomes and multi-family development.

Given that Milford’s population grew by nearly a third between 2000 and 2010 and that building seems to have recovered from the 2007–2008 downturn, it is reasonable to expect continued growth for the city in terms of population and residential structures.

5-3. Housing Inventory

Table 15 summarizes the distribution of housing unit types in Milford and contrasts the city’s housing stock with the counties it straddles, the state, and the nation. Milford’s proportion of single-family detached units is marginally higher than the state’s proportion, but very much in line with figures from Kent and Sussex Counties and the national average. Milford hosts comparatively fewer attached homes or duplexes.

However, Milford far exceeds all comparison areas in the availability of multi-family housing. Nearly a third of the city’s units are multi-family, two to three times the ratio

for Kent and Sussex, respectively, near twice that of the state, and six percent higher than the national figure.

Table 15. Housing Stock Composition, 2014

| Housing Type | Milford | | Kent County | | Sussex County | | Delaware | | United States | |
|------------------------|---------|-------|-------------|-------|---------------|-------|----------|-------|---------------|-------|
| | # | % | # | % | # | % | # | % | # | % |
| Single-family detached | 2,780 | 63.3% | 43,320 | 65% | 77,849 | 61.8% | 240,246 | 58.4% | 81,840,073 | 61.7% |
| Single-family attached | 209 | 4.8% | 5,650 | 8.5% | 10,328 | 8.2% | 60,677 | 14.8% | 7,725,793 | 5.8% |
| Multi-family | 1,404 | 32% | 8,949 | 13.4% | 14,438 | 11.4% | 73,024 | 17.7% | 34,559,219 | 26% |
| Manufactured or other | 0 | 0% | 8,733 | 13.1% | 23,394 | 18.5% | 37,303 | 9% | 8,615,948 | 6.5% |

Source: U.S. Census American Community Survey 2010–2014

Table 16 shows the occupancy status for structures in Milford, Kent County, Sussex County, and Delaware. As of the 2010–2014 American Community Survey, Milford’s vacancy rate of 15.3 percent was just higher than that of Kent County, but compared very favorably to Sussex’s rate and was generally in line with the figures for the entire state.

Table 16. Occupancy Status, 2014

| Status | Milford | | Kent County | | Sussex County | | Delaware | |
|----------|---------|---------|-------------|---------|---------------|---------|----------|---------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| Occupied | 3,720 | 84.7% | 59,142 | 88.7% | 78,361 | 62.2% | 339,046 | 82.4% |
| Vacant | 673 | 15.3% | 7,510 | 11.3% | 47,648 | 37.8% | 72,204 | 17.6% |
| Total | 4,393 | 100% | 66,652 | 100% | 126,009 | 100% | 411,250 | 100% |

Source: U.S. Census American Community Survey 2010–2014

Table 17 compares the age of Milford’s occupied housing stock to both counties, the state, and the nation. As with all geographies listed, a significant proportion of Milford’s housing stock has been constructed since 2000, with nearly 1,200 units built from 2000 to 2009. The growth boom appears to have come a bit later to Milford, as both Kent and Sussex Counties showed stronger growth from 1990 to 1999, but are otherwise comparable to its host counties and nearly twice as robust as the state as a whole. Taken all together, the housing stock is fairly evenly distributed, with roughly half having been built prior to 1970, and half since.

Table 17. Age of Occupied Housing Units, 2014

| Built | Milford | | Kent County | | Sussex County | | Delaware | | United States | |
|-----------------|---------|-------|-------------|-------|---------------|-------|----------|-------|---------------|-------|
| | # | % | # | % | # | % | # | % | # | % |
| 2010 to present | 50 | 1.1% | 1,806 | 2.7% | 2,337 | 1.9% | 6,019 | 1.5% | 1,315,426 | 1% |
| 2000 to 2009 | 1,199 | 27.3% | 19,034 | 28.6% | 37,125 | 29.5% | 81,093 | 19.7% | 19,803,260 | 14.9% |
| 1990 to 1999 | 397 | 9% | 12,552 | 18.8% | 24,160 | 19.2% | 67,167 | 16.3% | 18,512,067 | 13.9% |
| 1980 to 1989 | 389 | 8.9% | 8,966 | 13.5% | 23,468 | 18.6% | 61,682 | 15% | 18,346,272 | 13.8% |
| 1970 to 1979 | 674 | 15.3% | 8,344 | 12.5% | 15,496 | 12.3% | 50,385 | 12.3% | 20,978,482 | 15.8% |
| 1960 to 1969 | 433 | 9.9% | 5,978 | 9% | 8,726 | 6.9% | 46,353 | 11.3% | 14,626,326 | 11% |
| 1950 to 1959 | 500 | 11.4% | 4,277 | 6.4% | 5,242 | 4.2% | 42,469 | 10.3% | 14,374,462 | 10.8% |
| 1940 to 1949 | 178 | 4.1% | 1,492 | 2.2% | 2,623 | 2.1% | 18,786 | 4.6% | 7,119,373 | 5.4% |
| 1939 or earlier | 573 | 13% | 4,203 | 6.3% | 6,832 | 5.4% | 37,296 | 9.1% | 17,665,365 | 13.3% |
| Total | 4,393 | 100% | 66,652 | 100% | 126,009 | 100% | 411,250 | 100% | 132,741,033 | 100% |

Source: U.S. Census American Community Survey 2010–2014

Census data suggests homeownership is relatively more affordable in Milford, compared to Sussex and Kent Counties, and the state. The median value of owner-occupied units in Milford was reported by the 2010–2014 American Community Survey as \$181,300, significantly less than Kent (\$200,200), Sussex (\$231,400) or the state (\$232,900).

Home values have increased significantly across the board. In 2000, the U.S. Census reported the median owner-occupied home value in Milford as \$93,600. The 2014 median value of \$181,300 equals nearly a 94 percent increase in median value.

However, median home values in Milford have not risen as fast as some. Sussex County saw a 132 percent increase. Kent County’s median home value grew at the same 94 percent rate as Milford. The state’s median home value increased by 91 percent.

Data available from the Delaware State Housing Authority’s (DSHA) October, 2016 Real Estate Report reinforces what is shown in the Census data. As of the third quarter of 2016, it showed median home prices for Kent County at \$203,745 and Sussex County at

\$312,479. Moreover, it depicted a sharp rise in home prices in Sussex since 2010, but only modest increases in Kent.

A cursory review of home listings late in 2016 suggest that newly constructed homes were available in the range of \$240,000–\$280,000, though some extravagant homes were listed much higher. Existing homes that appeared to be in good condition were readily available in the \$90,000–\$180,000 range, and handyman specials were available for roughly \$50,000. Though somewhat anecdotal, it would seem Milford’s home values are tracking more closely with Kent County’s than those of Sussex.

5-4. Housing Pipeline

Milford appears to have weathered the housing downturn better than most, and permitting activity from 2010 on has held steady for single-family units and is beginning to show growth in other types.

There is significant growth potential in Milford’s housing pipeline. As of late 2016, 5,786 units are approved, awaiting construction. Of that number, 2,770 are multi-family, 1,596 single-family detached, 1,274 single-family attached, and 146 are approved duplexes.

Depending upon sales and construction, these figures have the potential to incrementally alter the composition of the city’s housing stock. As of 2008, Milford estimated that roughly two-thirds of its housing stock was single-family and one-third multi-family or apartments. At present, approved construction is split almost exactly in half. Fifty percent is slated for single-family (attached and detached) and 50 percent is anticipated multi-family and duplex.

For the past several years, the majority of new construction has been single-family detached units. In 2010, 34 were built, with an additional 29, 33, 23, 25, 37, and 30 units added in the years 2011 to 2016, respectively.

Recently, however, the city has seen villas and multi-family housing beginning to come on line. After no permits being issued from 2010 to 2013, 54 have been approved since 2014, 16 villas, 12 multi-family units, and 26 townhomes.

Table 18. Existing and Planned Milford Residential Units

| Unit Types | Census | 2010– Present | Approved to build | Total Existing or Proposed | % at build out |
|----------------------------|---------------|--------------------------|------------------------------|---------------------------------------|-----------------------|
| Single-Family Detached | 2,701 | 191 | 1596 | 4,488 | 44.5% |
| Single-Family Attached | 201 | 42 | 1274 | 1,517 | 15.0% |
| Duplex | 183 | 20 | 146 | 349 | 3.5% |
| Multiple-Dwelling Units | 892 | 12 | 2770 | 3,674 | 36.4% |
| Manufactured, Mobile | 65 | 0 | 0 | 65 | 0.6% |
| Total Housing Units | 4,042 | 265 | 5786 | 10,093 | |

Source: 2010 American Community Survey and City of Milford

5-5. Housing Needs

The preservation and provision of affordable housing for Milford’s lower-income residents is always a concern, particularly given the sharp increase in home prices over the past two decades, only partially offset by the housing downturn. Equally important for the City of Milford, with significant growth, development, and employment aspirations, is the provision of a housing stock suitable for the residents, employees, and employers it wants to attract.

Demographics and Milford’s future aspirations should both be impactful considerations. As the baby boomer generation retires, and, in Delaware’s case, moved here from New Jersey and Pennsylvania, the migration drove home sales and construction. Today, the textbook boomer is nearly 60, and the true postwar cohort born between 1946 and 1964 is much closer to 70. It is reasonable to assume that demand for large, four-bedroom, suburban homes may not be this group’s first choice, given cost, maintenance, and transportation considerations.

Likewise, the millennial generation, which now outnumbers boomers, has yet to demonstrate the same commitment to homeownership and the suburban lifestyle.

Fortunately, the City of Milford appears to be very well positioned to accommodate these potential trends. Milford’s zoning and subdivision regulations allow for a mix of housing types as well as communities and developments that blend a mixture of uses.

The city's Southeast Master Plan and its Downtown Development District are excellent examples of the municipality's pro-active efforts to encourage and support new, varied, residential, commercial, and employment activities in close proximity and its desire to stabilize and improve the diverse and affordable residential housing stock in the traditional town center.

Moreover, Milford has been successful. Beyond simply allowing for, or encouraging, the city has seen nearly 3,000 multi-family or duplex units approved for construction, and over 1,200 townhomes. Single-family detached homes account for less than half of all approved construction.

5-6. Affordable Housing and Housing Rehabilitation

Despite its diverse housing stock, according to the 2011–2015 American Community Survey, Milford does have a number of residents reportedly devoting unaffordable (over 30 percent) portions of their income to housing.

According to the survey, 43.7 percent of Milford renters pay over 30 percent of their income toward rent and over a quarter of renters spend at least half of their income on housing. Milford's figure is in line with Sussex County's 42.5 percent. The city's rents are reportedly more affordable to its resident renters than Kent County's 50.7 percent, or the state's 46.2 percent.

Milford also compares favorably to both counties and the state in reported rent charged, according to the 2011–2015 American Community Survey. Median rent per month in Milford was only \$831, significantly lower than Kent County's median rent of \$985, Sussex's \$974, and the state's median of \$1,018.

Given the city's comparatively lower rents, moderate increases in home prices, and availability of homeownership opportunities in most every price point, it would be easy to assume that the city's housing and rental stock must be affordable. However, compared to the counties and state, a portion of Milford's residents are decidedly less well off. Roughly a quarter of families reported having median annual incomes below \$25,000. A third of the full value equates to under \$700 a month that could be affordably allocated to housing costs.

With the city's median rents already less than surrounding regions, this population could be especially vulnerable to the rising rents and home prices typically associated with strengthening economies, as they would have few alternatives.

Fortunately, the city has a number of properties and landlords that take part in the state’s subsidized rental program to help insulate its most vulnerable residents from shifting market forces. According to DSHA records, 394 units receive rental subsidies and another 482 are income restricted.

Quality of affordable housing, still, is always a concern. While it is certainly desirable from an affordable housing standpoint that there are houses of a variety of ages, sizes, and values in a community, it is equally desirable that the housing stock be in adequate and safe condition.

Housing professionals suggest:

- Continuing land use regulations that support a diverse housing stock.
- Coordinating with nonprofits, county governments, DSHA, and private landlords and developers.
- Ensuring all town regulations adhere fully with the Fair Housing Act.
- Pursuing available funding and available tax credits from DSHA and the State Historic Preservation Office.
- Encouraging Universal Design in any new independent living or retirement facility construction.

5-7. Resilient Housing

Portions of Milford’s housing stock are vulnerable to current flooding and future sea level rise. The inundation analysis conducted for this Comprehensive Plan Update indicates that 60 acres of residential land lies within the FEMA-designated floodplain. For new housing development in these vulnerable areas, the city’s floodplain ordinance currently permits minimal flood risk avoidance by allowing the lowest floor of new structures to be built at base flood elevation. Requiring a safety zone above base flood elevation (known as “freeboard”) for new development would reduce vulnerability to future floods and enhance housing resiliency. The city could revise the floodplain management regulations so that projects involving new construction or substantial improvement in the FEMA-designated floodplain include a freeboard requirement. With an enhanced freeboard policy, the city would need to review and eliminate any barriers to development such as maximum building height restrictions and stair projections into setback areas. To further mitigate flood risk, projects in areas vulnerable to inundation should take additional floodproofing measures such as elevating critical systems (fuel tanks, HVAC, water heaters, electrical switches, etc.) above base flood elevation and future sea levels. Backflow check valves for wastewater systems can also be added. Limiting development in the floodplain, or requiring adequate setbacks, would also add resilience to the city’s housing stock.

As noted in the section above, a large percentage of Milford residents spend one-third or more of their income on rent. These same residents are more vulnerable to increased temperatures because they have less income to spend on electricity for air conditioning. Furthermore, they may live in housing conditions that are substandard, leaky, and energy-inefficient. The city could encourage and support the adoption of energy efficient building and property maintenance practices that foster increased energy efficiencies and resiliency to increasing temperatures, particularly for affordable housing.

5-8. Housing Goals and Recommendations

GOAL

Encourage a balanced range of housing types and homeownership opportunities for existing and future residents.

OBJECTIVE

- Engage DSHA in the city's planned Northeast Area Master Plan, particularly with regard to Census Tract 425, which DSHA characterizes as having an oversupply of subsidized rentals.

GOAL

Promote opportunities for the creation of new clean, safe, and affordable housing, as well as ensure the continued quality of the existing stock of affordable units.

OBJECTIVE

- Market the low-income home weatherization assistance program that is designed to improve energy efficiency for low-income households.

GOAL

Encourage the construction and maintenance of housing that is resilient to current and future hazards such as flooding and heat waves.

OBJECTIVES

- Update the city's floodplain ordinance and consider adopting a freeboard requirement.
- Consider upgrading the city's building code standard from International Building Code 2006 to the most recent 2015 version that recommends stronger energy efficiency measures.



Chapter 6.

Transportation

This chapter provides an inventory of the transportation system in Milford and identifies issues that may need to be addressed. It details planned transportation improvements and makes recommendations to foster maximum mobility, via all modes, for residents and visitors using Milford's transportation network.

The *Roads and Boundaries* map in the appendix shows Milford's transportation network. It includes streets and roads, sidewalks, trails, and bicycle routes.

6-1. Transportation Planning Trends and Developments

Since Milford's last plan update, the state has increasingly focused on non-motorized transportation modes, namely walking and cycling, in many of its planning and policy initiatives. Motor vehicle projects are, and likely will continue to be, the largest recipient of infrastructure projects. However, the state has made significant investments in a series of trails and paths within major population and employment centers. Moreover, updated planning and engineering procedures have been enacted with the goal of ensuring bicycle and pedestrian improvements are incrementally built into the state's transportation network as regularly scheduled maintenance and construction is carried out.

Governor Jack Markell signed Executive Order Number Six in 2009 providing the policy underpinning of the administration's Complete Streets policy. A key provision of the order was that it compels DeIDOT to ensure that the needs of bicyclists and pedestrians are taken into account whenever the state builds or does significant maintenance work to existing state-maintained roadways. Effectively, the order strengthened the standard concerning the presence of bike and pedestrian amenities to the level where their exclusion must be demonstrated to be wholly infeasible or impracticable.

In 2011, the state established dedicated funding with the passage of Senate Concurrent Resolution 13, to explore and plan how "to create contiguous systems or networks of walkways and bikeways within and between cities and towns in Delaware in order to provide travelers with the opportunity for safe, convenient, cost-effective and healthy transportation via walking and bicycling." Later that year, an MOU between DNREC and DeIDOT was initiated to implement the resolution. A number of projects have been completed, are underway, or are being planned. Over 75 miles of trails and pathways have reportedly been installed since 2011 alone. For more information, please visit <http://trails.delaware.gov/>.

Operationally, DeIDOT has been making a concerted effort to connect directly with its customers electronically. In addition to traditional tools like variable message signs,

traffic hotlines, and traffic radio, the state has deployed an interactive website and, more recently, a smartphone traffic application, the DeIDOT App.

One feature in particular, the “Where’s My Bus” tool, allows subscribed transit users to see when their bus will arrive and track their bus in real time. DeIDOT also shares this data with Google, so transit riders using that service’s navigation services will also see actual bus arrivals and departures, not scheduled times. This feature came online late in 2016 and its full impact has yet to be determined. However, it has the potential to make transit a much more attractive and viable option.

Most recently, in May 2016, Senate Bill 130 was signed into law, creating the framework for Complete Community Enterprise Districts. These districts would encourage master planning, development supportive of transit, and an interior transportation network conducive to the first- and last-mile pedestrian and cycling trips that are so often the weakest link in fixed-route transit. Creation of said districts would require one or several jurisdictions to enter into an MOU with DeIDOT. No initiatives were yet underway at the time of this plan’s completion.

Regionally, the proposed realignment of US 113 has been tabled for the Milford and Lincoln areas. The 2008 Bond Bill specifically states, “DeIDOT shall be prohibited from proceeding with the US 113 South/North Improvements Project in the Lincoln and Milford area as proposed in the Department’s Capital Transportation Program,” until a local consensus could be reached. Early in 2008, the state’s Transportation Secretary reported to the Delaware General Assembly that no consensus could be reached and that DeIDOT was suspending work on the proposed realignment in the Milford/Lincoln area.

6-2. Roads and Traffic

The transportation system in the City of Milford consists of roadways, rail, sidewalks, bicycle lanes, and rideable shoulder, the riverwalk, and DART First State buses. This section of the transportation chapter provides a brief overview of the major modes of transportation currently found in Milford.

6-2a. Roadways

The city lies at the dividing point between two major north–south transportation corridors. Delaware Route 1 (DE 1), also known as 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 1 is a major hurricane evacuation route away from the Atlantic coast. US 113 runs south through Milford, which is located approximately midway between Dover and Georgetown. Also radiating out from Milford

are DE Route 36 (DE 36) east to Slaughter Beach and west to Greenwood; DE Route 14 (DE 14) west to Harrington; DE Route 15 (DE 15) northwest to Camden; and DE Route 30 (DE 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.

Like most historic towns, the City of Milford's historic core is generally laid out in a grid pattern with frequent intersections and sidewalks. More contemporary development has tended to occur a significant distance from the historic town core. In some cases, the street networks are the familiar stem-and-leaf pattern so typical of the recent suburban boom. However, in many cases this is not so. A number of recent subdivisions and developments in and around Milford have fairly good internal connectivity. More recent growth, particularly on the eastern and western edges of the city, lack sidewalks and dedicated bicycle facilities.

Much of the city's street and roadway network, however, is still yet to be built. The city has significant vacant and developable land between existing subdivisions and other recent or proposed subdivisions, and between newer development and the historic town center. Unlike some other growing communities where rapid growth, in effect, established the transportation network, Milford still has a significant opportunity to affect the ultimate layout and disposition of its street network, ensuring adequate connections within and between developments and sufficient connectivity to preserve capacity on its major and minor arterials.

According to DelDOT's counts of Average Annual Daily Traffic (AADT), automotive traffic has been fairly static for the past ten years. DelDOT maintains a system of automatic traffic recorders (ATRs) throughout the state and supplements its data with additional sources, such as required traffic impact studies.

ATR # 8062, located on US 113 immediately south of the confluence with SR 1, showed an AADT of 21,956 for 2015. This figure is only slightly higher than the 20,831 AADT recorded in 2006. As would be expected for any counter on a major north-south access route, the numbers peaked in the summer beach season and fell off sharply in the winter, spring, and fall.

ATR # 8092 monitors volumes bypassing the core of Milford at Tenth Street. Volumes here were reportedly higher than in 2006. The 2015 AADT was 26,109. The 2014 AADT was 23,617. Both were higher than any recorded observation in the past ten years and up significantly from the 2006 mark of 19,685. Again, flows peaked during the traditional beach season. It is important to note that these increases are in traffic bypassing Milford. However, as the city realizes its Southeast Master Plan and grows beyond SR 1 to the east of its currently built-up areas, these volumes will be passing through, not around, the city.

ATR # 8070 monitors traffic entering and exiting Milford on SR 36. The station is located outside the municipal boundary. The 2015 AADT of 15,362 was actually down slightly from the 2006 measure of 15,653.

Kent and Sussex Counties have yet to meet the population thresholds for a Congestion Management Plan (CMP), typically overseen by the Metropolitan Planning Organization (MPO). The Delaware Population Consortium estimates this may happen by 2035. According to the Dover/Kent MPO, CMP has not yet been a major factor in its project prioritization process.

6-3. Non-Automotive Travel

6-3a. Bicycle Traffic

According to DelDOT's datasets, which can be viewed at www.bikemap.com/de/, the entirety of South Walnut Street/North Old State Road is a state bicycle route, bisecting the city north to south. It also lists the full east to west extent of North and Southeast Front Streets as a regional bicycle route.

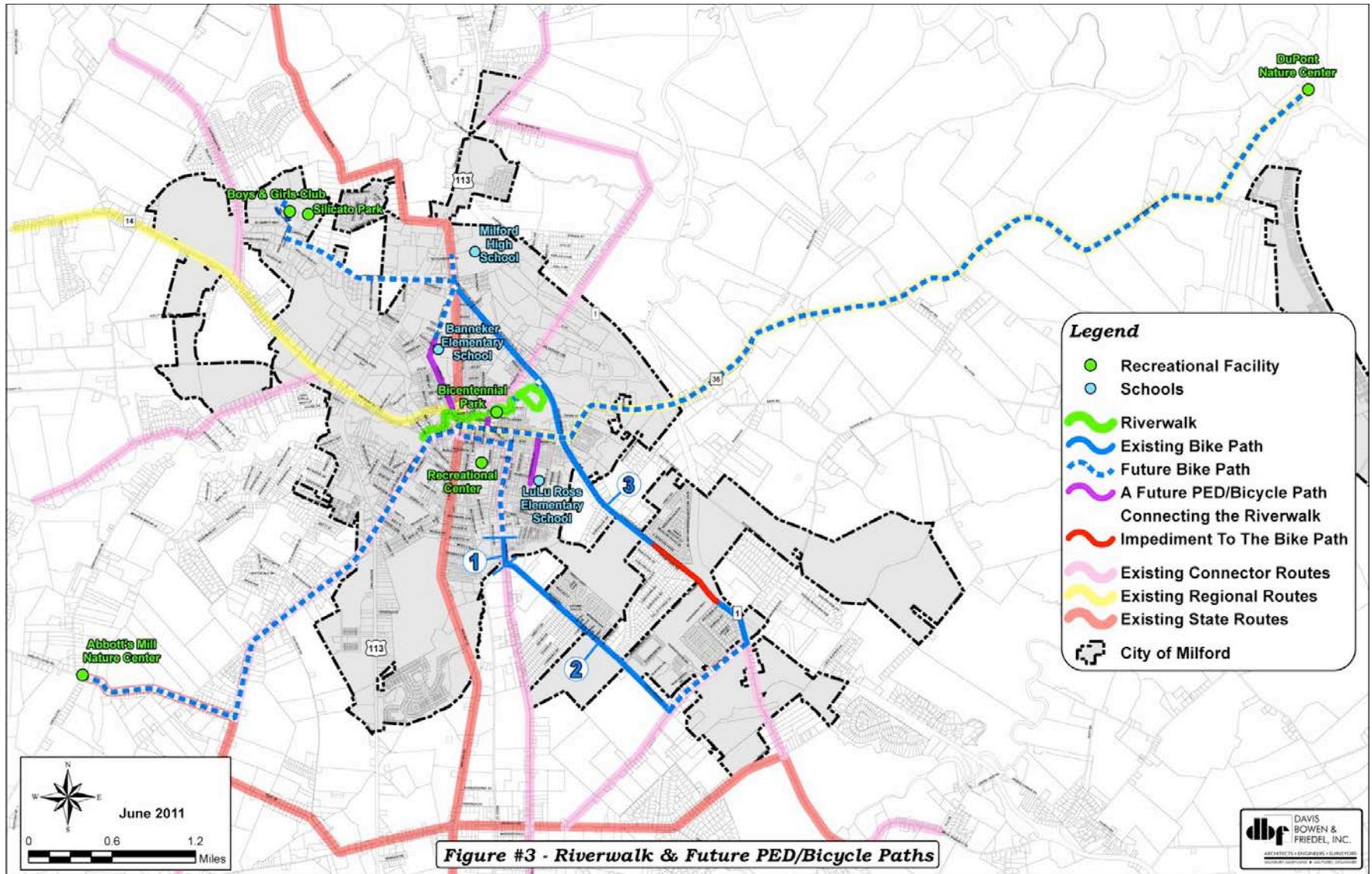
Milford has actively planned for improved bicycle and pedestrian connections and facilities. In 2011, it published its Bicycle and Pedestrian Master Plan. Figure 8 shows existing and proposed cycling routes. Milford's full Bicycle and Pedestrian Master Plan can be seen at <http://cityofmilford.com/82/Projects>.

According to the plan, at least two connections to the riverwalk are sought to expand its reach and utility and future bike paths would connect the city's core with the Abbott's Mill Nature Center to the southwest and the Boys & Girls Club in the northwest. Other improvements along SR 36 heading out of town to the northeast, along an existing regional bicycle route, would serve to better connect Milford residents to the DuPont Nature Center, and would offer a ride of some distance.

The Bicycle and Pedestrian Master Plan makes a number of recommendations prioritizing connectivity to the town center, connectivity between population centers, and facility design of the type appropriate for use by children and seniors. Its recommendations are recounted in the goals and recommendations of this chapter.

Another, relatively new, way of gauging bikeability is Level of Traffic Stress, also known as Low-Stress Cycling. The central premise of the approach is that people choose to ride, or not to ride, their bicycles in very large part due to their discomfort interacting with motor vehicles. Recent research suggests that nearly all other factors, such as signs denoting a bike path, the presence of sharrows, or shoulders have a minimal comparative impact.

Figure 8. Proposed Cycling Routes



Potential users are categorized into four groups: (1) *strong and fearless*, the avid cyclists that ride racing-style bicycles and who will ride almost anywhere; (2) *enthusiastic and confident* can generally be envisioned as high-school and college students, along with the cycle commute to work crowd; (3) *interested but concerned*, accounting for 60 percent of users, who might have bicycles in the garage they'll ride around the neighborhood or put on a bike carrier and haul to the park and ride but are uncomfortable venturing beyond purely residential streets where they would need to ride in proximity to more than the occasional car; and (4) *not able or interested* who simply does not or will not ride bicycles.

The rationale is that to increase cycling, facilities must be offered that connect meaningful origins and destinations while not exceeding the *interested but concerned* group's tolerance for traffic stress. DeIDOT planners have adapted this segment-scoring methodology into a Delaware-specific tool that can graphically depict levels of traffic stress. These levels correspond to the user groups. Level One is suitable for grade-school-aged children, Level Two for the *interested but concerned*, Level Three for the *enthusiastic*, and Level Four only for *strong and fearless*.

The *Level of Stress Analysis* map in the appendix shows a draft of this analysis for Milford. Please note, this is a new methodology and these results are offered as a planning tool and as an illustration Milford may use for critical analysis, not as a finding of fact. Key factors are vehicle speed, traffic volume, physical separation of cyclists from passing traffic, and the suitability of intersections.

For more information on Low-Stress Cycling and for a full explanation of how streets are scored, please visit <http://www.ipa.udel.edu/publications/bikeability-assessment-tool.pdf>.

The map quickly reveals that the interior of Milford is quite accessible to cyclists and while there are sections of red and yellow in Milford's interior, would-be cyclists have any number of ways to avoid these sections without adding significantly to their trip. However, access to the Northwest and Southeast Neighborhoods becomes more problematic, as do trips to either of the nature centers, outlined in the City of Milford Bicycle and Pedestrian Master Plan. DeIDOT's area analysis would seem to support the city's findings that further improvements would be needed to successfully catalog these routes as bike paths.

6-3b. Pedestrian Ways

The *Roads and Boundaries* map in the appendix details all existing sidewalks, paths, and trails in Milford, as well as the riverwalk. The historic core of Milford has a high prevalence of sidewalks. Nearly every street bound by DuPont Boulevard and North Rehoboth has a sidewalk. Likewise, some of the more disparate developments in the

Northwest Neighborhood have internal walkways. However, they do not connect to the rest of the system. The city's Southwest and Southeast Neighborhoods have few, if any sidewalks.

Though the city and the Bicycle and Pedestrian Master Plan note some concern with the maintenance of existing sidewalks, beyond the town core, the issue quickly becomes one of existence. Given the city's goal of revitalizing and drawing foot traffic to its central core, establishing these connections may be a priority not only for transportation, but also economic development. The bulk of the city's anticipated growth is slated to occur outside of its historic core and some have already expressed concern that parking for more vehicles may be an issue downtown. Providing additional pedestrian and bicycle connections may be a more cost-effective way of achieving this goal, particularly in the context of cultural and nightlife-type attractions.

The 2011 City of Milford Bicycle and Pedestrian Master Plan recommends installing sidewalks in all new developments, ensuring adherence to the state's Complete Streets Policy in any municipal street improvements, pedestrian and bicycle connectivity between any residential and adjoining commercial, as well as, at a minimum, bicycle and pedestrian connections between neighboring subdivisions, even if the vehicular connections dead end at cul-de-sacs or stub streets.

The Mispillion Riverwalk links the downtown business district on both sides of the river with pleasant sidewalks, boardwalk, and footbridges. The Riverwalk Master Plan 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.

6-3c. Railroads

The major north-south railroad line on the Delmarva Peninsula runs roughly parallel with SR 14, as it enters the city from the west and then turns due south, roughly following US 13. The line is owned and operated by Norfolk Southern and presently only hauls freight. It connects Milford with the northeast corridor, providing important linkages to statewide and regional destinations.

6-3d. Public Transportation

Milford's public transportation is provided by DART First State. DART First State operates fixed-route service in all three counties. DART Paratransit service provides door-to-door transportation service for elderly and disabled riders statewide. Rides need to be arranged at least one day in advance.

Milford has five designated fixed-route bus stops. Only one, at North Walnut and Park Avenue, services the core of the city. There is another further west on DuPont Highway near the Hardee's and Applebee's. The other three are clustered in the northwestern area of the city, west of US 113 near the Super Wal-Mart and at Airpark Plaza.

Only one DART route, the 303, services Milford's bus stops. It provides weekday, commuter-style connections to and from Dover and Georgetown, roughly between the hours of 5:30 a.m. and 7:00 p.m.

Milford should coordinate efforts with DART to establish local and regional public transportation loops to the Southeast Neighborhood and new hospital location consistent with the recommendations from the Southeast Master Plan document.

6-3e. Aviation

The Delaware Coastal Airport in Georgetown, Delaware, is the closest private airport to Milford. It provides small plane services and a tower, operates on visual flight rules, and has a 5,500' runway. The closest larger facility is the Dover Air Force Base's Civil Air Terminal, offering a 13,000-foot-long paved runway. The nearest regular passenger air services are provided at the Philadelphia International Airport and Baltimore-Washington International, each roughly 100 miles away. The Delaware Airpark in Cheswold, Delaware, 30 miles due north, is home to 45 aircraft and Delaware State University's flight-training program, serving corporate and recreational flyers year-round. The Wicomico Regional Airport located in Salisbury, Maryland, 50 miles due south, is the only commercial airport on the Delmarva Peninsula.

6-4. Planned Transportation Improvements and Studies

Since the city's most recent plan, a handful of transportation improvements have been completed, according to DelDOT. At-grade intersection improvements at SR 14 and SR 15 and a grade-separated interchange at SR 1 and Wilkins Road have been completed.

As previously explained, the significant study and associated work with the potential realignment of US 113 in the Milford region has been indefinitely tabled due to lack of consensus. Likewise, slated interim improvements to Northeast Tenth Street and Northeast Front Street were cancelled due to community opposition.

6-4a. SR 1, Northeast Front Street Grade-Separated Intersection

Following the SR 1 Corridor Capacity Study's recommendations, a grade-separated intersection is envisioned at Northeast Front Street and SR 1. Front Street is to be elevated to cross above SR 1 and a connector built to redirect at-grade traffic to the overpass. At present, right-of-way is being procured with a scheduled completion of construction late in 2019.

6-4b. Corridor Capacity Preservation Program (CCPP)

This program impacts design considerations and future development patterns on both major highways (SR 1 and US 13) in, or very near, Milford. The CCPP approach began as a pilot project in the early 1990s. The aim was, and is, to avoid the cycle of building a highway, attracting economic development (driveways, intersections, traffic lights), experiencing congestion, building a bypass, and repeating the cycle on the bypass. The stretch of S.R. 1 from Dover Delaware, to Nassau passes directly past (partially through) Milford. The other preservation corridor follows US 113 from Milford, south to the Maryland state line.

The program's main goals are to:

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

The program is well coordinated and delineates areas, and potential remedies, based on the desirability of investment of state funds, very much in line with the 2015 State Strategies for Policies and Spending.

6-4c. Dover/Kent County MPO Metropolitan Transportation Plan (MTP) 2040 Update, 2013

The MTP is a long-range, big-picture, regional planning and guidance document compiled by the Dover/Kent MPO, in close coordination with Kent County, DelDOT, OSPC, and municipalities, including Milford, which is discussed at some length in the document.

The most recent iteration was adopted in January 2013. The public engagement process for the next update is already underway. Update details, as well as the most recent document, can be viewed at <http://doverkentmpo.delaware.gov/metropolitan-transportation-plan/>.

The MTP's primary focus is to:

- Preserve the existing system to meet adopted standards of “good repair.”
- Manage the system to meet adopted performance measures.
- Expand travel options beyond the private automobile.
- Increase the highway system capacity where needed.
- Focus transportation investments so they match county and state growth and development goals.

6-4d. City of Milford Bicycle and Pedestrian Master Plan, 2011

Milford has developed a comprehensive plan for the enhancement of its non-automotive transportation network. Elements and key recommendations from the master plan have been incorporated into this document. The plan delineates available pedestrian and bicycle infrastructure, notes deficiencies, and highlights desirable future projects and design features.

The master plan was a direct outgrowth of the city's 2008 Comprehensive Plan and is very innovative in that it concerns itself, primarily, with allowing and encouraging transportation options for non-driving populations (children and seniors) and functional, utilitarian connections between meaningful convenience origins and destinations. It is far less concerned with cycling as pure recreation or providing bike-rack driving destinations for cycling. Furthermore, it makes significant land use and street-standard recommendations aimed at encouraging, or even requiring, the provision of sidewalks, connections between adjacent, or existing and planned developments, and adherence to the state's Complete Streets policy during road construction and maintenance. It is available for review at <http://cityofmilford.com/DocumentCenter/Home/View/686>.

6-5. Additional Transportation Issues

6-5a. Parking

Parking may be an issue in city's downtown and steps may be required to address deficiencies. A parking study or inventory may be advisable to clearly illustrate the number of available spaces at various times of the day and days of the week. The construction of parking can be expensive, and large areas of off-street parking, unless carefully designed, aren't entirely compatible with the city's vision for its downtown revitalization. A careful analysis may reveal if less intrusive options, such as shared parking for uses that draw patrons at different times of the day, or simply better signage to municipal or shared lots could ameliorate current issues. It may also reveal if existing spaces are being used for long-term parking or vehicle storage.

6-5b. Truck Traffic

The city reported few traffic concerns. However, Northwest Front Street does have a significant volume of heavy truck traffic associated with the nearby industries/major employment centers. Though the traffic volumes do not seem to be causing significant congestion, some concerns have been expressed that the continual vibrations could eventually undermine nearby historic structures. As of this plan's drafting, the town was in discussions with industry representatives regarding possible solutions.

6-5c. Transit and Multi-Modal Connectivity

The city has grown significantly and embraces future growth. However, Milford feels strongly that this new, planned growth (much of which borders or sits opposite SR 1 on the city's eastern edge) should connect to, and benefit, its established neighborhoods and businesses. Once fully realized, the development and employment centers envisioned in the Southeast Master Plan could see hundreds of new jobs and residents in Milford. However, without convenient, direct, and accessible connections to the city's established neighborhoods, much of the potential economic impact, particularly upon the city's identified downtown development district, could be left unrealized. Likewise, an employment center of the hoped-for magnitude may benefit from a dedicated transit stop or transit hub.

6-5d. Transportation Resiliency

There are 3.5 miles of roads vulnerable to inundation in the FEMA-designated floodplain. During intense storms coupled with future sea level rise, major transportation routes may be impacted due to inundation. Areas of potential inundation include South Rehoboth Boulevard, Northeast Front Street, Park Avenue, North and South Walnut Street, Southwest Front Street, North Maple Avenue, North Church Street, North Washington Street, and Denny Road.

Higher temperatures can also impact the city's transportation infrastructure. Asphalt pavement softens and expands under elevated temperatures, making it more vulnerable to rutting and potholes. These impacts are important to consider when planning for long-term durability and functionality of Milford's road network.

The volatility of gasoline prices coupled with the improved range offered by today's electric vehicles (EV) means that more and more Delawareans are opting to purchase EVs. Electrical charging stations, where owners can "refuel" their vehicles while they are parked, are also becoming more popular as the EV infrastructure grows. However, there are currently no operational EV charging stations located within the city.

6-5e. Transportation Improvement District (TID)

The city's Southeast Master Plan envisioned the creation of a Transportation Improvement District for the entire area to comprehensively plan for and anticipate necessary improvements and also to spur timely development by relieving individual developers or builders from the necessity of conducting individual traffic impact studies.

DeIDOT is amenable to such an agreement that requires an affirmative statement of intent in an adopted Comprehensive Plan (this document) and a map detailing the proposed TID's boundaries. A partnership would be formed between DeIDOT and the city for the creation and operation of the TID. DeIDOT also requested that recent changes in land use and layout in the Southeast Master Plan be updated in that document and reflected in the Comprehensive Plan.

6-6. Transportation Goals and Recommendations

GOAL

Enable the safe and efficient mobility of residents utilizing all modes of travel, be they pedestrians, cyclists, drivers, or transit riders, via a safe and interconnected transportation system.

OBJECTIVES

- Work to address deficiencies and maintenance issues in the city's bicycle and pedestrian network by cataloging identified issues, engaging with DeIDOT, and programming any available transportation funding.
- Incorporate key recommendations from the city's Bicycle and Pedestrian Master Plan into its subdivision and street design standards.
- Study and/or address parking deficiencies in the central business district.
- Ensure connections for all modes between commercial and residential uses, existing and proposed residential uses, and the Southeast area and greater Milford when considering development or redevelopment applications.
- Continue to make use of the Mispillion Riverwalk as a first-class recreational opportunity, as well as the connected pedestrian spine of the community.
- Coordinate with DeIDOT/DART regarding future transit needs and opportunities.
- Preserve traffic capacity and prevent undue future congestion on the city's highways and arterials by planning for future growth and development with connected local streets and bicycle/pedestrian networks.
- Coordinate with DeIDOT and local businesses to address noted concerns of congestion, truck traffic, and difficult pedestrian crossings.

- Collaborate with DeIDOT to conduct a climate change vulnerability analysis to identify at-risk transportation assets and strategies for mitigating those risks.
- Install electric vehicle charging stations in the central business district with designated parking spaces.

GOAL

Pursue, in coordination with DeIDOT, the creation of a TID for areas subject to the updated Southeast Master Plan.

OBJECTIVES

- Enter into an MOU with DeIDOT regarding a TID for the southeast area, and develop an agreed-upon schedule of implementation steps.
- Collaborate with DeIDOT to investigate an east–west transportation solution between Route 113 and the new Bayhealth Medical Center.



Chapter 7.

Economic Development and Redevelopment

7-1. Vision

The City of Milford is dedicated to providing a quality living and working environment that will ensure a balanced mix of commercial development and employment opportunities that serve its residents and promotes its image as a desirable and economically stable community.

Milford's economic base is strong through diversification. The business community comprising a mixture of small- and mid-sized local businesses-and national firms such as Perdue Farms, Inc. and Dentsply Sirona, Inc. The business base includes manufacturing and industrial enterprises, an expanding healthcare sector, professional, educational and government services, and retail businesses.

7-2. Major Employers

The largest employers within the city are shown in Table 19 and include agribusiness, food processing facilities, manufacturing firms, and medical service providers.

Table 19. Milford Major Employers, 2017

| Employer Name | Type of Business | Number of Employees |
|---------------------------------|----------------------------|----------------------------|
| Perdue Farms, Inc. | Poultry Processing | 1550 |
| Bayhealth, Inc. | Health Care | 800 |
| Milford School District | Education | 558 |
| Dentsply Sirona, Inc. | Dental Supply Manufacturer | 525 |
| Seawatch International, Inc. | Seafood Processing | 280 |
| Kent-Sussex Industries, Inc. | Sheltered Workshop | 117 |
| City of Milford | Government | 105 |
| First State Manufacturing, Inc. | Industrial Sewing | 100 |
| | Total | 4035 |

Source: City of Milford, 2017

Perdue Farms, 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 minority populations.

Bayhealth, Inc. currently owns and operates the Milford Memorial Hospital located along Clarke Avenue near downtown Milford. In 2016, Bayhealth began construction of a new state-of-the-art hospital and health campus on 160 acres of land located in the

Southeast Neighborhood. This long-term investment in the city will secure quality healthcare for both local and regional residents. It is anticipated that the project will lead to additional residential, commercial, and institutional growth in the Southeast Neighborhood along with other areas of the city. The new hospital facility is expected to be fully functional by January 2019.

Dentsply Sirona is the world's largest manufacturer of professional dental products and technologies. The company maintains two facilities within city limits—one located on Lakeview Avenue and the other located in the Masten Business Park.

Sea Watch International, Ltd., founded in Milford, continues to be one of the biggest employers. The company is known as the largest harvester and processor of clam products in the world. Recent company investments have expanded operations and employment at the Milford site, fueling the local economy.

First State Manufacturing (FSM) operates an industrial sewing facility located at the corner of Columbia and Southeast Fourth Streets. FSM works with a wide range of products and businesses, from aircraft textiles and bus upholstery to restaurant refurbishments and contract sewing. FSM continues to expand production, which may lead to additional employment opportunities.

The Milford School District is a major employer in the community and continues to expand to meet the growing needs of Milford's young residents. More information can be found in Chapter 4 related to the school district.

Kent-Sussex Industries is a nonprofit vocational rehabilitation organization aimed at assisting people with disabilities attain employment and meaningful participation in their communities. The nonprofit was founded in 1962 in Camden, Delaware, and grew into multiple locations over the past few decades until consolidating into the current Milford location.

These organizations employ over 4,000 people, and together with many other smaller businesses, contribute to a healthy demand for employees, transportation options and housing within the city.

7-3. Employment and Unemployment

Information provided by the Delaware Department of Labor and the 2015 American Communities Survey showed Milford with an estimated labor force of 5,423 persons and an unemployment rate of 4.1 Percent. Table 20 represents the employment status for persons in the labor force in Milford, Kent County, Sussex County, Delaware, and the United States.

Table 20. Employment Status

| Employment Status | Milford | | Kent County | | Sussex County | | Delaware | | United States | |
|-------------------|---------|-------|-------------|-------|---------------|-------|----------|-------|---------------|-------|
| | # | % | # | % | # | % | # | % | # | % |
| Employed | 5,201 | 95.9% | 74,707 | 95.8% | 91,606 | 95.6% | 449,673 | 95.7% | 159,640,000 | 95.3% |
| Unemployed | 222 | 4.1% | 3,131 | 4% | 4,239 | 4.4% | 20,380 | 4.3% | 7,529,000 | 4.7% |
| Labor Force | 5,423 | | 77,983 | | 95,845 | | 470,053 | | 152,111,000 | |

Sources: Delaware Department of Labor, U.S. Bureau of Labor Statistics. Figures from December 2016. Milford labor force drawn from 2015 American Communities Survey.

7-4. Commuting to Work

According to 2015 ACS 5-year estimates, the average commute time for employees within Milford is 20.9 minutes. This is lower than the averages for both Kent County, 25.2 minutes, and Sussex County, 23.7 minutes. Milford maintains the policy to minimize commuting times and optimize alternative modes of travel.

7-5. Occupations

As shown in Table 21, Milford residents’ employment by occupational category in 2010 was fairly stable. Due to changes in the methodology used by the U.S. Census Bureau, the table compares full-count data from 2000 to survey results as recent as 2014. Slight variations in how occupations are classified prevent direct comparisons in some cases.

Just under a third of Milford’s residents were employed in management/professional fields, steady from 2000. These figures are on par with Kent and Sussex Counties, but slightly less than the state or national averages.

Looking at production, transportation, and manufacturing, the data suggest Milford has made modest gains and employs a higher percentage of its residents in traditional blue-collar jobs than either county, the state, or the nation. Likewise, the city has a slightly lower percentage of its labor force employed in the service industry.

Table 21. Occupations in Milford, Kent County, Sussex County, Delaware, and the United States

| Occupational Category | Milford | | Kent County | | Sussex County | | Delaware | | United States | |
|---|---------|-------|-------------|-------|---------------|-------|----------|-------|---------------|-------|
| | 2000 | 2014* | 2000 | 2014* | 2000 | 2014* | 2000 | 2014* | 2000 | 2014* |
| Management, Professional, and Related (Business, Science, Arts) | 29.6% | 29.9% | 28.5% | 32.7% | 27.2% | 30% | 35.3% | 38.1% | 33.6% | 36.4% |
| Service | 15.7% | 14.3% | 17% | 19.1% | 16.7% | 20.9% | 14.6% | 18.1% | 14.9% | 18.2% |
| Sales & Office | 24.8% | 21.7% | 26.9% | 24.1% | 25.3% | 24.5% | 27.6% | 24.4% | 26.7% | 24.4% |
| Farming, Fishing, and Forestry** | 0.8% | N | 0.7% | N | 1.3% | N | 0.5% | N | 0.7% | N |
| Construction, Extraction & Maintenance** | 10% | N | 11.6% | N | 12.8% | N | 9.5% | N | 9.4% | N |
| Natural Resources, Construction & Maintenance Operations** | N | 14.2% | N | 10.6% | N | 11.4% | N | 8.6% | N | 9% |
| Production, Transportation & Material Moving | 19.2% | 19.9% | 15.3% | 13.5% | 16.6% | 13.3% | 12.5% | 10.8% | 14.6% | 12.1% |

Source: 2000 Census, American Community Survey, 2010–2014.

N = No Data

*2014 data from the American Community Survey 5-year estimates program was collected from 2010–2014 and represents the average value over that time.

**In the latest datasets the categories “Farming, Fishing, and Forestry” and “Construction, Extraction, and Maintenance Occupations” were not included, but a new category, “Natural Resource, Construction, and Maintenance Operations,” was created.

7-6. Economic Development Plan

One of Milford’s strengths is the variety of business sectors and business sizes that 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, Milford recognizes that agriculture and associated businesses are intimately tied to many of the city’s large employers and product producers. The city supports state and county

programs that keep farming profitable, such as agricultural preservation and transfer development rights.

The fundamental principle to providing economic opportunity to the citizens of Milford is to encourage employment opportunities within the city. Milford 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. Manufacturing, retailing and other commercial enterprises, and profit and nonprofit providers of educational and medical arts all have a place within the city as sources of quality employment, as directed by the land use plan.

The city will continue to promote Milford as an employment center through the provision of adequate water, sewer and natural gas, competitive electric rates, and state-of-the-art telecommunications. Expansion of Milford's fiber optic data lines provides the latest technologies to existing companies. This infrastructure is an attractive amenity for which the city can market and use as a business recruitment tool.

To stimulate private investment in the community, the Milford has developed Specific Economic Development Incentive Programs (SEDIP) outlined in Chapter 19 Economic Development & Redevelopment of the city code. Currently, there are SEDIPs for the Greater Milford Business Park and the Downtown Development District, as well as citywide incentives for employment generation. These incentive programs provide targeted assistance for areas of desired economic growth.

7-6a. Redevelopment, Economic, and Community Development

Milford recognizes that maintaining the appearance and functionality of the existing developed properties is an important aspect of providing a high quality of life for people living and working in the city.

Redevelopment of underutilized properties will continue to be promoted by the city's Planning Department through partnerships with nonprofit organizations and private investors. Milford will coordinate with Downtown Milford, Inc. (DMI) to integrate downtown redevelopment efforts consistent with the Downtown Development District Plan and with the Delaware Economic Development Office to widen its opportunities to keep constructed facilities fully utilized.

Downtown Milford, Incorporated

The most successful redevelopment program has been through the public/private partnership with Downtown Milford, Inc. The nonprofit organization has assisted with implementing Milford's streetscape projects and working with private developers on the rehabilitation of existing buildings in the center of the city.

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

DMI coordinates several downtown festivals and campaigns throughout the calendar year including Pub Crawl, Bud and Bug Festival, Brewgrass Festival, International Food Festival, Eat in the Street, Holiday Stroll, Farmers Market, Shop Local Campaign, Third Thursday, and Milford in Bloom. These events are designed to attract visitors to the downtown area and strengthen the sense of community.

DMI administers a “mini” revolving loan fund program and provides other types of financial assistance to downtown business and property owners. The goals and objectives of DMI are promoted by the city through the Central Business District zoning classification and the Mispillion Riverwalk Master Plan.

Milford and DMI will continue efforts to develop a historical preservation ordinance to improve and protect buildings in the three established historical districts.

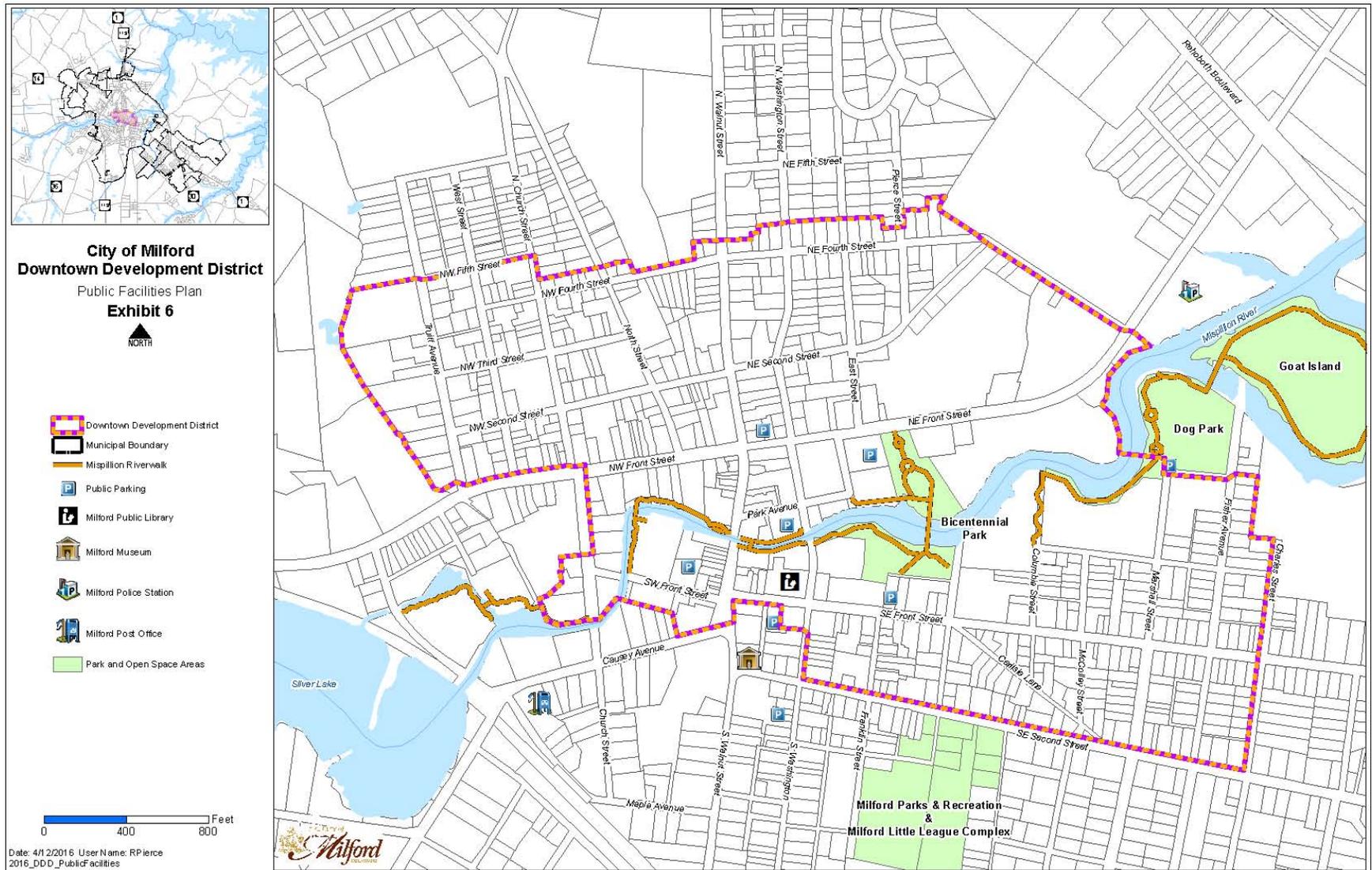
Chamber of Commerce for Greater Milford

The Chamber of Commerce for Greater Milford (CCGM) serves the business community as a resource information center, referral source, and networking base to facilitate and actively promote Milford. The Chamber of Commerce has established an economic development commission comprising 17 members representing education, government, health care, manufacturing, and commerce sectors serving the greater Milford area. The chamber and the commission play an integral part in promoting existing businesses and attracting new businesses to the community and downtown area.

Downtown Development District

In September 2015, Arnett Muldrow & Associates conducted a series of public meetings and focus group sessions to develop a master plan for Downtown Milford. Over 250 citizens gathered together during the three-day charrette to create the Rivertown Rebirth Plan 2025. A copy of the Rivertown Rebirth Plan 2025 can be found at <http://www.cityofmilford.com/documentcenter/view/1846>. In January 2016, Milford City Council adopted the plan as the guide to development and revitalization in the Downtown area.

Figure 9. Downtown Development District Map



In May 2016, Milford submitted an application to the state for the next round of Downtown Development District designations, for which the Rivertown Rebirth Plan 2025 was a primary component. In August 2016, the governor announced Milford as one of the next five communities that received designation. The program combines state and local incentives to encourage private investment within the district area. state incentives include grants, historic preservation tax credits, and other resources for both residential and commercial development/redevelopment projects. As part of the designation, Milford has committed to impact and other fee waivers and tax abatements for qualifying projects. Details can be found in Chapter 19 Economic Development & Redevelopment in the city code. For more information on the city's Downtown Development District program, please go to www.cityofmilford.com/DDD.

The Rivertown Rebirth Plan 2025 contains a series of recommendations to further enhance the downtown and address some of the opportunities and concerns identified by stakeholders during the charrette. Some of these recommendations were tied to physical locations and included several large mixed-use projects located along the Mispillion River.

In addition to the Rivertown Rebirth Plan, the district plan focuses on community redevelopment through the promotion of homeownership and neighborhood revitalization. Milford has partnered with several nonprofit and governmental agencies in promoting community development programs with the goal of reducing vacancy rates and code violations and increasing safety and economic activity.

Greater Milford Business Park & Independence Commons Business Park

In the early 2000s, Milford invested in developing a business park along the south side of Airport Road, west of Route 113 and Route 1. Called the Greater Milford Business Park (GMBP), this project created shovel-ready sites zoned BP (Business Park) ranging from 1 to 12 acres in size. The GMBP is home to the city's Public Works Department administrative office and warehouse, medical and dental clinics, contracting companies, supply warehouses, and light manufacturing. There are only a few undeveloped lots remaining within the GMBP.

Located north of the GMBP along Airport Road, Independence Commons offers affordable land for medical and professional office-type uses. The complex includes Delaware Hospice, Veterans Home, Boys & Girls Club, Can-Do Playground, Milford Parks and Recreation athletic fields, and other professional offices. There are several one-acre lots available, along with larger tracts of land ranging from 3 to 11 acres in size. The City of Milford installed the main sewer, water, and electric infrastructure to promote quick development.

The Greater Milford Business Park and Independence Commons will be promoted through the city's own initiatives. Milford has developed a SEDIP for new development in the Greater Milford Business Park, providing fee waivers and other incentive options for projects providing new employment opportunities for area residents.

7-6b. Economic Resiliency

Efforts to lower energy consumption in the city can bring local economic benefits in the form of energy cost savings. DNREC's Division of Energy and Climate and the Sustainable Energy Utility (SEU) offer a number of energy efficiency incentives that reduce operating costs of buildings. DNREC's Energy Efficiency Investment Fund is designed to assist commercial and industrial customers with swapping out their old, inefficient equipment with newer, more efficient replacement units. Their Revolving Loan Fund offers low-interest loans to public and private end-users for purchase of renewable energy systems and energy efficiency measures. The SEU's Solar Hot Water and Geothermal Grant offers financial assistance to non-residential users for the purchase and installation of solar hot water heaters. In addition to the long-term cost savings that renewable energy and energy efficiency upgrades achieve, these types of projects also help boost the local economy by making use of skilled labor for electrical, heating, plumbing, and other construction-related work.

In the Transportation chapter, it was noted that electric vehicle (EV) infrastructure does not yet exist in Milford. The installation of EV charging stations in the central business district would incentivize the growing number of EV owners into the downtown area, boosting economic activity. DNREC currently offers a rebate program that reimburses commercial businesses 75 percent of the cost of a charging station (up to a maximum of \$2,500).

7-7. Economic Development and Redevelopment Goals and Recommendations

GOAL

Pursue land use, growth, and preservation strategies that will ensure that farms, agricultural properties, and agri-businesses remain an economically viable anchor to the Milford economy.

OBJECTIVES

- Promote preservation of agricultural and environmental resources beyond the city limits of Milford.

- Systematically consider and evaluate annexation requests from within the existing Urban Growth Boundary, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city.

GOAL

Ensure the city’s future land uses and zoning accommodate and allow for a variety of commercial and employment activities.

OBJECTIVES

- Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District.
- Consider the development of a vacant building ordinance to address blighted and abandoned properties, possibly including a vacant building registration program.

GOAL

Implement the policies and recommendations within the Southeast Master Plan and the Downtown Development District, both key tools for future development and redevelopment.

OBJECTIVES

- Incorporate and adopt the Southeast Master Plan as part of the comprehensive plan.
- Amend the municipality’s zoning and subdivision ordinance, and any other relevant procedures, to reflect the updated master plan.

GOAL

Broaden Milford’s economic activity beyond the Monday to Friday, nine-to-five workweek by encouraging businesses, activities, and festivals that will help develop Milford’s identity as a great place to have fun, as well as work and live.

OBJECTIVES

- Encourage and promote nightlife and cultural destinations in the town center.
- Consider the city’s desire for cultural and evening destinations when deliberating conditional use applications.

- Consider relaxing parking requirements, or permitting shared parking arrangements, for adjoining uses or areas where peak demands would be expected to occur at various points in the day/evening.

GOAL

Enhance the city's economic resiliency by reducing the risk of flood damage and promoting the long-term cost savings of energy efficiency and renewable energy upgrades.

OBJECTIVES

- Support energy efficiency and renewable energy upgrades in new and existing developments by taking advantage of state-sponsored financial incentives.
- Promote electrical vehicle charging in the central business district.



Chapter 8.

Natural Resources

Milford owes its very identity to the river and rich farmland in and around the municipality. It is committed to playing its part in protecting and preserving these invaluable resources for the next generation of residents.

The Environmental Plan's place within the city's suite of policies is to ensure that economic development can occur while recreational and natural assets are sustainably utilized. Milford is committed to the preservation of the Mispillion River as a cultural and economic asset. This chapter presents a summary of these natural resources and environmental policies, identifies issues of concern, and provides recommended actions for implementing natural resource management policies.

8-1. Physical Characteristics

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. The city is less than 10 miles from the Bay, which generates a year-round mild climate. Average monthly temperatures range from 76° to 32° F. The average annual rainfall is 45 inches. Rainfall runoff flows to ditches, small streams, and rivers dependent on the ground surface topography.

Milford is at the center of the Mispillion River Watershed, which is a tributary to the Delaware Bay drainage basin. 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 program, and wetland regulations.

8-2. Water Resources

The quality and quantity of water available in the city is key to both the health and well-being of its residents and to achieving the growth and development it desires. This section discusses water-quality issues and actions Milford can take, and has taken, to minimize negative impacts on water quality within Milford and the surrounding watershed.

8-2a. Watersheds

A watershed comprises all the land that water moves across or under while flowing to a specific body of water and includes the plants, animals, and humans who live within it. Milford is located within the Mispillion River Watershed, which has been assigned a range of nutrient (nitrogen and phosphorus) and bacterial Total Maximum Daily Load

(TMDL) reduction requirements by the state. These reductions must be met to comply with the state's water quality standards.

Under Section 303(d) of the 1972 Federal Clean Water Act (CWA), states are required to identify all impaired waters and establish TMDLs 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 Allocations (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 TMDL for a given water body and must reduce pollutants to levels specified by state water quality standards.

8-2b. Wetlands

Tidal wetlands are present within the city along the banks of the Mispillion on Milford's east side. Small areas of tidal wetlands also touch the city's northern edges and the eastern boundary of the Southeast Neighborhood. Non-tidal wetlands are also present, largely adjacent to the blue-line streams.

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. Milford's Parks and Recreation Department recently completed an extension of the riverwalk system to the east, to a wooded wetland area called Goat Island. This natural area includes a walking trail and elevated boardwalk through some of these sensitive areas, providing education guideposts highlighting the wetland environment. Additional improvements to this nature area on Goat Island are outlined in the Parks Plan.

In addition to providing wildlife habitat, wetlands provide protection from flooding and protect water quality by naturally filtering runoff on its way to water bodies. Protection of wetlands falls under the regulatory jurisdiction of Section 404 provisions of the Federal Clean Water Act. In Delaware, tidal and non-tidal wetlands are regulated by the U.S. Army Corps of Engineers (USACE) under this act; tidal wetlands, however, are

subject to additional and more stringent regulatory protection under Title 7, Chapter 66 provisions of the Delaware State Code.

The Code of the City of Milford, Part II, Chapter 230-45.2 requires that wetlands delineation including jurisdictional determination is required as part of any conditional use, site plan, or subdivision approval process. In addition, for cluster-type and planned unit development wetlands are excluded from gross area calculations.

8-2c. Floodplains

A floodplain is the land area adjoining a stream or channel that is inundated or has been or may be covered by floodwaters. Though each flood event is unique, the 100-year (commonly depicted in flood maps as, “AE”) floodplain is accepted as the regulatory boundary for insurance purposes and for many municipal zoning and development standards. The term, “100-year” is often misunderstood. It does not mean that a flooding event should, or will, only occur once every 100 years. It is simply a statistical measure indicating that a flood event has an estimated one percent chance of occurring in any given year. The 100-year moniker is also given to weather events such as storms and droughts.

As shown on the *Floodplains* map, the 100-year floodplain in Milford bisects the historic core of the city east to west, covering significant areas of the Town Center and Southwestern Neighborhoods. It also extends down the city center’s eastern municipal boundary to the south, touches the northern extremes of the municipality, and impacts the far southeastern corner of the Southeast Neighborhood. The maintenance and protection of floodplains in the city are important to minimize property damage during storm events and maintain the natural filtration of stormwater runoff.

8-3. Relevant Programs, Policies, and Regulations

8-3a. Water Protection—Total Maximum Daily Load (TMDL)

Table 22. TMDL (Nitrogen, Phosphorus, Bacteria) Requirements for the Mispillion Watershed

| 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% |

The Clean Water Act and the U.S. Environmental Protection Agency's Water Quality Planning and Management Regulations were developed to maintain the health of our nation's waters. They provide for the regulation of impaired waters (those polluted to the extent that they no longer meet their designated uses). Designated uses are identified in state water-quality standards. The Mispillion watershed's uses are primarily recreation, fish and wildlife habitat, and agricultural/industrial water supply. When waters do not meet these designated uses, TMDLs are required. They serve to specify the maximum amount of pollution that may be allowed to enter a water body and allow it to still meet water-quality standards. The Mispillion Watershed's TMDL was most recently updated in 2006 (http://www.dnrec.delaware.gov/swc/wa/Documents/TMDL_TechnicalAnalysisDocuments/12_MispillionCedarTMDLAnalyses.pdf).

With participation from local stakeholders, DNREC developed a Pollution Control Strategy (PCS) to meet the TMDL-designated reductions. Milford representatives were active partners in the Mispillion and Cedar Creek Watershed Tributary Action Team that coordinated with DNREC to develop the PCS. A PCS is a document that specifies where pollution reductions can be made to meet TMDL targets. The strategy was completed in December 2012 (<http://www.dnrec.delaware.gov/swc/wa/Documents/WatershedPlans/Mispillion%20Pollution%20Control%20Strategy%202012%20final.pdf>).

The strategy was designed to reduce nutrient loadings from existing and future land use practices. If implemented as designed, the combination of actions delineated in the strategy should lead to the achievement of the TMDL. DNREC reviews the strategies every ten years to assess if adequate progress is being made.

8-3b. Subdivision Regulations

Source Water Protection

Article III, Section 230-29.5 of Milford's code delineates the city's wellhead protection standards and sets wellhead protection areas of 150 feet for confined wellheads and buffers determined by DNREC analysis for unconfined. It also prescribes maximum percentages of allowable impervious surfaces (20%) or requires an engineering assessment concluding a higher percentage will not impact upon water quality and supply. The code also restricts permitted uses in wellhead protection areas and regulates above and underground storage tanks.

Wetlands and Buffers

Article VIII, Section 230-45.2 of the Milford code details the city's wetland preservation and protection regulations. Development activity in proximity to mapped wetlands requires a wetland delineation prior to any conditional use, site plan, or subdivision approval. Barring permission from multiple state, local, and federal agencies, wetlands

are not allowed to be subdivided, filled, cleared of vegetation, or otherwise disturbed. It also establishes a buffer of 25 feet from delineated wetlands that must remain undisturbed.

Article VIII, Section 230-45.3 of the Milford code establishes 25-foot riparian buffers from the high-water mark of any tidal features and 50 feet from any non-tidal waterbodies or wetlands. A significant portion of Milford was developed during the Colonial era, close to, or within wetlands. In previously disturbed or developed areas, the code seeks a minimum 10-foot buffer.

8-3c. Air Quality

Though there have been marginal improvements in the past several years, according to the American Lung Association's "State of the Air" report (February 2017), air quality remains a significant regional concern. Kent County was graded a "B," and Sussex a "D."

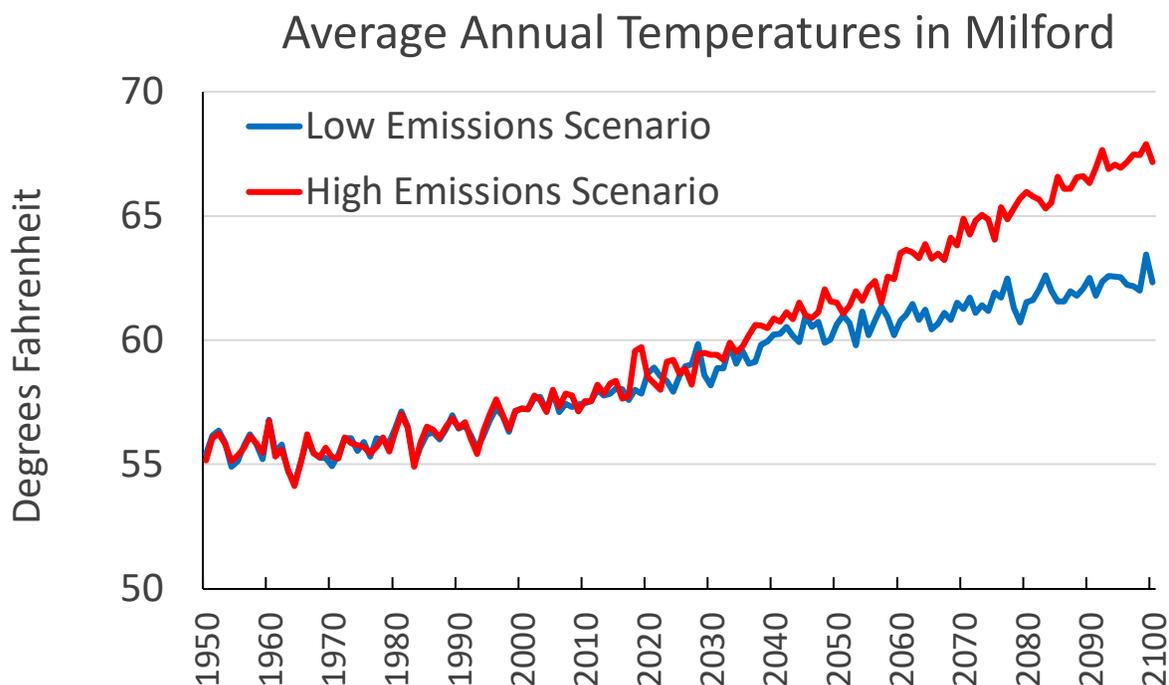
Milford is committed to playing its part in regional air quality. Though land use regulations in Delaware for moderately sized municipalities don't typically regulate air quality, Milford's preference for a "Live Where You Work," pattern of development, its commitment to multi-modal transportation, and its openness to electric vehicles may continue to incrementally improve the region's air quality.

8-4. Climate Change Impact Assessment

Like all towns and cities across Delaware, Milford is exposed to the impact of climate change. The two main consequences of climate change that are most critical to the city are rising temperatures and rising water levels along the Mispillion River.

As part of this Comprehensive Plan Update, an analysis was conducted to determine Milford's vulnerability to these two major climate change impacts. The data used to predict future temperatures was pulled from the state's climate portal (<http://climate.udel.edu/declimateprojections/portal/>) and the data for sea level rise was pulled from DNREC's sea level rise assessment. The temperature data in the Figure 10 below shows that under a low global greenhouse gas emissions scenario, Milford will experience a warmer environment (approximately four-degree Fahrenheit increase).

Figure 10. Average Annual Temperatures in Milford



To determine the impact of sea level rise on the city, three different sea level rise projections for the year 2100 (0.5-meter, 1.0-meter, and 1.5-meter rise) were mapped to give a range of possible inundation scenarios at the end of the century. These three scenarios, along with the current FEMA flood zone, were overlain onto a digital representation of the city to determine the impact of inundation on critical municipal assets such as roads, buildings, land, and economic assets. The resulting sea level rise map is shown in the *Delaware Sea Level Rise* map. The state currently recommends planning for a 1.0-meter sea level rise by 2100.

Environmental Resilience

Maintaining a thriving, ecologically diverse and healthy natural environment is a critical step toward mitigating hazard vulnerabilities. For instance, as noted above, healthy wetland habitats act as absorptive buffers during storm surge and flooding events. A dense urban tree canopy cools and cleans the ambient air and minimizes heat island effects during extended periods of elevated temperatures. The benefits to the community from these ecological services are significant.

One strategy for regenerating degraded environments is through living shoreline projects. Living shorelines are an alternative approach to land stabilization near the water's edge. Bulkheads, concrete seawalls, riprap, and other inorganic shoreline stabilization techniques do not provide a suitable environment for a healthy, thriving

ecosystem at the critical interface between land and water. Living shorelines are generally constructed using rolled coir logs made of natural fibers, oyster, and shellfish reefs and are planted with native grasses to maintain stability. The result is a land-water interface that still prevents shoreline erosion but has the important benefit of providing valuable ecosystem services. Much of Milford's tidal wetlands, riverbanks, and streambanks, have been developed for hundreds of years. The city's Living Shoreline Initiative was undertaken, in collaboration with the Partnership for the Delaware Estuary, to determine the feasibility of utilizing living shorelines along specific tidal areas of Milford. A Surface Water Matching Planning Grant, provided through DNREC, that funded the initiative, is overseen by the Water Infrastructure Advisory Council. The project scope explores ways to increase ecotourism, remove a problematic causeway, and reduce runoff into the river. As part of the project, the Partnership for the Delaware Estuary recently completed a conceptual plan and study along sections of the Mispillion River and found it suitable for the installation of living shorelines. Because the riverfront area is also susceptible to flooding, replacing hard stabilization structures with living shorelines would help mitigate some of the inundation vulnerability.

Another strategy to mitigate against climate impacts is to support tree planting. Trees provide numerous benefits such as absorbing stormwater runoff, filtering air pollutants, limiting urban heat island effects, raising nearby property values, and providing natural shading and cooling effects during heat waves, which saves energy on air conditioning. Street trees are also cost effective, according to a recent study in California that concluded that for every dollar spent on planting and management nearly six dollars in benefits are returned to the municipality in the form of ecosystems services (McPherson, van Doorn, & Goede, 2016). The Delaware Forest Service has mapped the tree canopy in Milford (see <http://delawaretrees.com/urbanmaps/Milford.pdf>), and the results indicate that the area vulnerable to sea level rise along the Mispillion River between Goat Island and Silver Lake is sparsely planted.

Riparian buffers, which the city maintains at 25' from tidal waters and 50' from non-tidal waters, also help to improve environmental resilience. Limiting development in ecologically sensitive areas, such as along streams and near wetlands, preserves the critical environmental services that these ecosystems provide. If these areas are developed, it is prudent to utilize them as low-impact land uses, for instance parks and open space, to help maintain environmental quality, manage stormwater runoff, and avoid costly flood damage.

There are a wide range of additional climate adaptation and resiliency-enhancing development strategies that Milford could consider. The scope of the challenge—and opportunity—that the city faces can be met but it will require the dedication and effort of a wide range of community stakeholders. Truly effective solutions are more likely to come through the collective knowledge and cooperative involvement of residents, the

business community, city administrators, and civil society groups. This kind of bottom-up climate adaptation efforts can be more effective, feasible, efficient, and environmentally sound. Milford could catalyze and support the formation of a Climate Change Adaptation Committee made up of diverse community stakeholders to start the process of a homegrown climate change adaptation response. The committee would review available evidence on future climate vulnerabilities, evaluate various adaptation options, and present recommendations to the city for consideration.

8-5. Natural Recourse Goals and Recommendations

GOAL

Coordinate with relevant agencies and committees to improve water quality in the Mispillion and its tributaries.

OBJECTIVES

- Consider refining the city's buffering regulations to distinguish between built-up areas where the existing ten-foot buffer is the default and more open areas where a more effectively sized buffer may be feasible.
- Continue to pursue and support living shoreline installations along hardened sections of the Mispillion River.
- Review parking and loading standards to ensure new site plans have adequate parking while limiting the amount of impervious coverage.
- Consider relaxing parking requirements, or permitting shared parking arrangements, for adjoining uses, or areas, where peak demands would be expected to occur at various points in the day/evening.
- Review and update the city's impervious coverage standards to ensure environmentally friendly site design.
- Enhance the urban tree canopy by planting new trees in sparsely planted areas, for instance near parking lots and other impervious coverage areas near the downtown core.
- Continue to avoid development in ecologically sensitive and flood-prone areas.
- Participate in the Mispillion River Tributary Action Team to assist in the development of pollution control strategies for the river.
- Promote the elimination of individual septic systems, where feasible near and adjacent to the Mispillion River.

GOAL

Pursue agricultural preservation of high-value agricultural parcels, consistent with the master plan.

OBJECTIVES

- Incorporate and adopt the Southeast Master Plan as part of the comprehensive plan.
- Develop and implement a TDR program in the Southeast Neighborhood and expand the developed program into the anticipated Northeast Master Plan.
- Amend the municipality's zoning and subdivision ordinance and any other relevant procedures, to reflect the updated master plan.

GOAL

Limit the growth of harmful atmospheric emissions attributable to Milford.

OBJECTIVES

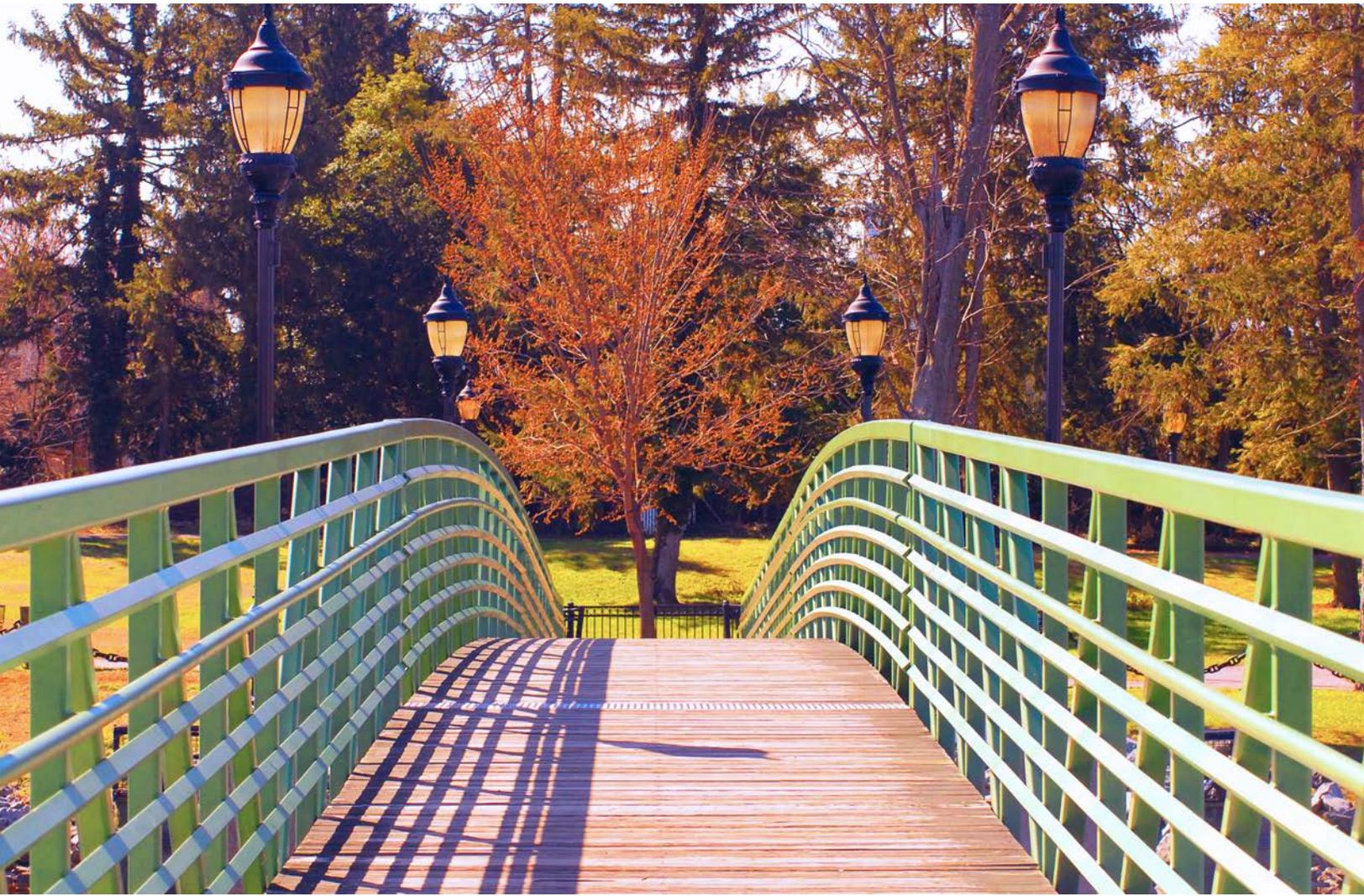
- Support energy efficiency and renewable energy upgrades in new and existing developments by taking advantage of state-sponsored financial incentives.
- Promote electrical vehicle charging in the central business district.
- Reduce future congestion, distance commuting, and emissions by developing as a year-round, live-where-you-work community.

GOAL

Protect the city's social and economic assets by enhancing environmental resiliency.

OBJECTIVES

- Form a Climate Change Adaptation Committee that will review Milford's climate vulnerabilities, evaluate appropriate adaptation options, and make recommendations to the city.
- Consider a partnership with the Delaware Coastal Program's (DCP) Resilient Community Partnership to potentially access staff support, technical assistance, and funding in the coming years.
- Utilize new data and analytical techniques to begin planning for elevated water levels and increasing periods of heat.



Chapter 9.

Parks, Recreation, and Open Space

Milford is committed to providing high-quality public open space facilities and services. Milford recognizes that public open space and recreational activities are an integral part in the development of the city.

The Parks and Open Space map shows Milford's parks, recreation areas, and open spaces. Some of these areas have passive and active recreation opportunities or stormwater management facilities. It also details natural areas, nature preserves, and agricultural preservation districts, or parcels with agricultural easements, in the Milford area. This chapter also details state and county parkland and recreational opportunities in the Milford area.

9-1. Dedicated Open Space

Roughly 50 acres have been set aside in Milford as public open space and another 280 acres is set aside as private. Dedicated open space is generally associated with residential subdivisions. Some dedicated land is retained in its natural state. Other parcels are available for passive or active recreation. Stormwater retention facilities cannot be developed, but can serve as water amenities and have been included in the discussion of open space.

Part II, Chapter 200 of the Milford Code specifies that its Planning Department, Planning Commission, and City Council may require up to a ten percent open space set aside, particularly in considering larger projects, of the project's gross area for the creation of parks and open space. Parcels of three to five acres, at a minimum, are preferred, though smaller areas can be considered.

Such lands may be dedicated to the city, or otherwise preserved. The commission also has latitude to require the intact preservation of natural features and to require set-asides for future schools. This ten percent maximum covers all areas within the city, unless the zoning ordinance dictates a higher set aside. Chapter 230, Article III of Milford's zoning ordinance specifies a 25 percent open space set-aside for major residential developments under its Planned Residential Neighborhood Development district. Set-asides in this district may not contain wetlands, floodways, or other unusable/unbuildable areas.

9-2. Environmental Open Space

Environmental open space includes tidal and non-tidal wetlands, the 100-year floodplain, as well as lakes, ponds, and streams. They are shown on the *Environmental Features* map as part of Milford's environmental resources, but also function as part of the city's open space inventory. As referenced in the environmental chapter, Milford's

regulations significantly restrict new development within the floodplain and prohibit the development or subdivision of wetlands. In some instances, historic development is within the floodplain or abuts wetlands or waterway buffers.

9-3. Parks and Recreation

Milford hosts a number of small community parks and recreational sites of which many are maintained by the city. Others are privately owned or located at public school sites. There are also a handful of county and state parks and recreation areas within a reasonable drive of Milford.

9-3a. 9-3a. Local Park and Recreation Facilities

The *Parks and Open Space* map shows the locations of Milford's park and recreation facilities within its corporate limits, as well as natural areas and agricultural preservation parcels in its surrounds. Table 23 details the features of Milford's park and recreation facilities.

The largest facility is the Tony Silicato Memorial Park in the northwest corner of Milford. At nearly 18 acres, it boasts a highly accessible playground, and facilities for soccer, disc-golf, a walking track, and a large grassy area.

The Milford Memorial and Bicentennial Park areas are the city's key offering in its historic core. At over five acres, it offers activities appropriate for wide swaths of the population such as basketball, bocce ball, fishing, walking, and picnicking. It is also anchored by, and accessible from, the Milford Riverwalk.

Milford's public and private schools also have age-appropriate playgrounds, recess areas, and athletic fields and facilities, but are restricted largely to student use.

Table 23. Park and Recreation Facilities in Milford

| Facility Name | Location | Acres | Features |
|-----------------------------|---------------------|--------------|---|
| Banneker Park | NW Fourth Street | 2.5 | Basketball Court, Gas Grills Permitted, Grassy Area, Limited Parking, No Shade |
| Bicentennial Park | NE Front Street | 2.8 | Benches, Electric, Grassy Area, Ample Parking, Pavilion, Pedestrian/Fishing Bridge, Picnic Tables, Ample Shade, Water |
| Riverwalk/Dog Park | Marshall Street | 4.5 | Benches, Drinking Fountain, Grassy Area, Limited Parking, Limited Shade |
| Goat Island | Marshall Street | 6 | Ample Shade, Walking Trail |
| Marshall's Pond Park | Lovers Lane | 6.6 | Amphitheatre, Gas Grills Permitted, Grassy Area, Open Space for Activities, Limited Parking, Picnic Tables, Pond, Ample Shade |
| Marvel Square | SE Second Street | 1.82 | Bocce Ball Court, Electric, Gas Grills Permitted, Grassy Area, Open Space for Activities, Ample Parking, Playground, Limited Shade, Water |
| Memorial Park/Riverwalk | Downtown | 4.81 | ADA Accessible, Amphitheatre, Basketball Court, Bocce Ball Court, Benches, Electric, Fishing, Gas Grills Permitted, Ample Parking, Picnic Areas, Ample Shade, Walking Track |
| Parks & Recreation Building | 207 Franklin Street | 2.51 | Electric, Kitchen, Meeting Rooms, Ample Parking, Restrooms, Water |
| Tony Silicato Memorial Park | 101 Patriots Way | 17.83 | Can-Do Playground (boundless park), Disk-Golf Course, Grassy Area, Parking, Limited Shade, Soccer Fields, Walking Track, Bathroom, Water Fountain |

Source: City of Milford

9-3b. County, State, and Federal Park and Recreation Facilities

Milford residents have a number of regional parks and recreational facilities to choose from, though most are beyond typical walking and biking distance.

Killens Pond State Park is the nearest state park. The 66-acre millpond is the park's centerpiece, supporting public boating and fishing activities. There is also a campground, playgrounds, exercise trail, and waterpark.

Browns Branch County Park is the nearest county park. Opened in 2004 by Kent County, the park protects nearly 40 acres of forested wetland. The upland, formerly agricultural, portions of the park converted to active recreation (baseball, soccer, volleyball, horseshoes). Significant forested buffers and natural areas remain and support more passive activities like hiking and bird watching.

Milford Neck Wildlife Area – Operated by the state, the wildlife area acts as a nature preserve and accommodates hunting, photography, and wildlife observation. It also boasts a 350-acre open area for the training of hunting dogs.

DuPont Nature Center – As much a cultural resource as a park, the DuPont Nature Center is one of the state’s premier birding observatories, boasting well over 200 species. The surrounding wetlands teem with undisturbed wildlife. The facility has a visitor’s center and observation deck and runs year-round educational programs.

Abbott’s Mill Nature Center – Operated by the Delaware Nature Society, Abbott’s Mill sports a working gristmill, extensive nature preserve, visitor’s center, miles of trails, and seasonal educational programming.

Redden State Forest – Operated by the Delaware Department of Agriculture (DDA), Redden is the largest state forest in Delaware at 12,400 acres. Its 44 miles of trails support hiking, horseback riding, cycling, and birdwatching.

Cape Henlopen State Park is somewhat distant, but provides sun and fun within a reasonable drive of Milford. Surf fishing, picnic areas, and a variety of recreational activities accompany its sandy shoreline offerings.

Prime Hook National Wildlife Refuge, a 10,144-acre refuge located along the Delaware Bay, serves as a sanctuary for migratory birds. Activities such as lecture programs, bird walks, and educational activities are provided throughout the year.

Cedar Creek Boat Ramp – Located in Slaughter Beach, the facility provides eight 16-foot-wide concrete launch lanes, five floating boarding docks, and a lighted parking area to accommodate 141 vehicle/trailer combinations.

Several private campgrounds operate close to Milford as well as privately owned BMX facility for its most adventurous residents. A new regional sports complex, recently constructed in Frederica, Delaware, will host soccer, lacrosse, and field hockey sporting tournaments and events.

9-4. Recreation Needs—State Comprehensive Outdoor Recreation Plan (SCORP)

The State Comprehensive Outdoor Recreation Plan (SCORP) is a statewide plan prepared by DNREC every five years. It assesses public outdoor recreation use, analyzing the estimated supply and demand for various activities. Data is gathered via an extensive phone survey and the results assist the state in future planning and investment for recreation facilities.

Recurring recommendations include incorporating sidewalks and paths into comprehensive planning efforts; identifying and implementing routes for cyclists, pedestrians, and joggers; integrating regional greenways and regional trails with new development; collaborating with DelDOT on bicycle/pedestrian improvements in municipalities; and using the collected data to fill gaps in an area's recreational offerings.

Milford straddles two of the SCORP's identified analysis zones: Regions Three and Five. Region Three covers all areas north, as far as the New Castle County line. Region Five includes all of southeastern Sussex County east of Georgetown. The 2013–2018 SCORP lists the following facilities as high priorities for Region Three:

- Walking/Jogging Paths
- Swimming Pools
- Bike Paths
- Fishing Areas
- Playgrounds
- Community Gardens
- Picnic Areas
- Off-Leash Dog Areas

Region Five lists the same activities as high priorities and also identifies basketball courts as a key need.

9-5. Agricultural Open Space

The Milford region hosts a great deal of agriculture, working farms, and agri-industry. The city is ringed by agricultural uses. Many of these larger parcels are under some form of preservation through agricultural easements or designation as a state Agricultural Preservation District (see the *Environmental Features* map).

Participants in the state Agricultural Preservation District designate a minimum of 200 contiguous acres that must be used for agriculture or forestland for ten years. Owners of smaller tracts of land can also enroll in the program, provided the parcel is within three miles of an established district. This is presently the case for all farmland south of the C&D Canal. After this period, the owner may withdraw, continue in the program, or apply for an agricultural easement. Those wishing to sell a preservation easement to the state may do so after being enrolled as a preservation district for a full year.

Enrollees in the state Agricultural Easement Program have participated in the preservation district program for at least ten years. Once property owners have agreed to compensation for potential development rights foregone in favor of continued agricultural use, a permanent agricultural conservation easement is applied to the parcel(s).

9-6. Acquiring and Preserving Open Space

Looking, in total, at the facilities in and around Milford in comparison to the priorities identified in the SCORP, the city and its surrounding recreational facilities appear to quite neatly address most of the key concerns. However, it is advisable for the city to continue taking advantage of opportunities to provide these amenities. As a rapidly growing area, the most obvious way to obtain the areas and uses Milford residents and the region require is to continue to conscientiously utilize the open space set-aside regulations in the Milford Code (particularly the 25% set-aside for large planned residential) to gain important, usable open space as the city builds out.

Municipal support for community gardens is becoming increasingly popular in Delaware. Community gardens provide many benefits such as offering an active recreational option for residents, increasing nearby property values, and fostering local food security. They also are a high priority on the SCORP assessment and are the only high-priority item not readily found in the area. Open land acquisition is a major challenge to setting up and starting a community garden, and local governments can facilitate the process by permitting gardens on municipally owned property. Another strategy is to offer tax breaks to property owners who own vacant land and make it available to residents. At present, there are no community gardens in Milford.

Those who own homes and structures that experience repetitive flood damage and wish to voluntarily participate in the FEMA buyout programs, will need to have their properties become deed-restricted so they cannot be redeveloped to receive funding. The property is generally converted to open space to restore the natural floodplain functions. Participating in such a program would avoid future economic loss, provide the city with additional open space, and conserve a vital flood mitigation service.

9-6a. Mispillion Riverwalk

Though not technically a park, the Mispillion Riverwalk is a key asset in the city's plans for future recreational offerings. Milford recently expanded the Mispillion Riverwalk to the east to Goat Island and constructed a nature trail and raised boardwalk around the island. The city envisions adding additional overlooks and a pavilion on the island for the public to enjoy the natural beauty of the Mispillion River and the sensitive ecosystems along its banks. Milford's vision is to promote additional events and activities that highlight the river. It wishes to construct an additional kayak launch on the northern banks of the river in the immediate downtown area for more recreational activities on the river. It also wishes to establish pedestrian- and bicyclist-friendly connections to the riverwalk wherever possible, so that it may serve as to move people from place to place, as well as for recreation. A key theme discussed was linking the walk to as many of the city's park and recreation sites as possible. This will require a thoughtful, long-term strategy of securing open space, easements, and rights-of-way as opportunities present themselves.

The city's Parks and Recreation Department is faced with the challenge of maintaining the Mispillion Riverwalk infrastructure, including aging wooden boardwalks, and is developing a long-term maintenance plan to repair and replace its components.

9-7. Parks, Recreation, and Open Space Goals and Recommendations

GOAL

Continue to enhance, improve, and promote the Mispillion Riverwalk as a cornerstone of the community and make practical use of it as a connection to established, and future, recreational open spaces and parks.

OBJECTIVES

- Promote recreational activities and events.
- Consider existing, smaller, vacant, or preserved parcels for use as community gardens.

GOAL

Encourage the inclusion of connected, accessible parks and open spaces in new development.

OBJECTIVES

- Incorporate recreational opportunities into redevelopment plans and programs.
- Actively support a regional blueway canoe and kayak trail from Abbott’s Mill Nature Center through Haven Lake and Silver Lake to Goat Island, and extend the remaining length of the Mispillion River to the DuPont Nature Center at Slaughter Beach.
- Establish a unified open space and greenways network that connects with city parks, areas adjacent to the Mispillion Riverwalk, and bicycle and pedestrian ways.

GOAL

Encourage the preservation of areas along all streams, lakes, and ponds as recreational uses.

OBJECTIVES

- Preserve and enhance buffer areas around water bodies to mitigate environmental and visual impact from adjacent uses and activities.
- Develop and implement a TDR program in the Southeast Neighborhood and expand the developed program into the anticipated Northeast Master Plan.
- Consider refining the city’s buffering regulations to distinguish between built-up areas where the existing ten-foot buffer is the default and more open areas where a more effectively sized buffer may be feasible.
- Engage with DDA’s Forestry Section to explore urban forestry programs.



Chapter 10.

Land Use and Growth Management

This chapter begins with a discussion of Milford’s existing land use and highlights approved and ongoing development projects. It then focuses on the discussion of planning efforts that have been considered during the development of Milford’s future land uses. The future land uses are designated for the area within the Urban Growth Boundary (UGB), and the link between land use and zoning is provided. The chapter discusses recommendations concerning land use and zoning, concluding with a discussion on growth and annexation.

10-1. Existing Land Use

Existing land use is a snapshot of the city’s current development pattern. This development pattern is depicted on the *Existing Land Use* map. The map identifies the land use for each parcel as of September 2016.

10-1a. Existing Land Use Designations

Table 24 explains how land was classified into the uses shown on the *Existing Land Use* map.

Table 24. Existing Land Use Designations

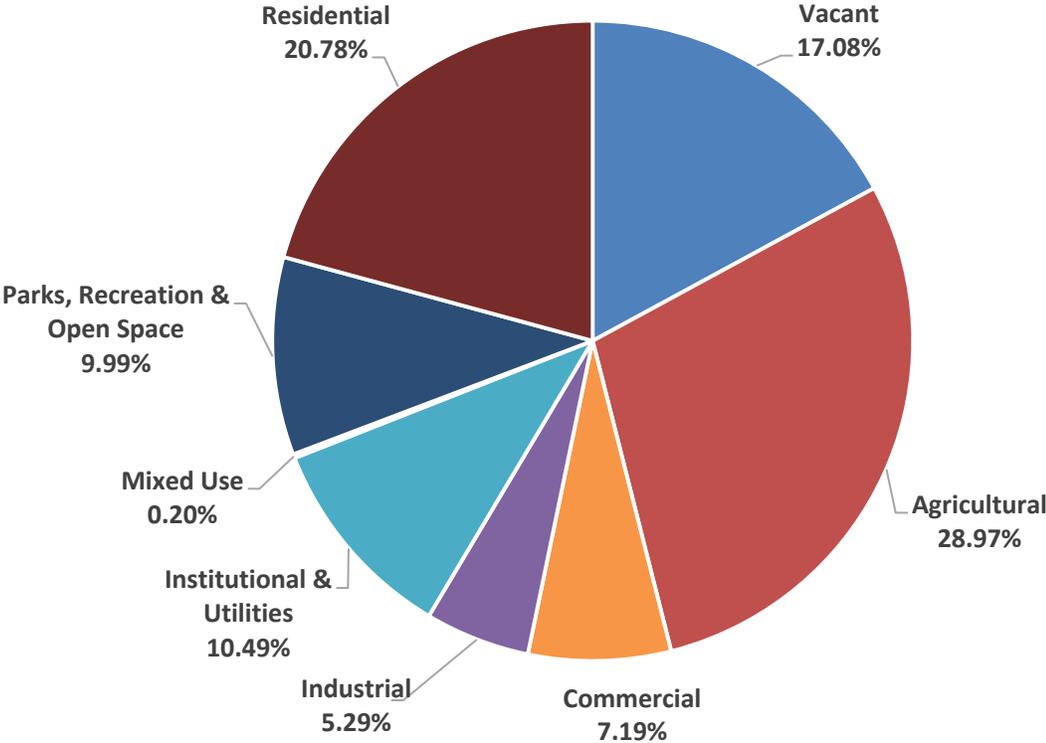
| Land Use | Description |
|--------------------------------|--|
| Agriculture | Land actively being farmed. |
| Park, Recreation, & Open Space | Public and private open space primarily dedicated in connection with land development; stormwater facilities; parks; recreation facilities. |
| Residential | Areas developed with any type of dwelling unit. |
| Commercial | Areas developed with retail, office, service and similar uses. |
| Institutional & Utilities | Federal, state and local facilities, public safety facilities, public and private schools; places of worship; public works buildings; water and wastewater facilities. |
| Industrial | Areas developed with a mixture of commercial and residential uses. |
| Vacant Land | Undeveloped lots in recorded subdivisions, other undeveloped lots not being farmed. |

Figure 11 summarizes the distribution of land uses within the city. As shown below, 29 percent of the city is designated Agricultural land that consists of recorded subdivisions that have not begun site construction or unrecorded land development sites. Vacant land makes up approximately 17 percent and includes vacant lots within the developed areas, but primarily comprises vacant lots within recorded subdivisions. Vacant and

Agricultural land make up almost 50 percent of the land area within city limits. Development should be encouraged on these lands before focusing on annexation for new development.

The second largest category is Residential at a little over 20 percent, with Institutional/Utilities and Parks/Recreation/Open Space at ten percent each. Commercial and Industrial total approximately 12 percent, while mixed use is less than one percent.

Figure 11. Milford’s Land Use Distribution, 2016



10-1b. Land Use Highlights

This section provides information about undeveloped areas and areas that are undergoing development. Tables 25 and 26 provide information about the types and statuses of these areas. Figures 12 and 13 depict their locations.

Residential

As earlier noted in the Housing chapter, there is significant growth potential in Milford’s housing pipeline. As of late 2016, 5,786 units are approved, awaiting construction. Of that number, 2,770 are multi-family, 1,596 single-family detached, 1,274 single-family

attached, and 146 are approved duplexes. Significant vacant developable lands remain available for future development within the city’s existing municipal boundary, with an ample reserve identified within Milford’s Urban Growth Boundary.

For the most part, the new development outlined in Table 25 is occurring on the periphery of the city’s established neighborhoods, or in relatively recently annexed areas. Fork Landing sits aside the city’s established downtown areas.

Lighthouse Estates and Homestead sit at the city’s northern and northwestern extremes. Cypress Hall, Simpson Crossings, and Milford Ponds represent significant residential growth due south of the city’s established center. Orchard Hill, Hearthstone Manor, and West Shores are clustered in the city’s Southeastern Neighborhood.

Table 25. Residential Land Use Highlights

| Map Ref | Subdivision Name | Status |
|----------------|------------------------------|--|
| 1 | Cypress Hall | A 384 unit Planned Unit Development project that is currently vacant. |
| 2 | Fork Landing | A development originally recorded with both single family detached and duplex type housing options. The current owner recently consolidated the remaining duplex lots into single family detached units. The project totals 65 units, of which 6 duplexes and 22 single family detached homes have been constructed. |
| 3 | Hearthstone Manor I | A 1,130 unit Planned Unit Development project consisting of 178 single family detached units and 952 condominium and villa units. |
| 4 | Hearthstone Manor II | A Planned Unit Development subdivision, approved for Phase I consisting of 40 single family detached, 24 villa units, and 176 apartment units. |
| 5 | Homestead | A Planned Unit Development currently undeveloped consisting of 151 single family detached lots, 148 single family villas, 82 duplex units, 276 townhouse lots and 400 condominiums for a total of 1,057 residential units. |
| 6 | Lighthouse Estates | A community under construction containing 68 single family detached lots. |
| 7 | Milford Ponds – Phase I & II | A Planned Unit Development community located in the Southwest neighborhood that has infrastructure installed but no homes built. There are 300 planned single-family detached units and 182 planned townhouses. |
| 8 | Orchard Hill | A single family detached unit development consisting of 187 single family detached units. |
| 9 | Simpsons Crossing | A 1,023 unit Planned Unit Development consisting of 450 single family detached, 231 multifamily townhouses, and 342 townhouses. |

| Map Ref | Subdivision Name | Status |
|---------|----------------------------|--|
| 10 | West Shores at New Milford | A single family detached unit development with most infrastructure installed but no homes constructed. Consists of 112 buildable lots. |
| 11 | Wickersham | A planned townhouse community in the Southeast neighborhood consisting of 200 units. Currently undeveloped. |

Non-Residential

Milford also boasts a diverse inventory of commercial, retail, agri-industry, and employment uses. Similar to its residential offerings, the city has significant, as of yet undeveloped, acreage that should be sufficient to meet demand in the short to medium term.

In the city's Northwest Neighborhood, the Greater Milford Business Park is largely built-out while there is still significant land available in the Independence Commons professional park. Aside from various medical and dental facilities, Independence Commons hosts a number of civic and recreational uses. The business park has medical and dental tenants, along with heavier commercial uses, as well as the city's Department of Public Works.

Southwest of the established city center, the Cypress Hall commercial development includes a large grocery store and several retail and service-oriented businesses. The commercial center is not completely built-out and has available retail strip and pad site space.

To the east, non-residential projects and properties are still largely undeveloped. The McColley property and the Milford Marina property have highway commercial potential, sitting adjacent to SR 1 at existing or proposed grade separated interchanges.

In the southeastern area, west of SR 1, the Bayhealth property is approved and moving forward, culminating in the development of a full health campus, anchored by a five-story hospital and emergency room. The Hall property, adjacent to Bayhealth, has commercial potential. East of SR 1, Innovation Park is presently undeveloped with no approved plans. It has potential employment uses. All of the projects in the city's southeastern area are governed by the Southeast Master Plan, which has been incorporated into this document.

Table 26. Non-Residential Land Use Highlights

| Map Ref | Name | Status |
|----------------|-------------------------------|---|
| A | Bayhealth | A 160-acre property that will be home to the planned 142-bed, five-story hospital, emergency room and ambulatory care facility. With ample room for growth, the health campus will develop into a major employment center for Milford and the Delmarva peninsula. |
| B | Crop Production Services | The proposed site of a fertilizer distribution facility. They will be moving their Rehoboth Boulevard operation in hopes for expansion and utilization of the adjacent rail. |
| C | Cypress Hall | A commercial shopping center containing the recently built Redner’s grocery store and other commercial retail space. |
| D | Greater Milford Business Park | A City business park, this complex is home to the Public Works department office and maintenance yard, various medical and dental clinics, contractors’ offices and yards, warehouses, and other businesses. |
| E | Hall Property | A vacant commercial parcel adjacent to the developing health campus facility. |
| F | Independence Commons | A City professional park, this complex is home to the Veterans Home, Hospice, Boys and Girls Club, Can-Do Playground, Milford Parks and Recreation athletic fields, medical and dental offices, and other businesses. |
| G | Innovation Park | The former proposed location for the hospital facility, this property still has potential employment capabilities. |
| H | McColley Property | Undeveloped highway commercial property adjacent to Milford High School. This property will benefit from the planned NE Front Street and State Route 1 Grade Separated Interchange project. |
| I | Milford Marina Property | Undeveloped highway commercial located at the Route 36 and State Route 1 interchange. The property has highway exposure and easy access to Route 1. |

10-2. Planning Environment

10-2a. Strategies for State Policies and Spending

In 1999 the Cabinet Committee on State Planning Issues adopted the *Strategies for State Policies and Spending*, outlining needs and concerns for future state planning and growth and identifying geographic areas where the state was most prepared for growth. This document was updated in 2004, 2010, and 2015. Consisting of text and maps, the Strategies document is important for municipal planning because it depicts graphically, as well as describes, the areas to which the state will channel its financial resources.

It also identifies areas that are not intended for development. While the state does not intend that this document direct local land use decisions, it does intend that the State Strategies document guide funding decisions. Delaware local governments must incorporate these strategies in their comprehensive plans and land use decisions because they form the basis for state review of local land use actions as required under the Preliminary Land Use Service (PLUS).

The Strategies document classifies the entire state into four investment levels based on the predominant type of development. These levels form the basis for identifying locations where state-supported growth should occur and establishes guidelines for state investment in those areas. The state is most prepared for growth to occur in Levels 1 and 2 and plans to channel intensive investments, such as new schools, roads, state service centers, and public safety facilities, in these areas. In Level 3 areas, development, and therefore state investment, is not anticipated in the immediate future. These areas are adjacent to, and sometimes within, built-up areas in Levels 1 or 2. In Level 4 areas, state investment will be made only when necessary to preserve the rural character of these lands.

The state strategies are important because municipal and county comprehensive plans must consider them in the development of future land use within their boundaries and, for municipalities, the identification of annexation areas. As the *State Strategies for Policy and Spending* map shows, Milford's corporate limits are mostly within Levels 1 and 2 with a small portion in Level 3 in the western and southern edges. Except for lands in either the state or the county's agricultural preservation programs, or areas that are environmentally sensitive, the areas within the Urban Growth Boundary (UGB) are in Levels 1, 2, or 3. The environmentally sensitive areas are "Out of Play" and much of the area adjacent to the city's UGB is in Level 4.

10-2b. Kent County

As of this plan's writing, Kent County was in the process of publishing its ten-year update to its 2007 Comprehensive Plan.

A longstanding principle of the county, that appears largely unchanged from a review of 2018 Comprehensive Plan Update materials, is its growth overlay feature. Kent has long sought to direct and encourage residential growth to areas and municipalities within the identified zone. It aims to discourage unnecessary sprawl, preserve high-value agricultural lands, promote growth near existing infrastructure and services, and increase efficiencies in the provision of public services.

A key feature of this practice is the county's recognition of municipalities as central to this approach. The county's 2007 Plan shows Milford as almost entirely within this favored growth zone. Only the city's eastern extremes and a small area east of SR 1, within the city's Southeast Master Plan, were not in the county's growth overlay in 2008. It is recommended that Milford perform outreach and reciprocal engagement with Kent County, as each is concurrently updating its comprehensive plan.

10-2c. Sussex County

Sussex County's most recent comprehensive plan was produced in 2008. Since that time, the county has made a number of housekeeping and text revisions to the County Code to keep the plan relevant. This was accomplished most recently in 2016. It has retained its underlying goals throughout the revision process.

Sussex also has an interest in directing growth to areas with existing services or developing areas where services can be provided affordably. Its plan makes specific mention of agricultural preservation. Much like Milford, the Sussex Comprehensive Plan also seeks growth and development in commercial and industrial sectors to spur job creation.

Sussex does not have a delineated growth zone; however, its existing land use and future land use maps show the portions of Milford that are within Sussex County as "Town Center," which denotes the most permissive growth and development. The city's recent annexations and all of the Southeast Master Plan areas are within this category.

It is recommended that Milford continue to perform outreach and engagement with Sussex County.

10-2d. Southeast Master Plan

The Southeast Neighborhood contains the newest and fastest growing section of the city. The neighborhood includes several Planned Unit Development subdivisions, the Bayhealth Health Campus, and approximately 650 acres of undeveloped commercial, institutional, and residential land. The neighborhood was subject to a master plan that resulted from the signing of a Memorandum of Agreement (MOA) between the city and state in 2008. The master plan was finalized in 2011 and addressed utility and road infrastructure and protection of agricultural and natural resources and ensured an appropriate mix of land uses in the developed area.

The partners in the Southeast Master Plan included the city, OSPC, DeIDOT, DDA, DNREC, DSHA, and SHPO.

The Southeast Master Plan was revised in 2015 changing Commercial land west of Route 1 to Employment to accommodate the new regional healthcare complex.

City commitments from the Southeast Master Plan included the development of a TDR program, the implementation of a TID, the installation of water infrastructure, and the design and permitting of wastewater infrastructure for the planned area. These commitments, along with future land use designations, have been included in this Comprehensive Plan Update.

The Southeast Master Plan has been routinely updated, amended, and adopted. It continues as the city's vision for growth and development in the delineated areas. The Southeast Master Plan is again being adopted as part of Milford's 2017 Comprehensive Plan Update and is included in the appendix to this document. The maps and text of this update make every effort to accurately describe and reflect the Southeast Master Plan. In any instances where mapping inconsistencies are discovered or ambiguity in language may exist or arise between Milford's Comprehensive Plan Update and the Southeast Master Plan (as shown in the appendix), the Southeast Master Plan's maps, language, and descriptions should be considered to be controlling for the area defined.

10-2e. Downtown Development District

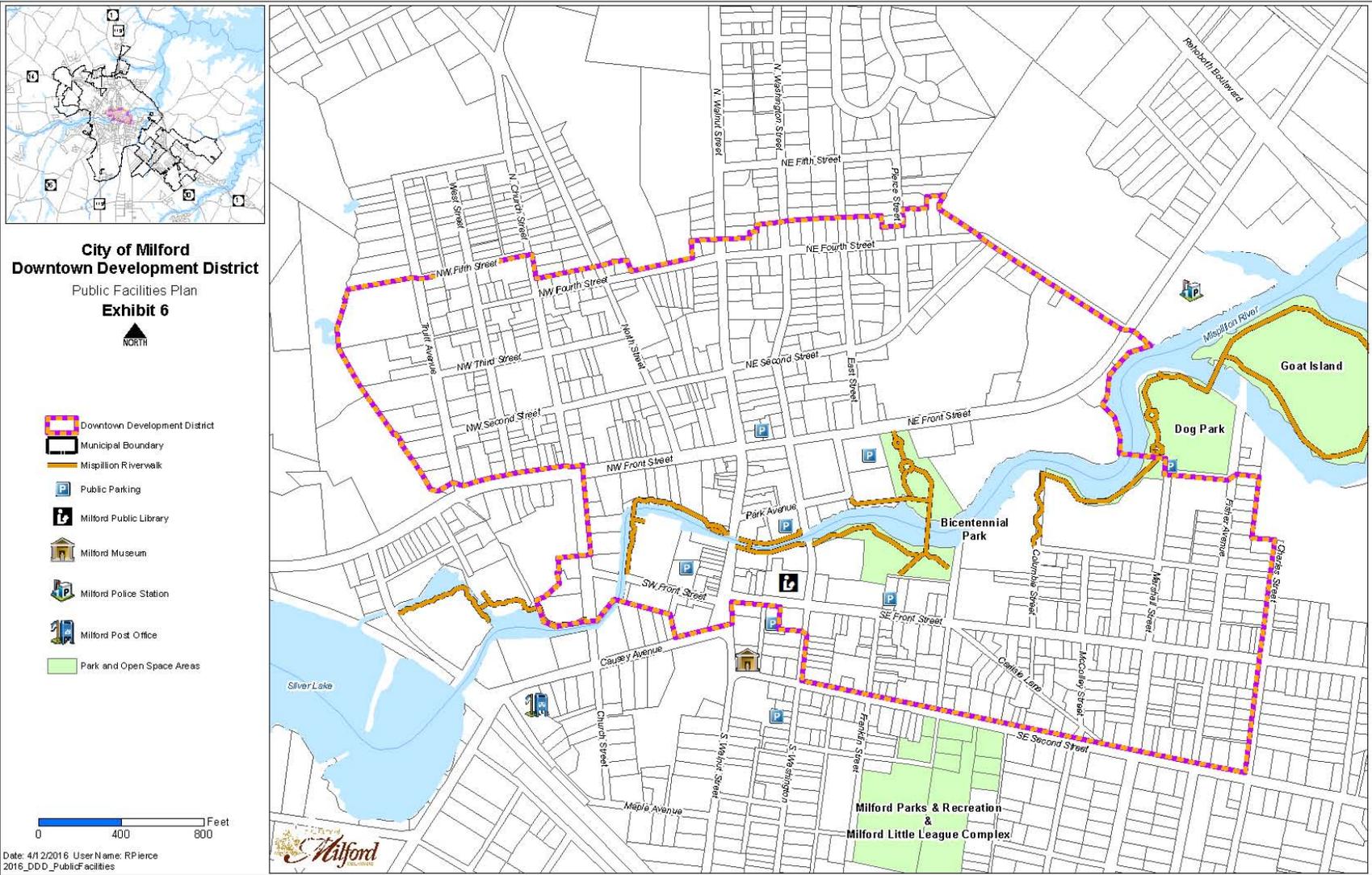
The Downtown Development District Plan, depicted in Figure 14, is a redevelopment strategy for the city's historic central business district and surrounding residential areas. In September 2015, Arnett Muldrow & Associates conducted a series of public meetings and focus group sessions to develop a master plan for Downtown Milford. Over 250 citizens gathered together during the three-day charrette to create the Rivertown Rebirth Plan 2025. In January 2016, Milford City Council adopted the plan as the guide to development and revitalization in the Downtown Area.

In May 2016, Milford submitted an application to the state for the next round of Downtown Development District (DDD) designations, for which the Rivertown Rebirth Plan 2025 was a primary component. In August 2016, the governor announced Milford as one of the next five communities to receive designation. The program combines state and local incentives to encourage private investment within the district area. State incentives include grants, historic preservation tax credits, and other resources for both residential and commercial development/redevelopment projects. As part of the designation, Milford has committed to impact and other fee waivers and tax abatements for qualifying projects. Details can be found in Chapter 19 Economic Development & Redevelopment in the city code. For more information on the city's Downtown Development District program and the Rivertown Rebirth Plan 2025, please go to www.cityofmilford.com/DDD.

The Rivertown Rebirth Plan 2025 contains a series of recommendations to further enhance the downtown and address some of the opportunities and concerns identified by stakeholders during the charrette. Some of these recommendations were tied to physical locations and included several large mixed-use projects located along the Mispillion River.

In addition to the Rivertown Rebirth Plan, the district plan focuses on community redevelopment through the promotion of homeownership and neighborhood revitalization. Milford has partnered with several nonprofit and governmental agencies in promoting community development programs with the goal of reducing vacancy rates and code violations and increasing safety and economic activity.

Figure 14. Downtown Development District Plan



10-3. Future Land Use within Town

The *Future Landuse and Urban Growth Boundary* map depicts future land use within the city. Milford has also created a series of neighborhood-scale maps depicting future land use, also available in the appendix.

With the obvious exception of the Southeast Master Plan area, future land use is largely unchanged from the most recently adopted Milford Comprehensive Plan. Staff and commission propose a number of housekeeping adjustments to ensure the adopted future land use map would coincide with the municipality's zoning ordinance. The plan proposes the substantial preservation of open space east of SR 1, with the exception of parcels and properties across the highway from the Bayhealth facility and a few existing or approved residential areas. The plan also proposes that a master plan be conducted for the city's northeast area to more fully explore development capacity, preferred land uses, and engage the community to solicit consensus. Significant tracts of land along SR 1 and US 113 are envisioned as highway commercial, with a general commercial pocket also shown in the city's northwest. The city also envisions preserving substantial industrial uses throughout the municipality. The remainder of town lands is largely designated as low- or medium-density residential. A discussion of each neighborhood appears in the community character section of this document.

Milford has given considerable thought to the connection between future land use and zoning (see section 10-4.). Readers should rely upon the specifics outlined there, and within the municipal zoning ordinance, for a more detailed description of anticipated and allowable uses.

Milford's development of its future land use map was done with several key considerations in mind.

1. Milford wished to logically and rationally illustrate its preferred pattern of future growth and development with an understandable connection to its anticipated zoning to provide a measure of predictability and assurance to property owners, builders, and developers.
2. Limiting the potential need for comprehensive plan amendments – Milford is aware of its obligation to demonstrate continuity between its future land use map and its zoning ordinance. Accordingly, city staff proactively reached out to a number of property owners during the comprehensive land use plan update and discussed, whenever possible, likely rezonings.
3. Maintaining flexibility for future growth – Related to item two, Milford prefers to entertain requests for rezonings from property owners and generally prefers not to initiate significant rezonings on its own (though it, of course, reserves its

right to do so). The city’s future land use map is largely a reflection of its understanding of likely growth and development. Wherever possible, the future land use attempts to anticipate likely changes. A key feature of the 2017 Comprehensive Plan Update is the “transition” future land use category.

The “transition” future land use designation, conceptually, helps with all three key considerations. It is straightforward and simple to see on the overall and neighborhood maps. It limits the potential need for plan amendments, in that each time a residential property requests rezoning to a commercial or industrial use, it will still be in compliance with the existing future land use map. It maintains flexibility in the identified areas. If and when properties petition for rezoning, procedural changes can be made to the zoning ordinance without it conflicting with the Milford Comprehensive Plan.

The transitional future land use classification has the added benefit of allowing the existing, largely residential uses, as by-right uses to ensure that existing property owners who wish to remain residential are not classified as non-conforming uses.

10-4. Land Use and Zoning

10-4a. Future Land Use Categories

Employment

The employment category is intended to serve as a primary location for a large employer to bring jobs and economic development to the city. Potential uses include schools and healthcare-related uses that would provide many jobs and services for the region. This land use category is similar to the H-1, IM, and IS zoning districts found in the Milford Zoning Ordinance.

Commercial

The commercial category allows for different levels of commercial development intensity. This category includes neighborhood commercial, central business district, highway development, office buildings, and medical services. The *Future Land Use and Urban Growth Boundary* map designates all commercial areas in one category, but the individual characteristics of each site would be considered before identifying the level of commercial development that is suitable for each property. Each level of commercial use differs by the size of the site and use intensity. This land use is similar to the C-1, C-2, C-2A, C-3, BP, OC-1, and H-1 zoning districts found in the Milford Zoning Ordinance.

Regular Highway Commercial for the city is located along major state transportation routes, including DE 1, US 113, Route 14 and Business 1.

Industrial

The industrial category is intended to serve as a primary location for light to moderate industrial and manufacturing uses. This land use is similar to the I-1 and I-2 zoning districts found in the Milford Zoning Ordinance.

Institutional

The institutional category includes government, civic, and community facilities such as libraries, schools, colleges, hospitals, medical facilities, community centers, places of worship, nursing homes, assisted living facilities, and other similar uses. Institutional uses may be found within residential, commercial, and employment areas.

Low Density Residential

The Low Density Residential District represents typical single-family detached dwellings and duplex development. These units receive full urban services. Other dwelling types may be allowed as part of a density bonus by providing additional open space and amenities of development or through a conditional use of a Planned Unit Development by Milford City Council. Neighborhood commercial and office-type uses that do not detract from the residential character of the area may be found in this area as well. This land use is similar to the R-1, R-2, C-1, and OB-1 zoning districts found in the Milford Zoning Ordinance.

Moderate-Density Residential

The Moderate Density Residential District represents typical single-family detached dwellings, attached single-family dwelling units, patio homes, duplexes, triplexes, quadplexes, townhomes/row houses, condominiums, apartments, and loft-style units. Availability of open space and walkable sidewalks are also key components. Neighborhood commercial and office-type uses that do not detract from the residential character of the area may be found in this area as well. This land use is similar to the R-3, R-8, C-1, and OB-1 zoning districts and the PUD conditional use for residential development found in the Milford Zoning Ordinance.

Transitional Commercial and Industrial Areas

These areas are designed to allow for a migration from residential to the underlying future land use categories depicted on the *Future Land Use and Urban Growth Boundary* map. There are two main transitional areas, commercial and industrial. The commercial transition areas are located along major roadways, including US 113 and Rehoboth Boulevard (Route 1A). The Industrial transition area is located along Route 14 between Routes 1A and 1.

The transitional areas will allow the property owners to maintain their current residential zoning until such time they wish to change their zoning to either commercial or industrial. This will allow the area to transition slowly along these corridors, without forcefully rezoning properties and potentially creating non-conforming properties and uses. Once the property owner changes the zoning of the property from residential to commercial or industrial, the property will remain industrial or commercial unless there is an amendment to the Milford Comprehensive Plan that would allow otherwise. The Comprehensive Plan will be reviewed again in five years, where the future land use exhibits can be updated to permanently show the properties that have transitioned from the residential categories to the more intense uses, and reduce the footprint of the transitional area on the maps.

Open Space

The Open Space category includes both existing open space owned by the city as well as the large area of open space located east of DE 1. Milford may elect to annex existing developed residential properties within the proposed Open Space future land use areas at the lowest intensity residential zoning category and provide services if deemed cost effective.

One of the recommendations of the Milford Comprehensive Plan is to prepare an Open Space Preservation Plan. Local governments and conservation groups offer many tools to preserve farmland and other open space. Some rely on the donation or sale of property development rights by a property owner, while other tools may include marketing assistance or protective planning and zoning. The primary goals of the Open Space designation east of DE 1 are the following:

- Promote the Transfer of Development Rights (TDR) – A TDR is a legal agreement that allows a developer who wants to build at a higher density than is permitted to purchase or trade for additional development rights from a willing seller who owns land in an area designated for preservation. The goal of the Open Space designation is to use the land as a sending area either into designated areas of the City of Milford or designated areas of Sussex County, thus protecting the open space area.
- Promote Conservation Easements – A conservation easement is a legal agreement between a landowner and a land trust or government agency whereby a landowner sells or donates the rights to develop his or her property to a conservation organization.
- Protective Rural Zoning – This type of zoning allows a very low density per acre. This is one of the most effective ways to protect rural and agricultural land and maintain a mass of land required to support agriculture economies without buying conservation easements.

- Purchase of Land – In the interest of Milford City Council to protect our recharge areas, funding could be used to protect our recharge areas and preserve open space.

10-4b. Land Use and Zoning Link

The link between land use and zoning is important because Title 22, Section 702(c) of the Delaware Code requires that Milford:

“...within 18 months of the adoption of a comprehensive development plan or revision thereof, amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive development plan.”

Table 27 shows the link between the future land use designations depicted on the *Future Landuse and Urban Growth Boundary* map and the zoning districts summarized in Table 28. Table 27 provides guidance as to the zoning districts that would be considered consistent with each land use designation.

Table 27. Land Use and Zoning Link

| Future Land Use Designation | Corresponding Zoning District(s) |
|------------------------------------|---|
| Employment | H-1 – Institutional Development |
| | IM – Institutional Medical |
| | IS – Institutional Service |
| Commercial | C-1 – Community Commercial |
| | C-2 – Central Business |
| | C-2A – Riverfront Development |
| | C-3 – Highway Commercial |
| | OC-1 – Office Complex |
| | BP – Business Park |
| Industrial | H-1 – Institutional Development |
| | I-1 – Limited Industrial |
| | I-2 – General Industrial |
| Institutional | Institutional uses may be permitted or conditionally permitted in residential, commercial, and employment zones |

| Future Land Use Designation | Corresponding Zoning District(s) |
|-------------------------------------|--|
| Low Density Residential | R-1 – Single Family Residential |
| | R-2 - Residential |
| | C-1 – Community Commercial |
| | OB-1 – Office Building |
| Moderate Density Residential | R-3 – Garden Apartment & Townhouse |
| | R-8 – Garden Apartment & Townhouse |
| | C-1 – Community Commercial |
| | OB-1 – Office Building |
| Open Space | Designed for preservation. Existing residential properties may be zoned R-1. |

Disclaimer: Table 27 shows the relationship between the future land use designations depicted on the future land use map and the zoning districts summarized in Table 28. This table describes how Milford’s zoning districts might match up with the land uses recommended on the future land use map. These match ups are intended as guidance for the Milford City Council to consider during the rezoning process. They are not intended to preclude the development of new zoning districts or revisions to the zoning ordinance, the subdivision ordinance, or any other land use regulations.

10-4c. Zoning Districts

The current zoning map depicts Milford’s zoning districts, and Table 28 provides a list of the current zoning classifications.

As of the date of the plan adoption, Table 28 and the existing zoning exhibit represent a fixed period in time and Milford reserves the right to create new zoning categories and change property zonings as long as the intent of the Comprehensive Plan is upheld. This table and section is for informational purposes only.

Zoning is the chief means for implementing the Milford Comprehensive Plan, consisting of a written document and a series of maps. The maps show a number of districts or zones into which the municipality is divided to regulate the use of land. The document specifies the types of activities (uses) that can occur in each district either as a matter of right (in all circumstances) or under certain conditions (conditional uses). It also regulates building height, lot sizes, setbacks, yards and green space, the number and sizes of signs, and space for off-street parking. Some municipalities incorporate environmental protection standards in zoning ordinances, while others have stand-alone ordinances with cross-references to zoning standards.

Table 28. Milford Zoning Districts

| Zoning District |
|------------------------------------|
| BP – Business Park |
| R-1 – Single Family Residential |
| R-2 – Residential |
| R-3 – Garden Apartment & Townhouse |
| R-8 – Garden Apartment & Townhouse |
| C-1 – Community Commercial |
| C-2 – Central Business |
| C-2A – Riverfront Development |
| C-3 – Highway Commercial |
| H-1 – Institutional Development |
| IM – Institutional Medical |
| IS – Institutional Service |
| I-1 – Limited Industrial |
| I-2 – General Industrial |
| OB-1 – Office Building |
| OC-1 – Office Complex |

Zoning works with subdivision regulations. Subdivision refers to the process of splitting up or assembling land for development. The regulations governing this process designate utility locations, street rights-of-way, open space, and common areas. They also outline the services, such as water, sewer, gas, and electricity and amenities that a developer must supply prior to sale of subdivided (or assembled) land.

Increasingly, the distinction between zoning and subdivision regulations is becoming blurred.

Development plan approvals cannot take place without making sure that plans are in compliance with zoning and subdivision codes. Over the past several years, a number of Delaware municipalities have consolidated subdivision and zoning regulations into a single land use code.

10-5. Land Use and Growth Management Goals and Recommendations

Milford has, and continues to, work diligently to build its economic and employment base through development of all types. It has also made significant efforts to include relevant state agencies, county and municipal governments, school districts, property owners, and development interests. Milford has successfully utilized a master planning approach for its southeastern area and now envisions undertaking a similar initiative for potential growth, development, and redevelopment in its Northeastern area.

GOAL

Encourage compatible, resilient, connected development, redevelopment, and growth within Milford's municipal boundary and entertain annexation or growth opportunities within the municipality's established Urban Growth Boundary, provided cost-effective services can be provided.

OBJECTIVES

- Create a variety of suitable zoning categories and targeted land use areas within the city to accommodate the assortment of business sectors.
- Update the zoning ordinance to reflect the objectives of the city's Comprehensive Plan.
- Refer to the Milford Comprehensive Plan for rezoning and annexation agreements.
- See the State Strategy mapping to guide growth.
- Ensure that the design of new developments complement and enhance the city's unique character by developing and implementing architectural review standards for major residential and commercial developments.
- Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District.
- Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries.
- Establish a process to review comprehensive plan amendment requests once a year, which may be needed to harmonize proposed development plans with the Milford Comprehensive Plan.

- Systematically consider and evaluate annexation requests from within the existing Urban Growth Boundary, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city.
- Review and update Chapter 230 zoning, specifically the use and area regulations, to ensure the code is modern.
- Review and update Chapter 200 subdivision to update project review and approval procedures, inclusion of a sunset provision, and the allowance for administrative review of minor applications.

GOAL

Conduct a master plan for the city's Northeast Neighborhood.

OBJECTIVES

- Work with OSPC to develop a Memorandum of Agreement and identify key stakeholders and state agency partners for master planning.
- Undertake a master plan exercise, similar to that conducted for the city's southeastern area, for its Northeastern Neighborhood. Adopt the master plan's findings and results as an addendum to this document and fully incorporate it during the next comprehensive rewrite of Milford's Comprehensive Plan.

10-6. Growth and Annexation

This section discusses areas proposed for annexation into Milford and areas of concerns.

10-6a. Urban Growth Boundary

The Urban Growth Boundary (UGB) is a planning tool that promotes more efficient, orderly, and compact development. The UGB for the City of Milford is part of a growth management program that is designed to uphold the character of the city, protect the water supply and other natural resources, promote efficient development and use of public infrastructure, stimulate community and economic development, and impart long-term, comprehensive thinking about the community's future.

The city's UGB is a line on a map showing the demarcation between land that has or may receive concentrated development and land that has or may receive less development. On the outside of the UGB are predominantly low-density land uses, such as farms and large residential lots, and natural or protected lands. On the inside of the UGB are more intensive land uses and densely developed lands, such as commercial and

industrial uses, multi-family and small-lot residential, schools, government facilities, and transit services. For the City of Milford, we have designated a large part of the area east of Del 1, which is inside the UGB as Open Space. In this way, Milford would like to maintain the existing uses in this area and consider this designated area of Open Space as a sending area for future development under a proposed TDR program to ensure that property owners receive fair compensation for their land or purchase of the land for future open space uses and opportunities.

The UGB is an area in which urban services will be provided. Services will not be extended outside the UGB. Hopefully, this will discourage development sprawl—with the exception of the areas designated as Open Space in which development will be discouraged and conservation will be encouraged. Within the UGB, Milford will plan for, coordinate, and maintain municipal services and facilities such as sewer, water, and public services such as fire, police, and the school district. It is anticipated that the area within the UGB will stimulate infill development and provide more efficient use of land, preserve more usable open space, recreation areas, and expand the opportunities for the development of affordable housing as well as housing that is close to employment opportunities.

The area within UGB contains the primary retail shopping area, the majority of public school facilities, the greater part of the churches and other service organizations, and the major employers.

The UGB was developed in conjunction with the 2008 Comprehensive Plan Update and is a product of Milford City Council, its Planning Commission, and various landowners. The initial development of this concept was that members of both Milford's City Council and Planning Commission were given blank base maps and instructed to draw what they thought would be the UGB for the city. After this exercise, various surrounding landowners expressed interest in being included within the UGB for reasons such as the availability of public utilities and public services. Thus, a map was developed showing the city's UGB. During the 2017 Plan Update, Milford's Planning Commission eliminated an enclave within the UGB in the Northwest Neighborhood but did not expand the overall limits of the boundary.

In summary, a UGB is an officially adopted and mapped line beyond which Milford does not support development for a specified period of time. Growth is supported inside the boundary with utilities and development-friendly policies. Growth is discouraged outside the boundary. Hopefully, Milford's UGB will include enough land for development over a 20-year period and will be reviewed every five years to ensure that adequate land remains within the boundary.

10-6b. Annexation Recommendations

OBJECTIVES

- Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries.
- Systematically consider and evaluate annexation requests from within the existing UGB, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city.

10-7. Resilient Land Use

As outlined in this chapter, Milford has land use practices in place that help decrease vulnerability to natural hazards such as flooding and sea level rise. Areas east of DE 1 are prone to these impacts and are largely designated as open space, thus preserving a valuable flood risk-mitigation function. The TDR program also assists in avoiding potentially costly development in these vulnerable areas. The desire to increase density through infill development enhances walkability, bikeability, and the potential for successful public transit service. Recommendations contained in other chapters will further enhance resilient land use practices, such as conversion of chronically flooded properties to open space through FEMA buyout programs, the maintenance of riparian buffer and ecologically sensitive areas, and the use of vacant parcels for community gardening activities.



Chapter 11. Implementation and Intergovernmental Coordination

11-1. Post-Plan Requirements

This section summarizes the provisions of the *Delaware Code* that must be complied with following adoption of this plan.

- Section 702(c) – Adopt comprehensive rezoning within 18 months.
- Section 702(e) – Within five years following adoption, review this plan to determine if its provisions are still relevant.
- Section 702(f) – Submit annual reports to OSPC each July 1.

11-2. Recommendations for Consideration

Table 29, below, summarizes all of the city’s goals and objectives for each issue area.

Table 29. Summary of Goals and Objectives

Milford’s Vision Statement

Milford takes great pride in the beauty of its riverfront and its rich historic and cultural heritage, which dates back to the eighteenth century. The City wishes to build upon these enduring and desirable attributes while enhancing community resiliency and see Milford grow into the “Riverfront Gateway to Southern Delaware.”

With a commitment to thoughtful economic development, appropriate growth that is resilient to environmental change, and preservation and protection of its most cherished assets, the City envisions itself as a year-round, vibrant, employment and economic center that stays true to its small-town roots and feel.... A small-town city where residents are able to live, work, go to school, and recreate.

Community Character

Term

GOAL

Encourage compatible, resilient, connected development, redevelopment, and growth within Milford’s municipal boundary.

OBJECTIVES

- | | |
|---|---------|
| <ul style="list-style-type: none"> • Maintain a dialogue with Milford’s major employers and industries to anticipate and maximize potential investment in the city. | Ongoing |
| <ul style="list-style-type: none"> • Ensure connections for all modes between commercial and residential uses, existing and proposed residential uses, and the southeast area and greater Milford. | Ongoing |

| | |
|--|--------|
| <ul style="list-style-type: none"> Consider pursuing Certified Local Government (CLG) status to potentially access technical and financial assistance through the national CLG Program, administered by SHPO. | Medium |
| <ul style="list-style-type: none"> Consider an updated survey of municipal lands with Sussex County that may be eligible for the National Registry of Historic Places. | Medium |
| <ul style="list-style-type: none"> Review and update the city's sign ordinance. | Medium |
| <ul style="list-style-type: none"> Investigate the development of architectural design standards for new projects, specifically those within the city's designated historic districts. | Medium |
| <ul style="list-style-type: none"> Review and update site plan design requirements. | Medium |

GOAL

Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries.

OBJECTIVE

- Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District.
- Ongoing

GOAL

Entertain annexation or growth opportunities within the municipality's established Urban Growth Boundary (UGB), provided cost-effective services can be provided.

OBJECTIVE

- Systematically consider and evaluate annexation requests from within the existing UGB, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city.
- Ongoing

Government, Community Services, and Infrastructure

GOAL

Ensure the safety and security of Milford's residents with first-class police, EMS, and fire protection services and provide adequate public utilities to provide for planned and desired growth in a managed, cost-effective manner.

OBJECTIVES

| | |
|--|---------|
| <ul style="list-style-type: none"> Consult police, fire, and EMS personnel when considering significant development and redevelopment proposals, particularly with regard to response time and access. | Ongoing |
| <ul style="list-style-type: none"> Plan for and provide adequate utilities and services to accommodate occurring and planned for growth in Milford. | Ongoing |
| <ul style="list-style-type: none"> Consider additional electricity demand from increased air conditioning usage into electric infrastructure planning processes to ensure that power supply and system reliability are maintained during periods of sustained high temperature. | Ongoing |
| <ul style="list-style-type: none"> Encourage the appropriate use of low-impact development and resilient stormwater management practices contained in the Delaware Green Infrastructure Primer. | Ongoing |
| <ul style="list-style-type: none"> Review mutual aid agreements with surrounding jurisdictions and confirm the adequacy of Advanced Life Support (ALS) services for Milford residents. Milford may wish to pursue offering these services. | Medium |
| <ul style="list-style-type: none"> Work with natural gas provider to service residential, commercial, and industrial customers within city limits. | Medium |
| <ul style="list-style-type: none"> Incorporate language in the code related to commercial recycling and making recommendations on commercial site plans for space for recycling dumpsters and other facilities. | Medium |
| <ul style="list-style-type: none"> Engage with DNREC’s Allocation Division to ensure all wells in service appear on a revised allocation permit for the city and that Milford is able to document sufficient supply for present needs. | Short |
| <ul style="list-style-type: none"> Engage with DNREC’s Allocation Division to proactively coordinate anticipated future water allocation demands and needs and ensure that any new wells or infrastructure upgrades are coordinated with DNREC’s approval process. | Short |

Housing

VISION

The City of Milford envisions itself transitioning into a year-round economic and employment center. It strives to provide and maintain a balanced housing inventory capable of accommodating residents from senior-level executives to the many hourly wage employees Milford hopes to attract.

GOAL

Encourage a balanced range of housing types and homeownership opportunities for existing and future residents.

OBJECTIVE

- Engage DSHA in the city’s planned Northeast Area Master Plan, particularly with regard to Census Tract 425, which DSHA characterizes as having an oversupply of subsidized rentals. Medium
-

GOAL

Promote opportunities for the creation of new clean, safe, and affordable housing and ensure the continued quality of the existing stock of affordable units.

OBJECTIVE

- Market the low-income home weatherization assistance program that is designed to improve energy efficiency for low-income households. Ongoing
-

GOAL

Encourage the construction and maintenance of housing that is resilient to current and future hazards such as flooding and heat waves.

OBJECTIVES

- Update the city’s floodplain ordinance and consider adopting a freeboard requirement. Short
 - Consider upgrading the city’s building code standard from the International Building Code 2006 to the most recent 2015 version that recommends stronger energy efficiency measures. Short
-

Transportation

GOAL

Enable the safe and efficient mobility of residents utilizing all modes of travel, be they pedestrians, cyclists, drivers, or transit riders—via a safe and interconnected transportation system.

OBJECTIVES

- Work to address deficiencies and maintenance issues in the city’s bicycle and pedestrian network by cataloging identified issues, engaging with DelDOT, and programming any available transportation funding. Ongoing
 - Incorporate key recommendations from the city’s Bicycle and Pedestrian Master Plan into its subdivision and street design standards. Medium
 - Study and/or address parking deficiencies in the central business district. Short
-

| | |
|--|---------|
| <ul style="list-style-type: none"> • Ensure connections for all modes between commercial and residential uses, existing and proposed residential uses, and the southeast area and greater Milford when considering development or redevelopment applications. | Ongoing |
| <ul style="list-style-type: none"> • Continue to make use of the Mispillion Riverwalk as a first-class recreational opportunity and the connected pedestrian spine of the community. | Ongoing |
| <ul style="list-style-type: none"> • Coordinate with DeIDOT/DART regarding future transit needs and opportunities. | Long |
| <ul style="list-style-type: none"> • Preserve traffic capacity and prevent undue future congestion on the city’s highways and arterials by planning for future growth and development with connected local streets and bicycle/pedestrian networks. | Ongoing |
| <ul style="list-style-type: none"> • Coordinate with DeIDOT and local businesses to address noted concerns of congestion, truck traffic, and difficult pedestrian crossings. | Short |
| <ul style="list-style-type: none"> • Collaborate with DeIDOT to conduct a climate change vulnerability analysis to identify at-risk transportation assets and strategies for mitigating those risks. | Long |
| <ul style="list-style-type: none"> • Install electric vehicle charging stations in the central business district with designated parking spaces. | Medium |

GOAL

Pursue, in coordination with DeIDOT, the creation of a Transportation Improvement District (TID) for areas subject to the updated Southeast Master Plan.

OBJECTIVES

| | |
|--|--------|
| <ul style="list-style-type: none"> • Enter into a written agreement or MOU with DeIDOT regarding a TID for the southeast area, and develop an agreed-upon schedule of implementation steps. | Short |
| <ul style="list-style-type: none"> • Collaborate with DeIDOT to investigate an east–west transportation solution between US 113 and the new Bayhealth Health Campus. | Medium |

Economic Development and Redevelopment

VISION

The City of Milford is dedicated to providing a quality living and working environment that will ensure a balanced mix of commercial development and employment opportunities, that serve its residents, and promote its image as a desirable and economically stable community.

GOAL

Pursue land use, growth, and preservation strategies that will ensure that farms, agricultural properties, and agri-businesses remain an economically viable anchor to the Milford economy.

OBJECTIVES

- | | |
|--|---------|
| <ul style="list-style-type: none">• Promote preservation of agricultural and environmental resources beyond the city limits of Milford. | Ongoing |
| <ul style="list-style-type: none">• Systematically consider and evaluate annexation requests from within the existing UGB, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city. | Ongoing |

GOAL

Ensure Milford’s future land uses and zoning accommodate and allow for a variety of commercial and employment activities.

OBJECTIVES

- | | |
|--|---------|
| <ul style="list-style-type: none">• Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District. | Ongoing |
| <ul style="list-style-type: none">• Consider the development of a vacant building ordinance to address blighted and abandoned properties, possibly including a vacant building registration program. | Medium |

GOAL

Implement the policies and recommendations within the Southeast Master Plan and the Downtown Development District, both key tools for future development and redevelopment.

OBJECTIVES

- | | |
|---|--------|
| <ul style="list-style-type: none">• Incorporate and adopt the Southeast Master Plan as part of the Comprehensive Plan. | Short |
| <ul style="list-style-type: none">• Amend the municipality’s zoning and subdivision ordinance, and any other relevant procedures, to reflect the updated master plan. | Medium |

GOAL

Broaden Milford’s economic activity beyond the Monday to Friday, nine-to-five workweek by encouraging businesses, activities, and festivals that will help develop Milford’s identity as a great place to have fun, as well as work and live.

OBJECTIVES

- | | |
|---|---------|
| • Encourage and promote nightlife and cultural destinations in the town center. | Ongoing |
| • Consider the city’s desire for cultural and evening destinations when deliberating conditional use applications. | Ongoing |
| • Consider relaxing parking requirements, or permitting shared parking arrangements, for adjoining uses or areas, where peak demands would be expected to occur at different points in the day/evening. | Medium |

GOAL

Enhance Milford’s economic resiliency by reducing the risk of flood damage and promoting the long-term cost savings of energy efficiency and renewable energy upgrades.

OBJECTIVES

- | | |
|---|---------|
| • Support energy efficiency and renewable energy upgrades in new and existing developments by taking advantage of state-sponsored financial incentives. | Ongoing |
| • Promote electrical vehicle charging in the central business district. | Medium |

Natural Resources

GOAL

Coordinate with relevant agencies and committees to improve water quality in the Mispillion River and its tributaries.

OBJECTIVES

- | | |
|---|--------|
| • Consider refining the city’s buffering regulations to distinguish between built-up areas where the existing ten-foot buffer is the default and more open areas where a more effectively sized buffer may be feasible. | Medium |
| • Continue to pursue and support living shoreline installations along hardened sections of the Mispillion River. | Medium |
| • Review parking and loading standards to ensure new site plans have adequate parking while limiting the amount of impervious coverage. | Medium |

| | |
|---|---------|
| <ul style="list-style-type: none"> Consider relaxing parking requirements, or permitting shared parking arrangements, for adjoining uses or areas, where peak demands would be expected to occur at different points in the day/evening. | Medium |
| <ul style="list-style-type: none"> Review and update the city's impervious coverage standards to ensure environmentally friendly site design. | Medium |
| <ul style="list-style-type: none"> Enhance the urban tree canopy by planting new trees in sparsely planted areas, for instance near parking lots and other impervious coverage areas near the downtown core. | Long |
| <ul style="list-style-type: none"> Continue to avoid development in ecologically sensitive and flood-prone areas. | Ongoing |
| <ul style="list-style-type: none"> Participate in the Mispillion River Tributary Action Team to assist in the development of pollution control strategies for the river. | Long |
| <ul style="list-style-type: none"> Promote the elimination of individual septic systems where feasible near and adjacent to the Mispillion River. | Long |

GOAL

Pursue agricultural preservation of high-value agricultural parcels, consistent with the master plan.

OBJECTIVES

| | |
|--|--------|
| <ul style="list-style-type: none"> Incorporate and adopt the Southeast Master Plan as part of the Comprehensive Plan. | Short |
| <ul style="list-style-type: none"> Develop and implement a TDR program in the Southeast Neighborhood and expand the developed program into the anticipated Northeast Master Plan. | Short |
| <ul style="list-style-type: none"> Amend the municipality's zoning and subdivision ordinance, and any other relevant procedures, to reflect the updated master plan. | Medium |

GOAL

Limit the growth of harmful atmospheric emissions attributable to Milford.

OBJECTIVES

| | |
|---|---------|
| <ul style="list-style-type: none"> Support energy efficiency and renewable energy upgrades in new and existing developments by taking advantage of state-sponsored financial incentives. | Medium |
| <ul style="list-style-type: none"> Promote electrical vehicle charging in the central business district. | Long |
| <ul style="list-style-type: none"> Reduce future congestion, distance commuting, and emissions by developing as a year-round, live-where-you-work community. | Ongoing |

GOAL

Protect Milford’s social and economic assets by enhancing environmental resiliency.

OBJECTIVES

- Form a Climate Change Adaptation Committee that will review Milford’s climate vulnerabilities, evaluate appropriate adaptation options, and make recommendations to the city. Medium
- Consider a partnership with the Delaware Coastal Program’s (DCP) Resilient Community Partnership to potentially access staff support, technical assistance, and funding in the coming years. Medium
- Utilize new data and analytical techniques to begin planning for elevated water levels and increasing periods of heat. Ongoing

Parks, Recreation and Open Space

VISION

Milford is committed to providing high-quality public open space facilities and services. It recognizes that public open space and recreational activities are an integral part in the development of the city.

GOAL

Continue to enhance, improve, and promote the Mispillion Riverwalk as a cornerstone of the community and make practical use of it as a connection to established and future recreational open spaces and parks.

OBJECTIVES

- Promote recreational activities and events. Ongoing
- Consider existing, smaller, vacant, or preserved parcels for use as community gardens. Ongoing

GOAL

Encourage the inclusion of connected, accessible parks and open spaces in new development.

OBJECTIVES

- Incorporate recreational opportunities into redevelopment plans and programs. Ongoing

| | |
|---|------|
| <ul style="list-style-type: none"> Actively support a regional blueway canoe and kayak trail from Abbott’s Mill Nature Center through Haven Lake and Silver Lake to Goat Island, and extend the remaining length of the Mispillion River to the DuPont Nature Center at Slaughter Beach. | Long |
| <ul style="list-style-type: none"> Establish a unified open space and greenways network that connects with city parks, areas adjacent to the riverwalk, and bicycle and pedestrian ways. | Long |

GOAL

Encourage the preservation of areas along all streams, lakes, and ponds as recreational uses.

OBJECTIVES

| | |
|---|--------|
| <ul style="list-style-type: none"> Preserve and enhance buffer areas around water bodies to mitigate environmental and visual impact from adjacent uses and activities. | Long |
| <ul style="list-style-type: none"> Develop and implement a TDR program in the Southeast Neighborhood and expand the developed program into the anticipated Northeast Master Plan. | Short |
| <ul style="list-style-type: none"> Consider refining the city’s buffering regulations to distinguish between built-up areas where the existing ten-foot buffer is the default and more open areas where a more effectively sized buffer may be feasible. | Medium |
| <ul style="list-style-type: none"> Engage with DDA’s Forestry Section to explore urban forestry programs. | Medium |

Land Use and Growth Management

GOAL

Encourage compatible, resilient, connected development, redevelopment, and growth within Milford’s municipal boundary and entertain annexation or growth opportunities within the municipality’s established Urban Growth Boundary, provided cost-effective services can be provided.

OBJECTIVES

| | |
|---|---------|
| <ul style="list-style-type: none"> Create a variety of suitable zoning categories and targeted land use areas within the city to accommodate the assortment of business sectors. | Ongoing |
| <ul style="list-style-type: none"> Update the zoning ordinance to reflect the objectives of the city’s Comprehensive Plan. | Medium |
| <ul style="list-style-type: none"> Refer to the Comprehensive Plan for rezoning and annexation agreements. | Ongoing |
| <ul style="list-style-type: none"> Use State Strategy mapping to guide growth. | Ongoing |

| | |
|--|---------|
| <ul style="list-style-type: none"> • Ensure that the design of new developments complement and enhance the city's unique character by developing and implementing architectural review standards for major residential and commercial developments. | Medium |
| <ul style="list-style-type: none"> • Encourage infill and redevelopment of vacant, underutilized, or in-need-of-repair properties, particularly within the Downtown Development District. | Ongoing |
| <ul style="list-style-type: none"> • Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries. | Ongoing |
| <ul style="list-style-type: none"> • Establish a process to review comprehensive plan amendment requests once a year, which may be needed to harmonize proposed development plans with the Milford Comprehensive Plan. | Short |
| <ul style="list-style-type: none"> • Prioritize growth on the significant developable and vacant areas within the existing municipal boundaries. | Ongoing |
| <ul style="list-style-type: none"> • Systematically consider and evaluate annexation requests from within the existing Urban Growth Boundary, accounting for projected revenues from annexation, the cost of service provision, capacity and capability of municipal service providers, and preservation of adequate utility capacity for growth expected or desired already within the city. | Ongoing |
| <ul style="list-style-type: none"> • Review and update Chapter 230 zoning, specifically the use and area regulations, to ensure the code is modern. | Medium |
| <ul style="list-style-type: none"> • Review and update Chapter 200 subdivision to update project review and approval procedures, inclusion of a sunset provision, and the allowance for administrative review of minor applications. | Medium |

GOAL

Conduct a Master Plan for Milford's Northeast Neighborhood.

OBJECTIVES

| | |
|---|--------|
| <ul style="list-style-type: none"> • Work with OSPC to develop a Memorandum of Agreement and identify key stakeholders and state agency partners for master planning. | Medium |
| <ul style="list-style-type: none"> • Undertake a master plan exercise, similar to that conducted for the city's southeastern area, for its Northeastern Neighborhood. Adopt the master plan's findings and results as an addendum to this document and fully incorporate it during the next comprehensive rewrite of Milford's Comprehensive Plan. | Medium |

11-3. Continuing Intergovernmental Coordination

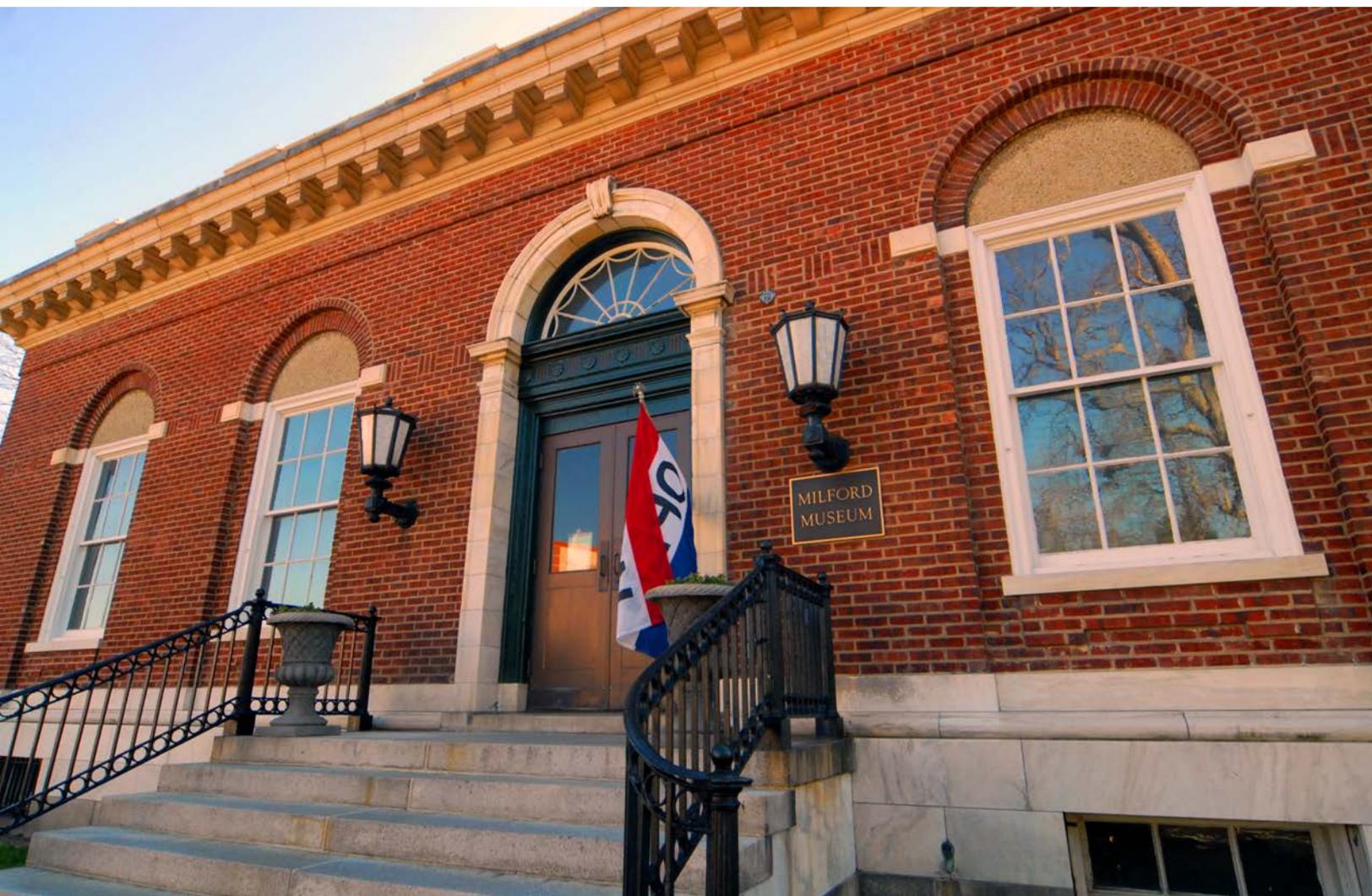
Planning is a process, and even a fully reviewed, certified, and adopted comprehensive plan represents only a point in that process. As Milford plans for its future, it recognizes that other municipalities in the region, as well as the two counties it straddles, are doing likewise.

Moreover, Milford has existing MOUs with DeIDOT, OSPC, and other state agencies with regard to its southeastern area, and hopes to implement a similar process and agreements regarding its Northeast Neighborhood.

Anticipated initiatives, such as TIDs, master plans, agricultural preservation, school siting and redevelopment, and annexation all require significant, ongoing cooperation with state agencies and county governments. Milford has no immediate municipal neighbors. However, it is more than willing to meet and correspond with nearby municipalities on any areas of common interest or concern.

This plan recommends that Milford consider the following:

- Notifying affected jurisdictions and agencies of proposed development-related actions in Milford.
- Requesting information on, and opportunities to provide input into, proposed actions of governments and quasi-governments that affect Milford.
- Sending copies of and/or Web links to city council and planning commission agendas to Kent County, Sussex County, OSPC, and any neighboring municipalities that request them.
- Requesting comment from affected jurisdictions and agencies on proposed development-related actions in Milford that are of interest to them.
- Attending meetings of other agencies and jurisdictions when appropriate.
- Asking other agencies and jurisdictions to send agendas and request the opportunity to review and comment on proposed actions in and around Milford when relevant.



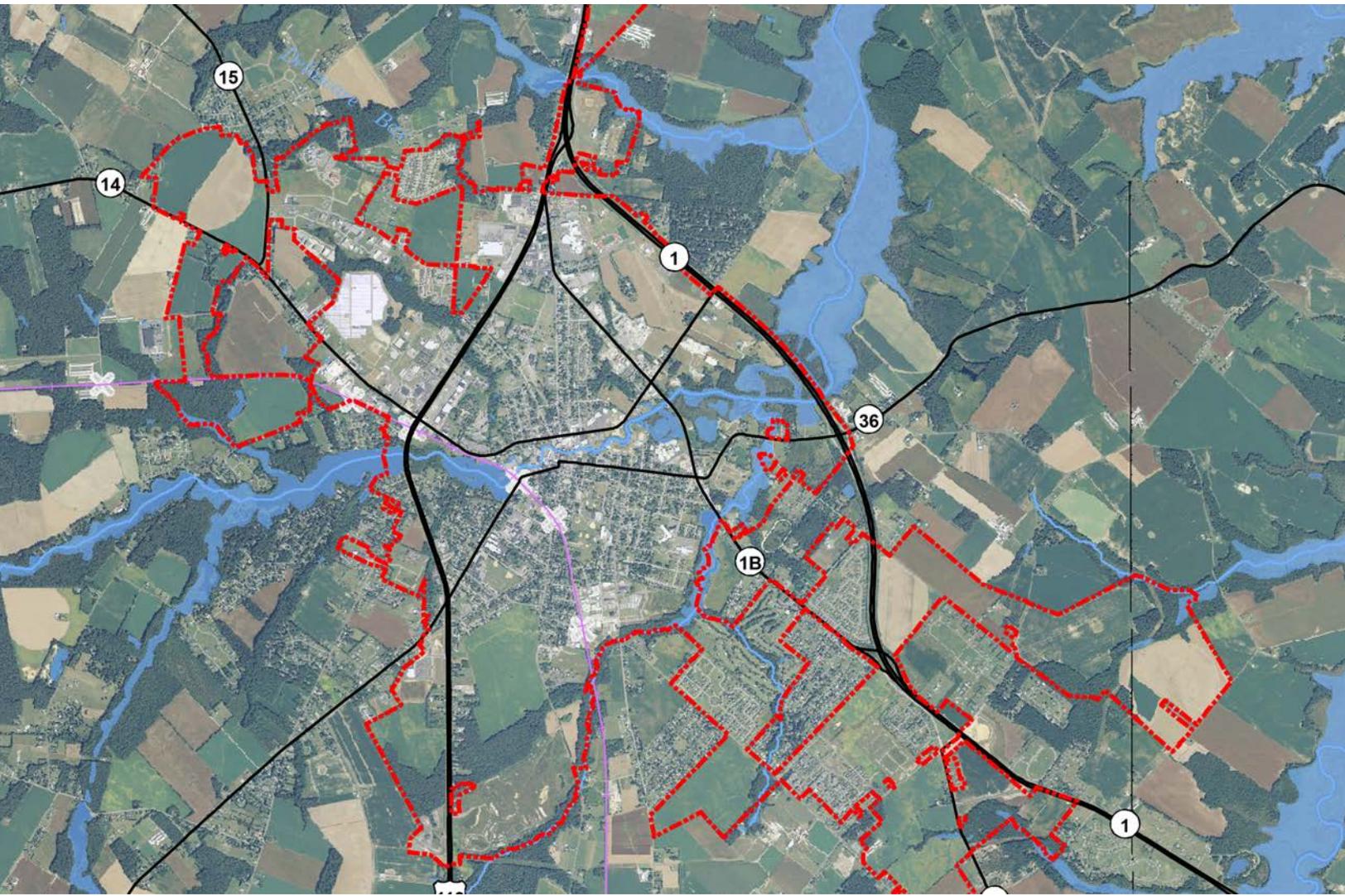
Chapter 12.

Acronym Index

12-1. List of Acronyms

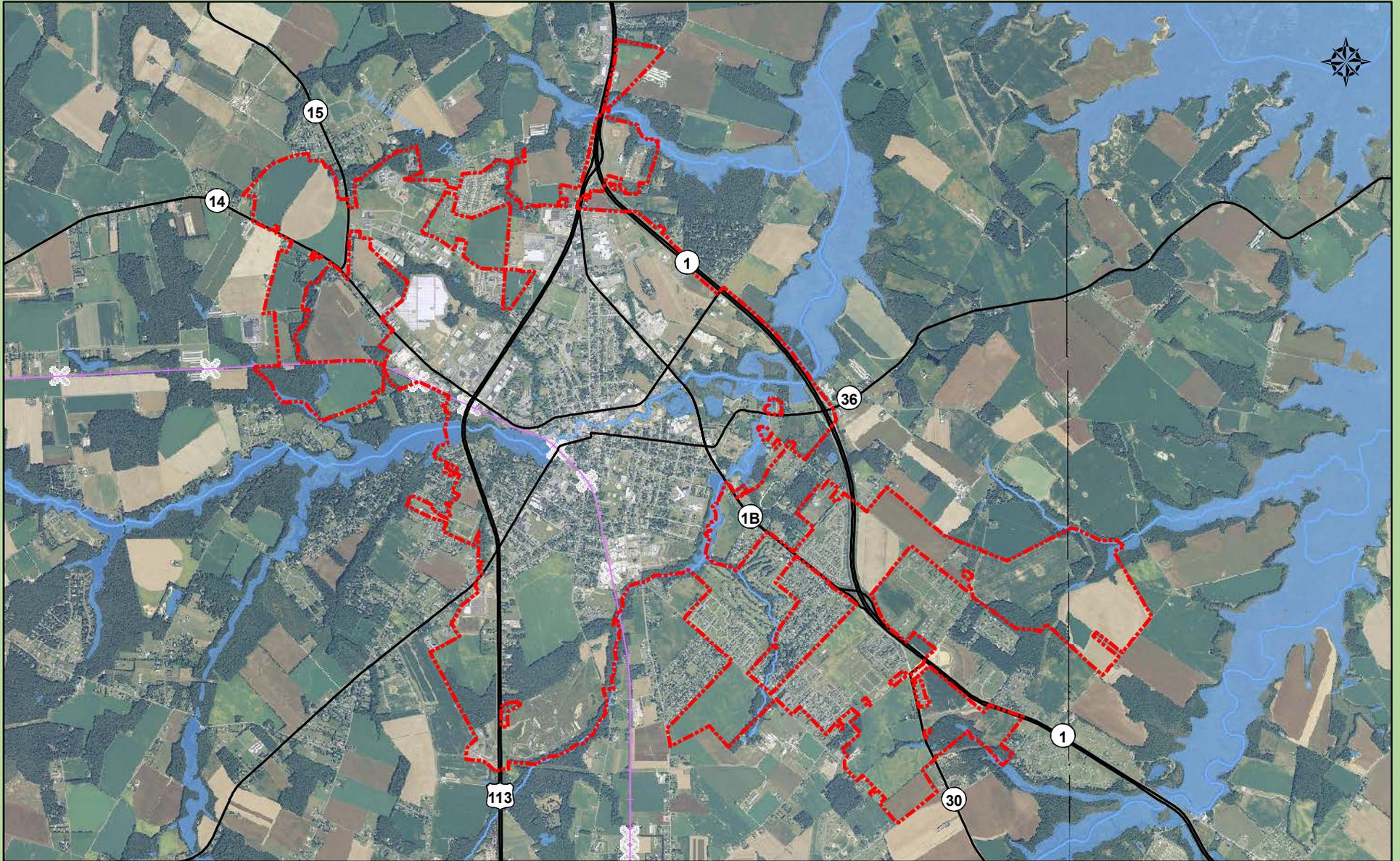
| | |
|--------|---|
| AADT | Annual Average Daily Traffic |
| USACE | United States Army Corps of Engineers |
| ACS | American Community Survey |
| ALS | Advanced Life Support |
| ATR | Automatic Traffic Recorder |
| BP | Business Park |
| CCGM | Chamber of Commerce for Greater Milford |
| CCP | Corridor Capacity Preservation |
| CMP | Congestion Management Plan |
| CWA | Clean Water Act |
| DART | Delaware Area Regional Transit |
| DDD | Downtown Development District |
| DeIDOT | Delaware Department of Transportation |
| DEMA | Delaware Emergency Management Agency |
| DEMEC | Delaware Municipal Electric Corporation |
| DMI | Downtown Milford, Inc. |
| DNREC | Department of Natural Resources and Environmental Control |
| DSHA | Delaware State Housing Authority |
| EMS | Emergency Medical Services |
| EV | Electric Vehicle |
| FEMA | Federal Emergency Management Agency |
| FSM | First State Manufacturing |
| GIS | Geographical Information Systems |
| GMBP | Greater Milford Business Park |
| HVAC | Heating, Ventilation, and Air Conditioning |
| I&I | Infiltration & Inflow |
| IPA | Institute for Public Administration |
| KCRWTF | Kent County Regional Wastewater Treatment Facility |
| KSI | Kent-Sussex Industries, Inc. |
| LA | Load Allocation |
| MOA | Memorandum of Agreement |
| MOS | Margin of Safety |
| MOU | Memorandum of Understanding |
| MPO | Metropolitan Planning Organization |
| MTP | Metropolitan Transportation Plan |
| OSPC | Office of State Planning Coordination |
| PCS | Pollution Control Strategy |
| PLUS | Preliminary Land Use Service |
| SCORP | State Comprehensive Outdoor Recreation Plan |

| | |
|-------|---|
| SEDIP | Specific Economic Development Incentive Program |
| SEU | Sustainable Energy Utility |
| SHPO | State Historic Preservation Office |
| SWAPP | Source Water Assessment and Protection Program |
| TDR | Transfer of Development Rights |
| TMDL | Total Maximum Daily Load |
| TID | Transportation Improvement District |
| UGB | Urban Growth Boundary |
| VFD | Variable Frequency Drive |
| WLA | Waste Load Allocation |
| WTF | Water Treatment Facility |



Chapter 13.

Appendix A. Maps



-  City of Milford
-  Major Routes
-  Major Rivers
-  Water Bodies
-  Rail lines
-  Railroad crossing

City of Milford, Delaware

Aerial View

Adopted Jan. 22, 2018, Certified May 2018

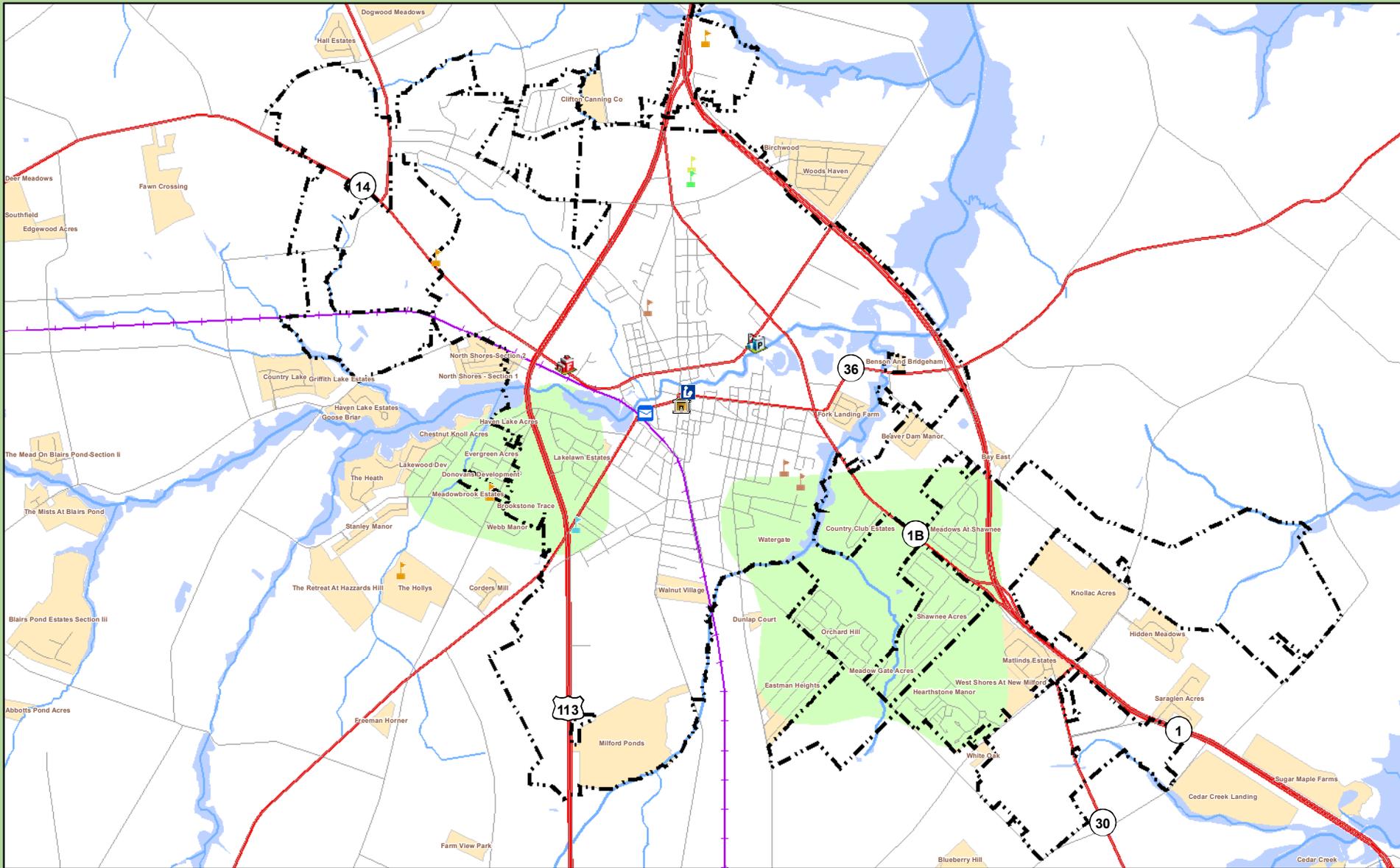


Sources:
 Orthophotography - DEMAC 2013.
 Municipal Boundaries - City of Milford, Delaware, 10/17.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



www.ipa.udel.edu
 Institute for Public Administration



- | | | |
|---------------------------|-----------------|--------------------|
| Communities | Private Schools | Post Office |
| Elderly Area Clusters | Museum | Municipal Boundary |
| Elementary School | Library | Centerline |
| High School | Fire Station | Routes |
| Intensive Learning Center | Police Station | Rail Lines |
| Middle School | | Major Rivers |
| | | Water Bodies |

City of Milford, Delaware

Elderly HEAT Map

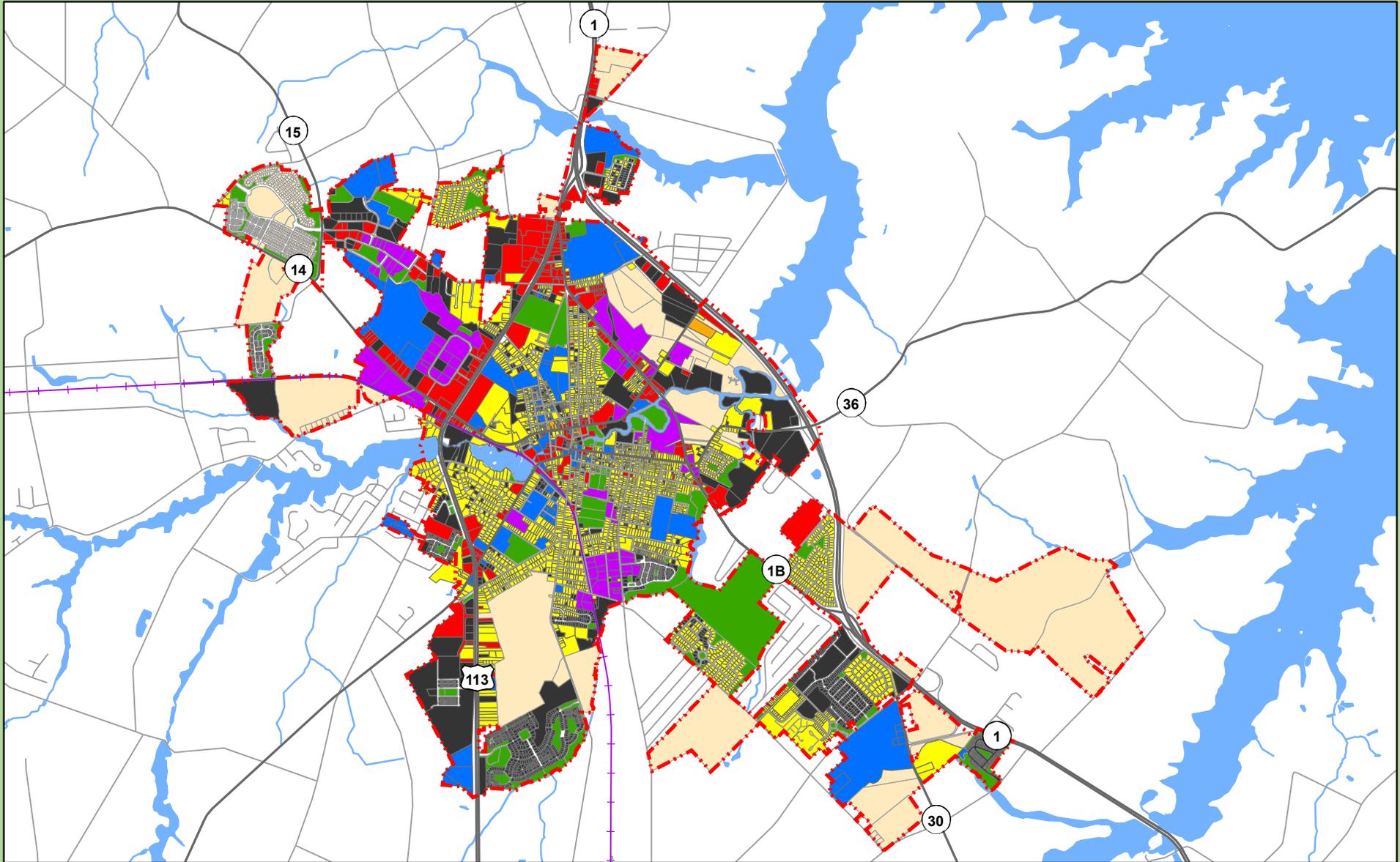
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Low Income Cluster Areas - Data collected by the citizens of the City of Milford, 01/17.
 Municipal Boundaries - Delaware OSPC and the City of Milford, 10/17.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.
 Schools - Delaware Department of Education, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



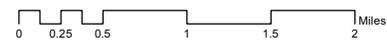


- | | |
|--|--|
|  Agriculture |  Municipal Boundary |
|  Parks, Recreation & Open Space |  Routes |
|  Residential |  Centerline |
|  Mixed Use |  Rail Lines |
|  Commercial | |
|  Industrial | |
|  Institutional & Utilities | |
|  Vacant | |

City of Milford, Delaware

Existing Landuse

Adopted Jan. 22, 2018, Certified May 2018



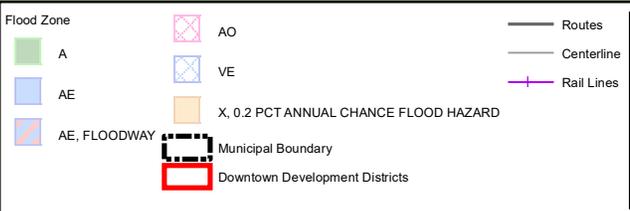
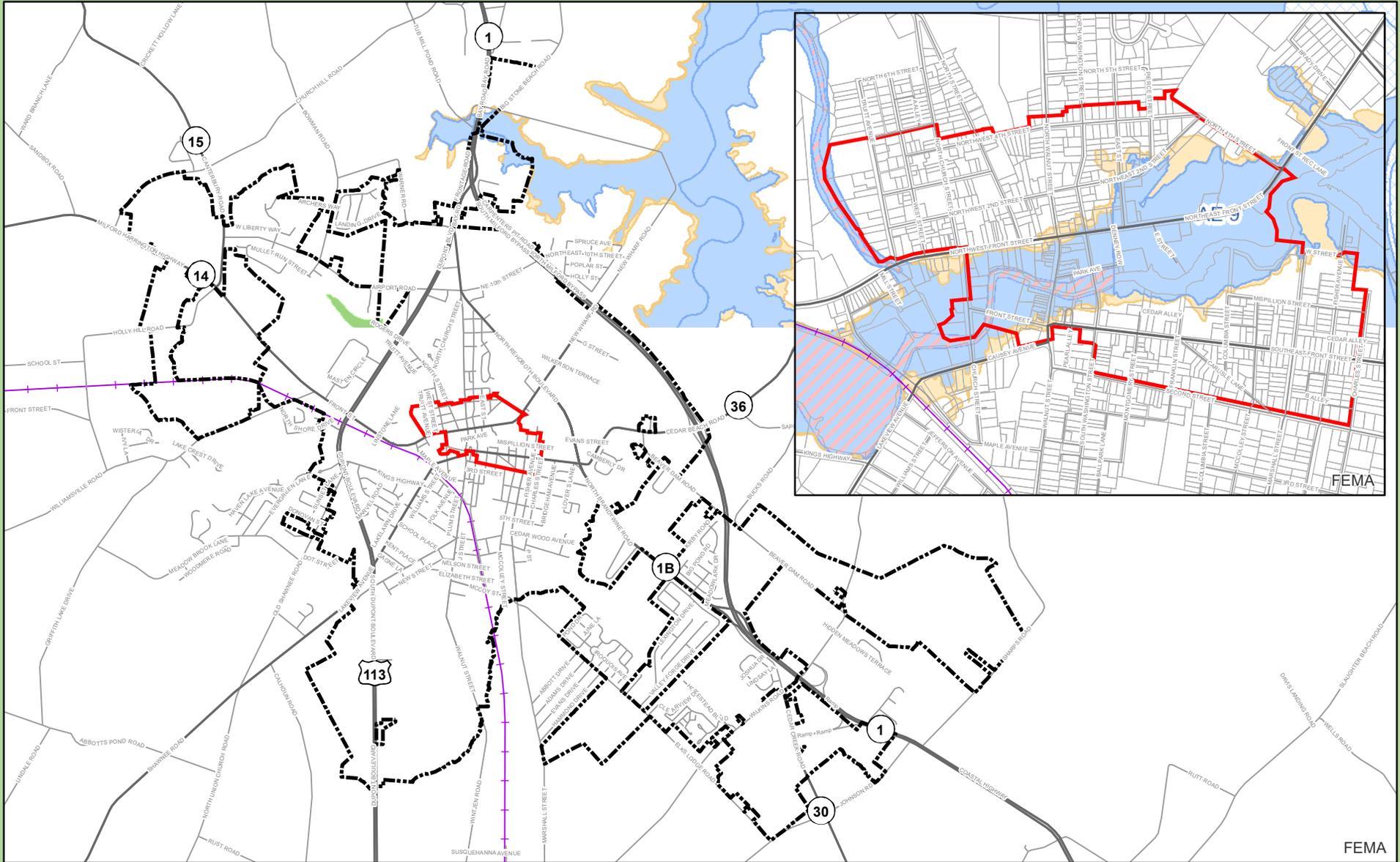
Sources:

Municipal Boundaries - Delaware OSPC and the City of Milford, 10/17.
 Existing Landuse - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



www.ipa.udel.edu
 Institute for Public Administration



City of Milford, Delaware

Floodplains

Adopted Jan. 22, 2018, Certified May 2018

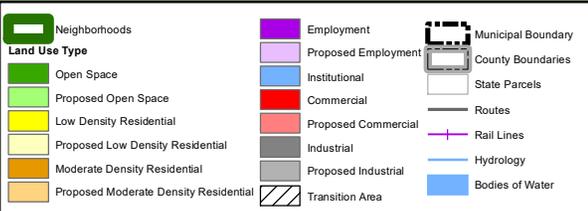
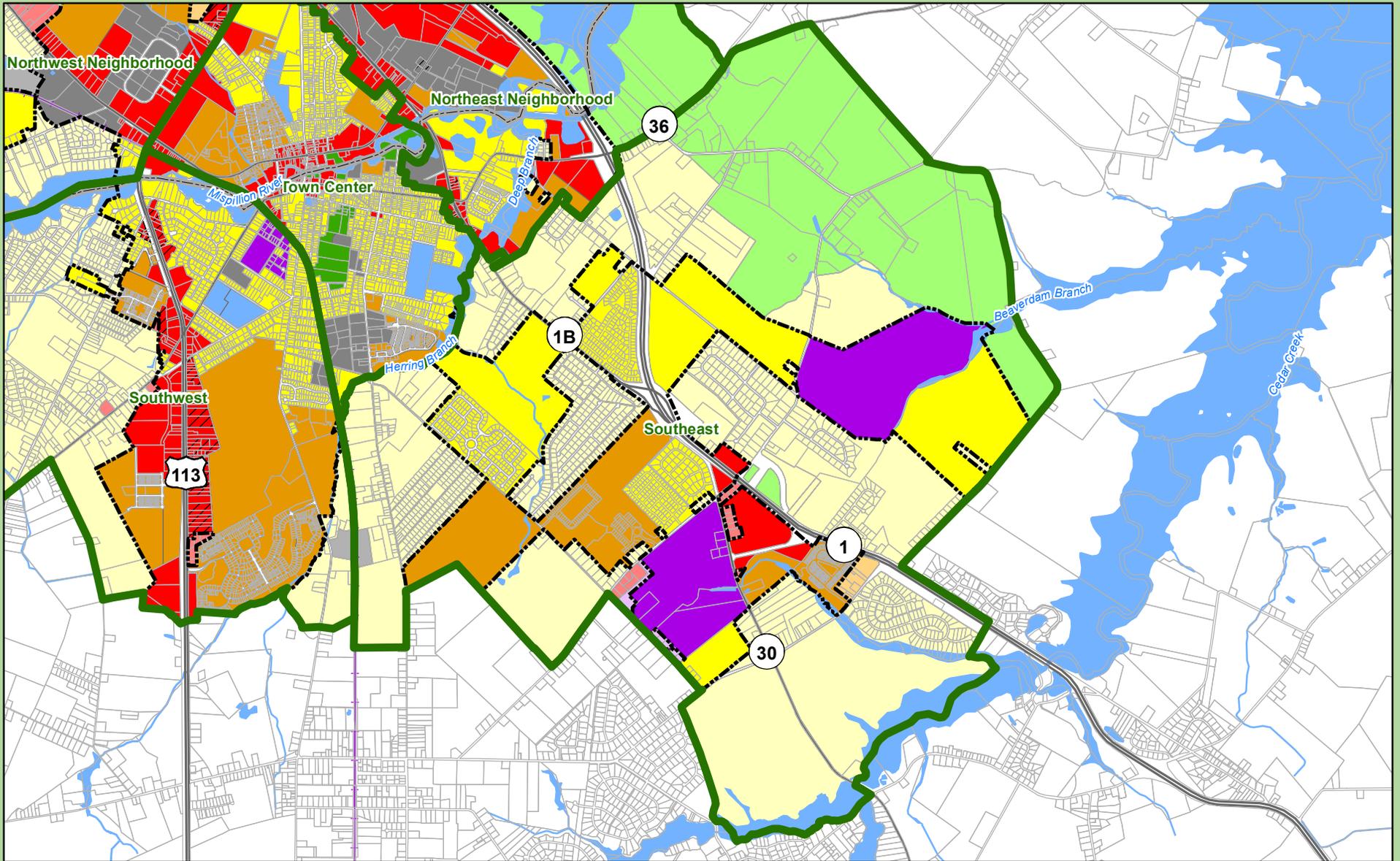


Sources:
 Municipal Boundaries - Delaware OSPC and the City of Milford, 10/17.
 Downtown Development District - OSPC, FirstMap 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Floodplains - FEMA, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



FEMA

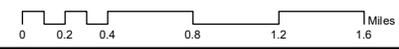


City of Milford, Delaware

Future Land Use

Southeast

Adopted Jan. 22, 2018, Certified May 2018

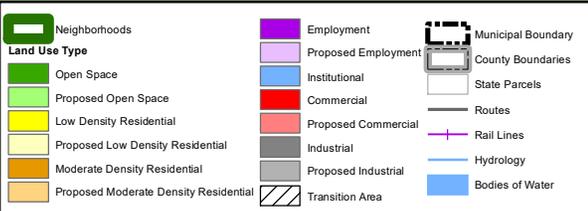
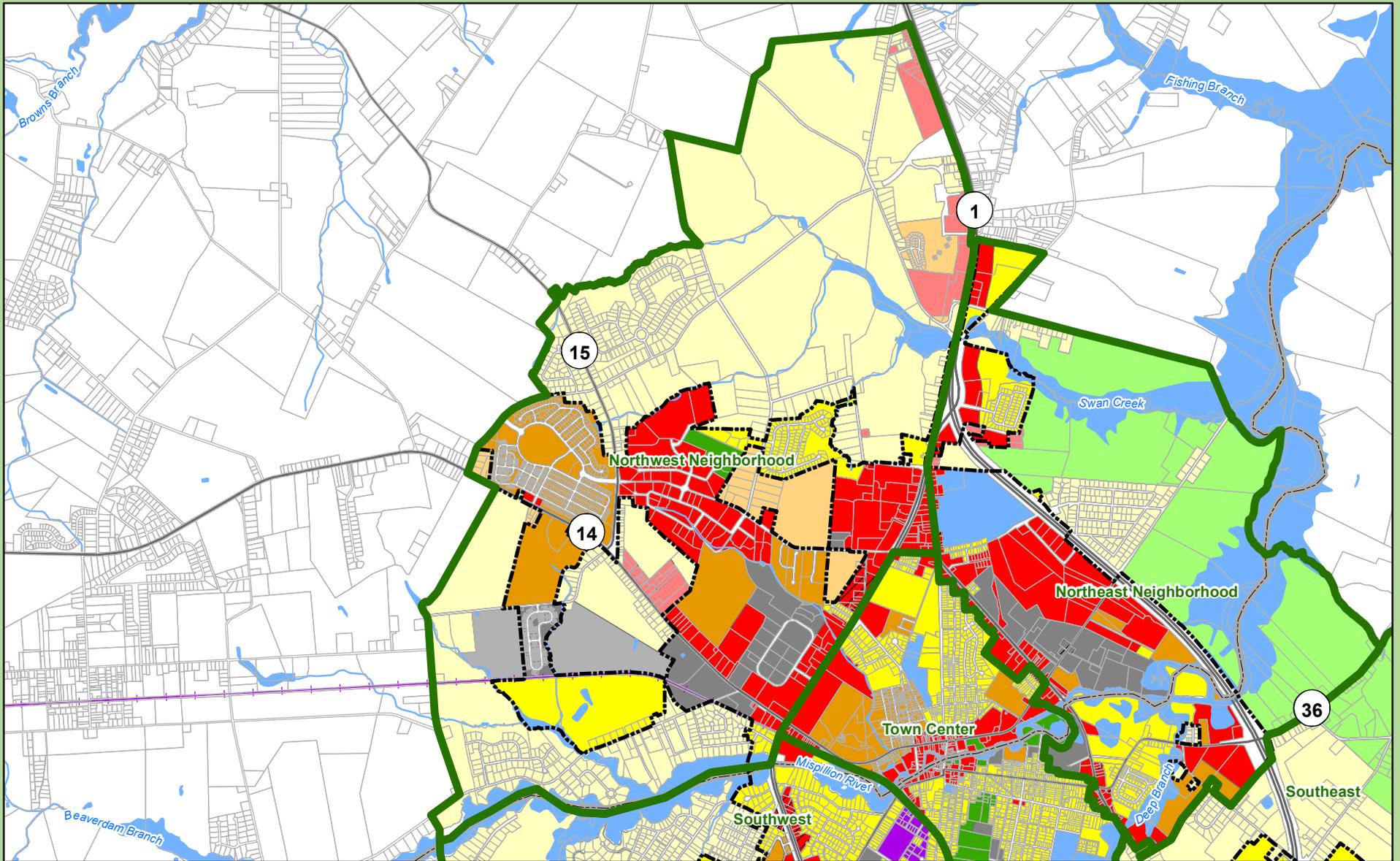


Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 DRAFT Future Landuse - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



www.ipa.udel.edu
 Institute for Public Administration

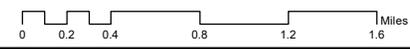


City of Milford, Delaware

Future Land Use

Northwest Neighborhood

Adopted Jan. 22, 2018, Certified May 2018

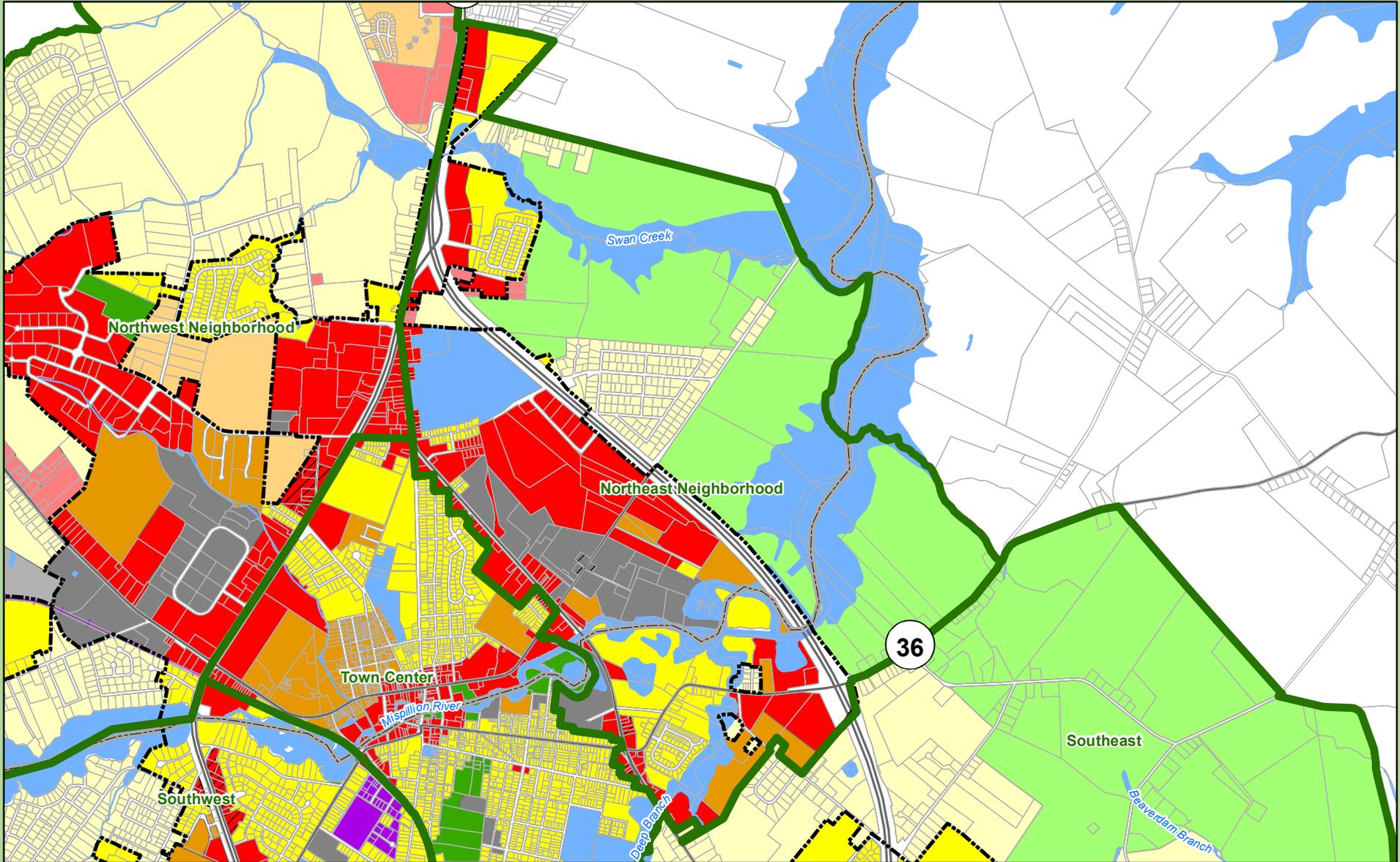


Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 DRAFT Future Landuse - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



www.ipa.udel.edu
 Institute for Public Administration



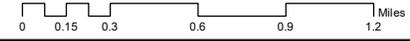
| | | |
|---------------------------------------|---------------------|--------------------|
| Neighborhoods | Employment | Municipal Boundary |
| Land Use Type | Proposed Employment | County Boundaries |
| Open Space | Institutional | State Parcels |
| Proposed Open Space | Commercial | Routes |
| Low Density Residential | Proposed Commercial | Rail Lines |
| Proposed Low Density Residential | Industrial | Hydrology |
| Moderate Density Residential | Proposed Industrial | Bodies of Water |
| Proposed Moderate Density Residential | Transition Area | |

City of Milford, Delaware

Future Land Use

Northeast Neighborhood

Adopted Jan. 22, 2018, Certified May 2018

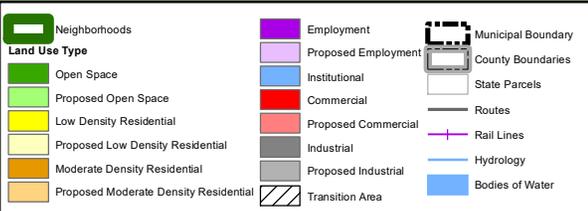
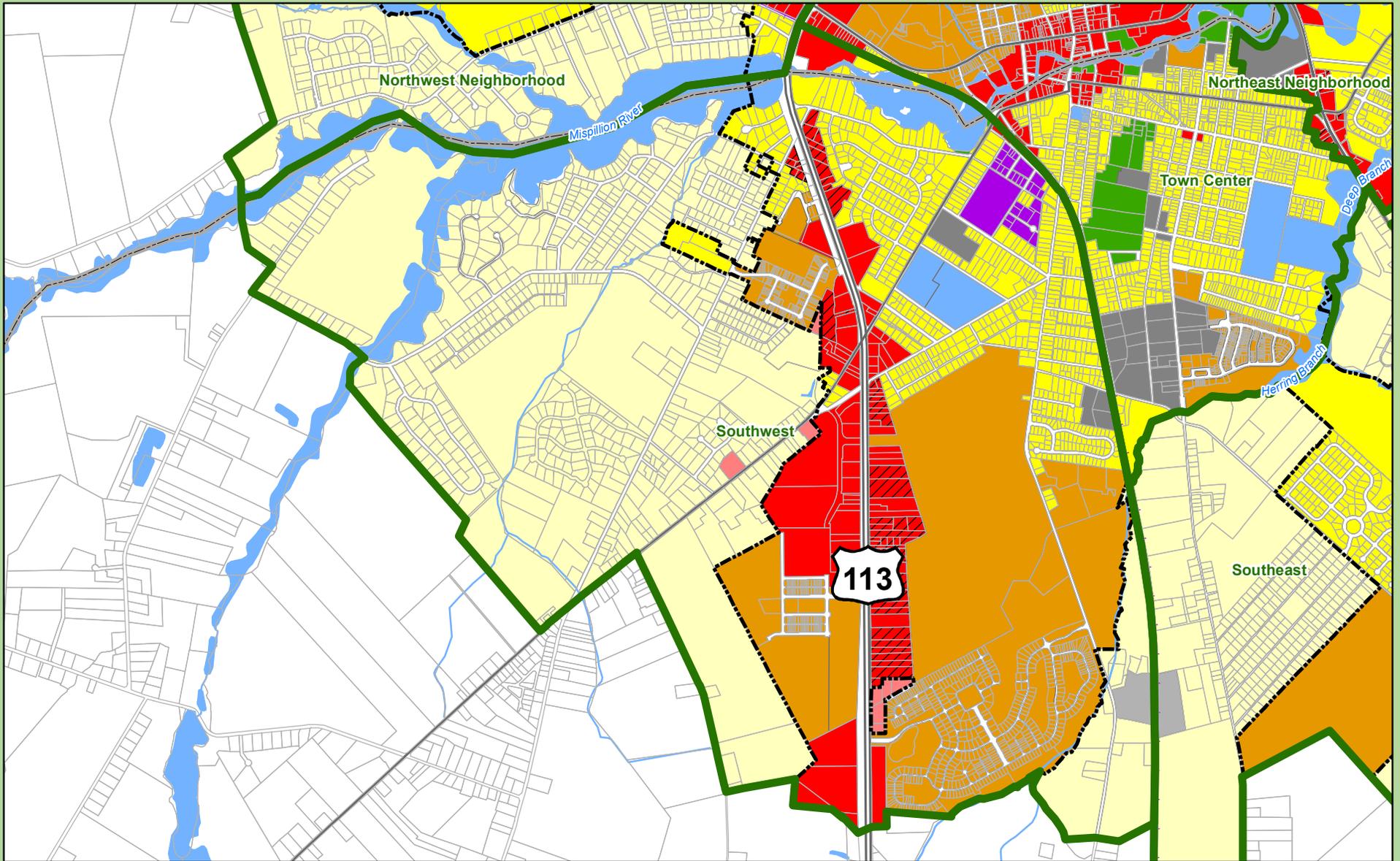


Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 DRAFT Future Landuse - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

THE CITY OF
Milford
 DELAWARE

 UNIVERSITY OF
 DELAWARE
www.ipa.udel.edu
 Institute for Public Administration

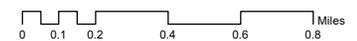


City of Milford, Delaware

Future Land Use

Southwest

Adopted Jan. 22, 2018, Certified May 2018

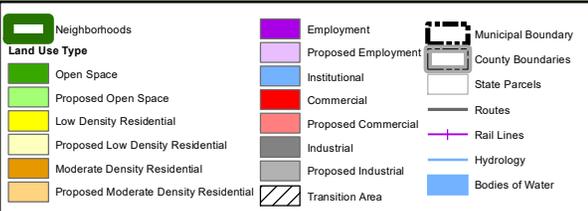
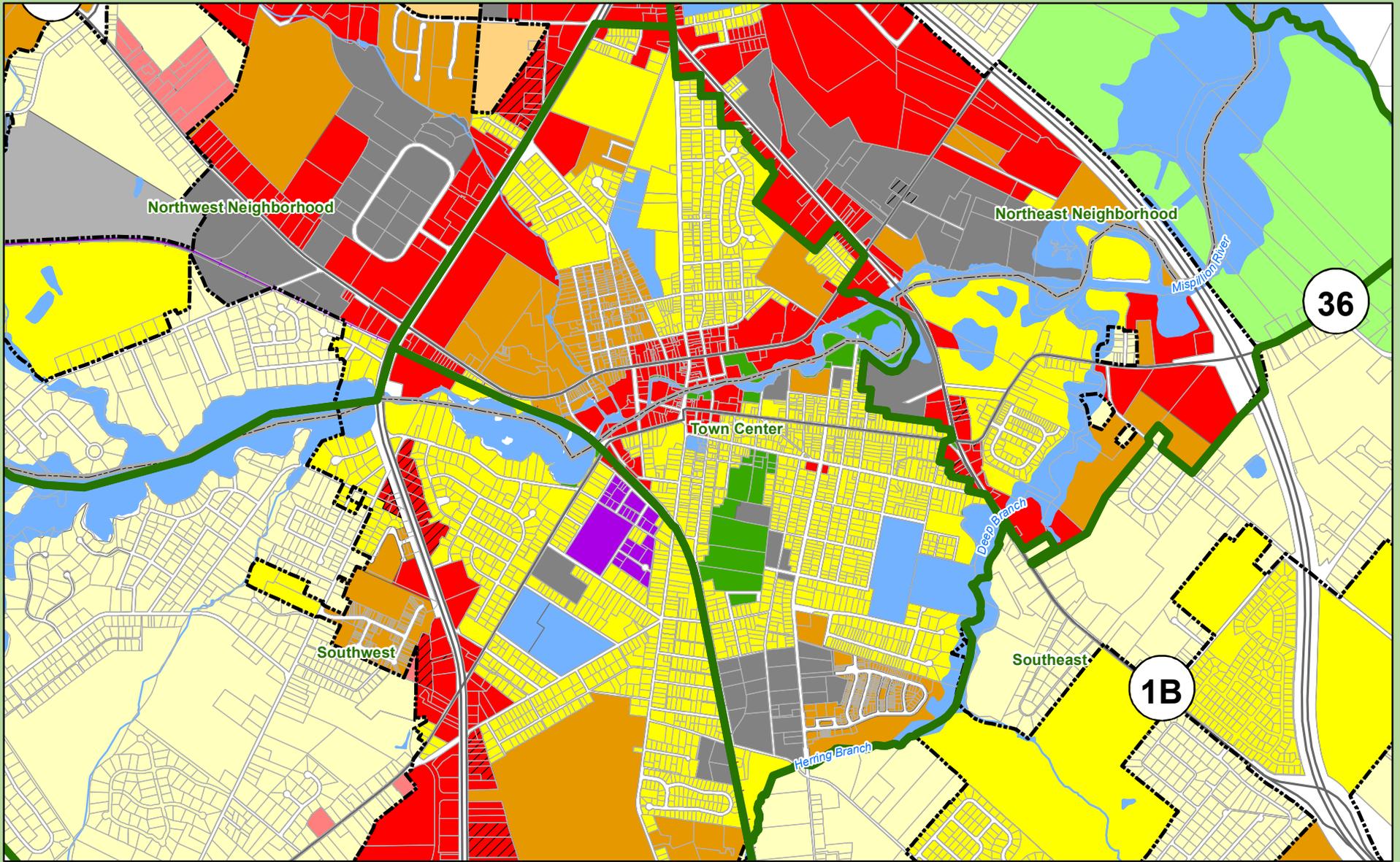


Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 DRAFT Future Landuse - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



www.ipa.udel.edu
 Institute for Public Administration

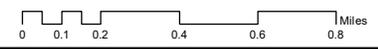


City of Milford, Delaware

Future Land Use

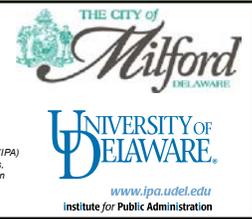
Town Center

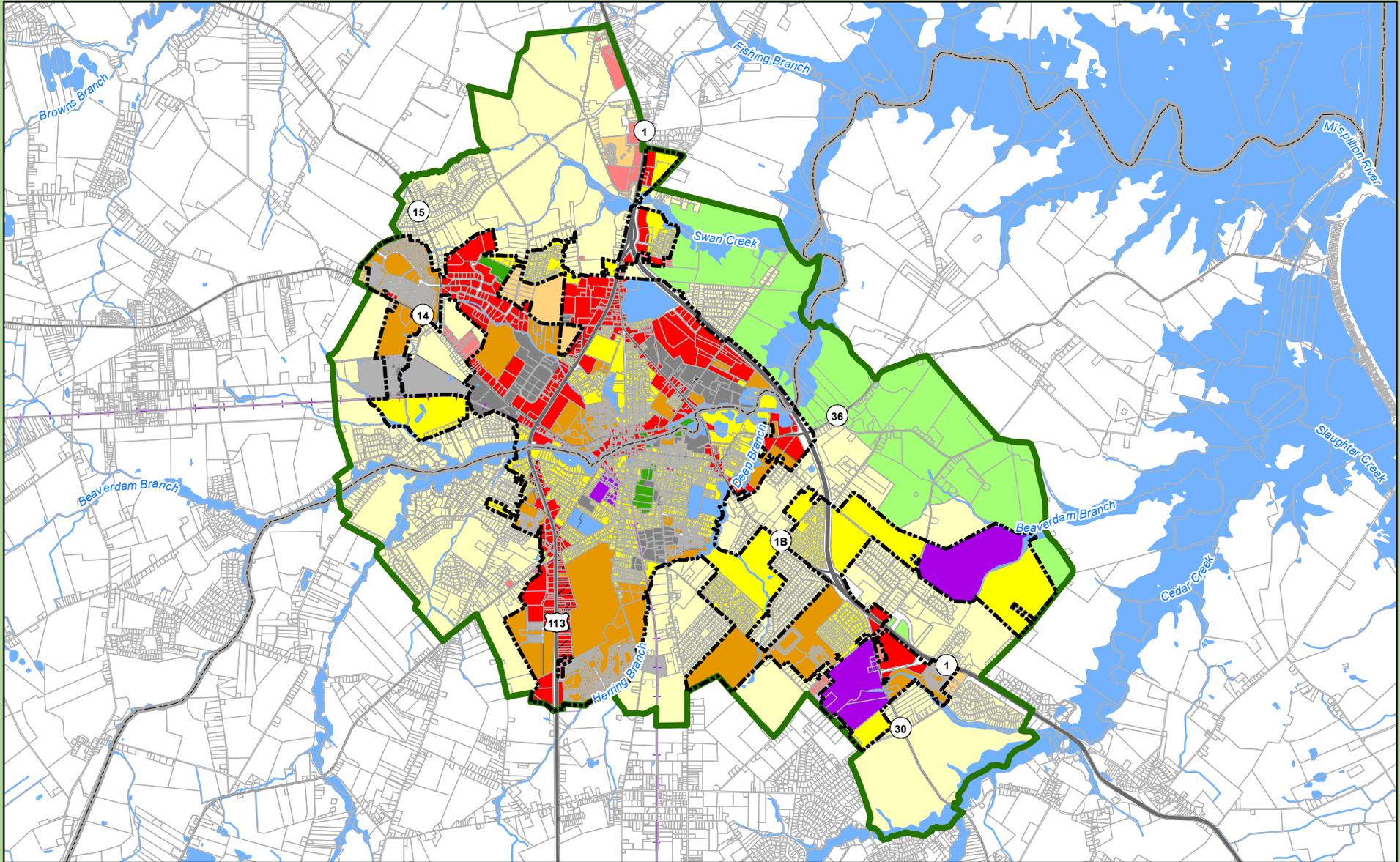
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 DRAFT Future Landuse - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



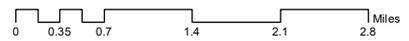


| | | |
|---------------------------------------|---------------------|-----------------------|
| Land Use Type | Employment | Municipal Boundary |
| Open Space | Proposed Employment | Urban Growth Boundary |
| Proposed Open Space | Institutional | County Boundaries |
| Low Density Residential | Commercial | State Parcels |
| Proposed Low Density Residential | Proposed Commercial | Routes |
| Moderate Density Residential | Industrial | Future US 301 |
| Proposed Moderate Density Residential | Proposed Industrial | Rail Lines |
| | Transition Area | Hydrology |
| | | Bodies of Water |

City of Milford, Delaware

Future Land Use and Urban Growth Boundary

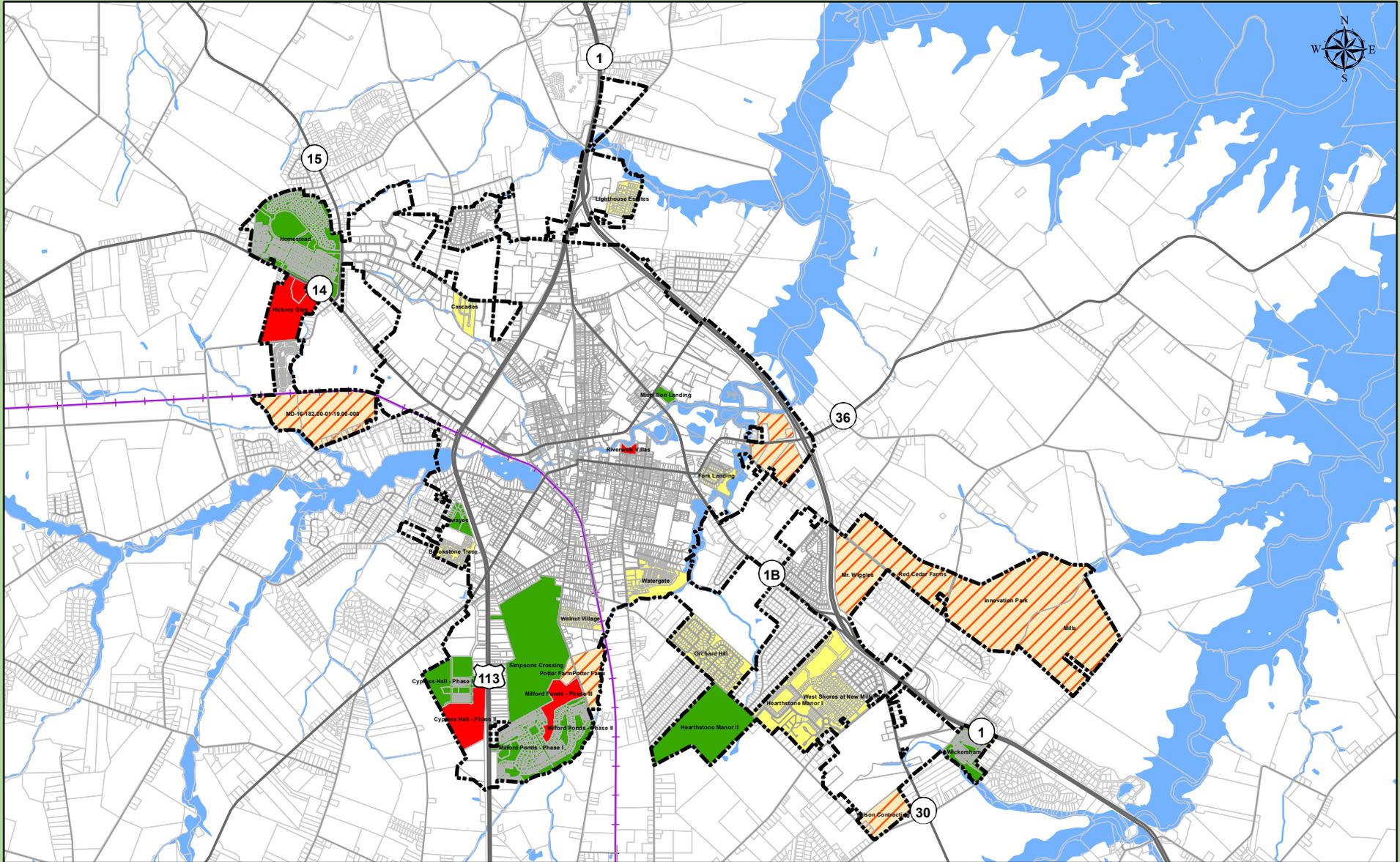
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 DRAFT Future Land Use - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



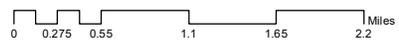


| | |
|--|---|
|  Municipal Boundary |  Parcel Boundaries |
| Housing Pipeline Status |  Routes |
|  In Progress |  Centerline |
|  Proposed |  Rail Lines |
|  Recorded | |
|  Other | |

City of Milford, Delaware

Housing Pipeline

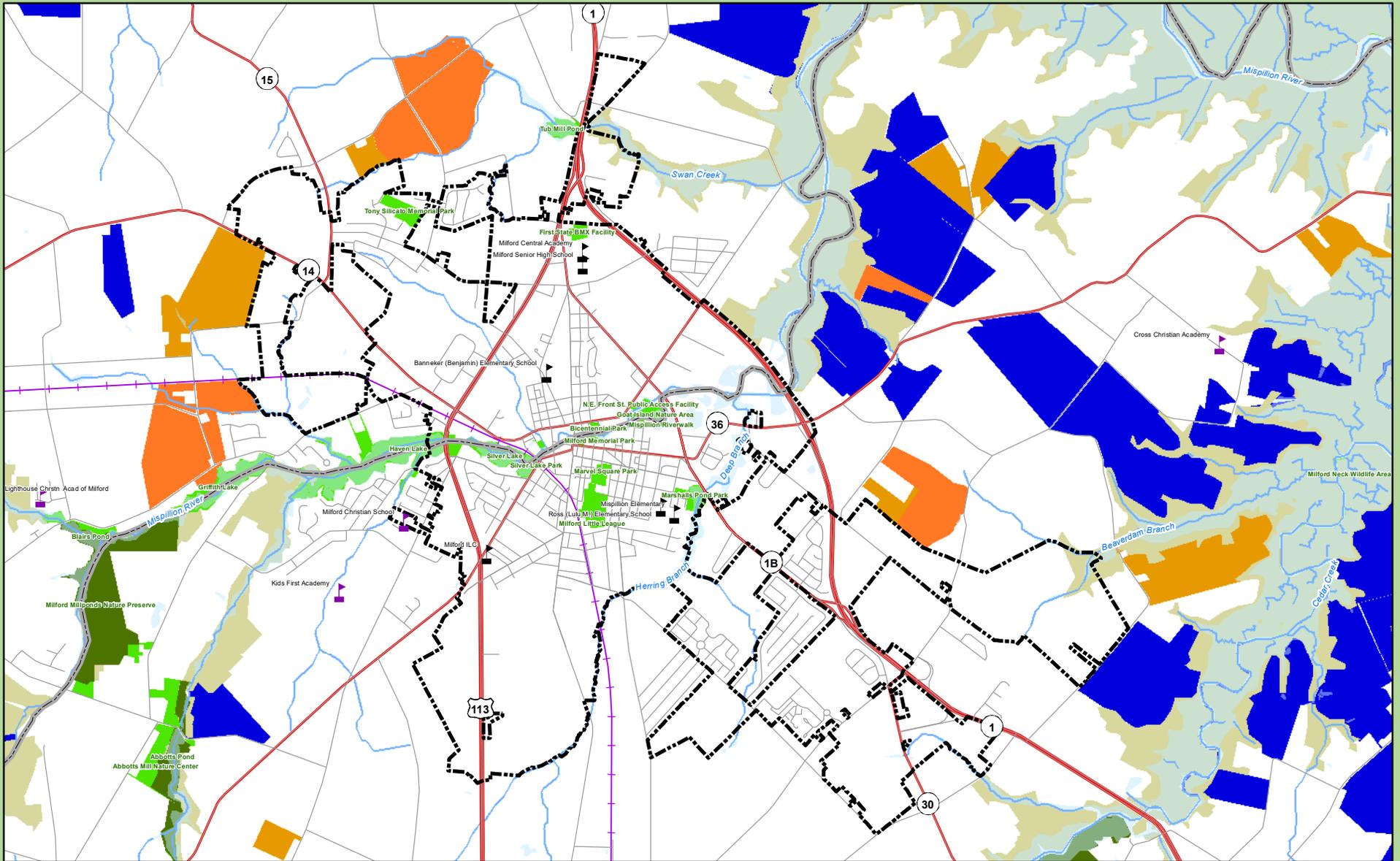
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware OSPC and the City of Milford, 10/17.
 Housing Pipeline - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.





- | | | |
|------------------------|-------------------|--------------|
| Nature Preserves | Private Schools | Major Rivers |
| Natural Areas | Public Schools | Water Bodies |
| Municipal Boundary | County Boundaries | Rail Lines |
| Public Protected Lands | Routes | |
| Agricultural Easement | Centerline | |
| Agricultural District | | |
| Agricultural Expansion | | |

City of Milford, Delaware

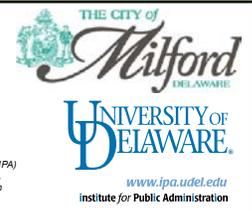
Parks and Open Space

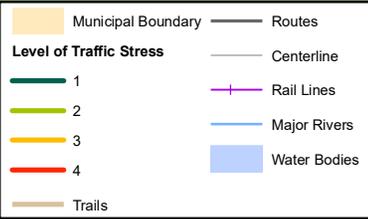
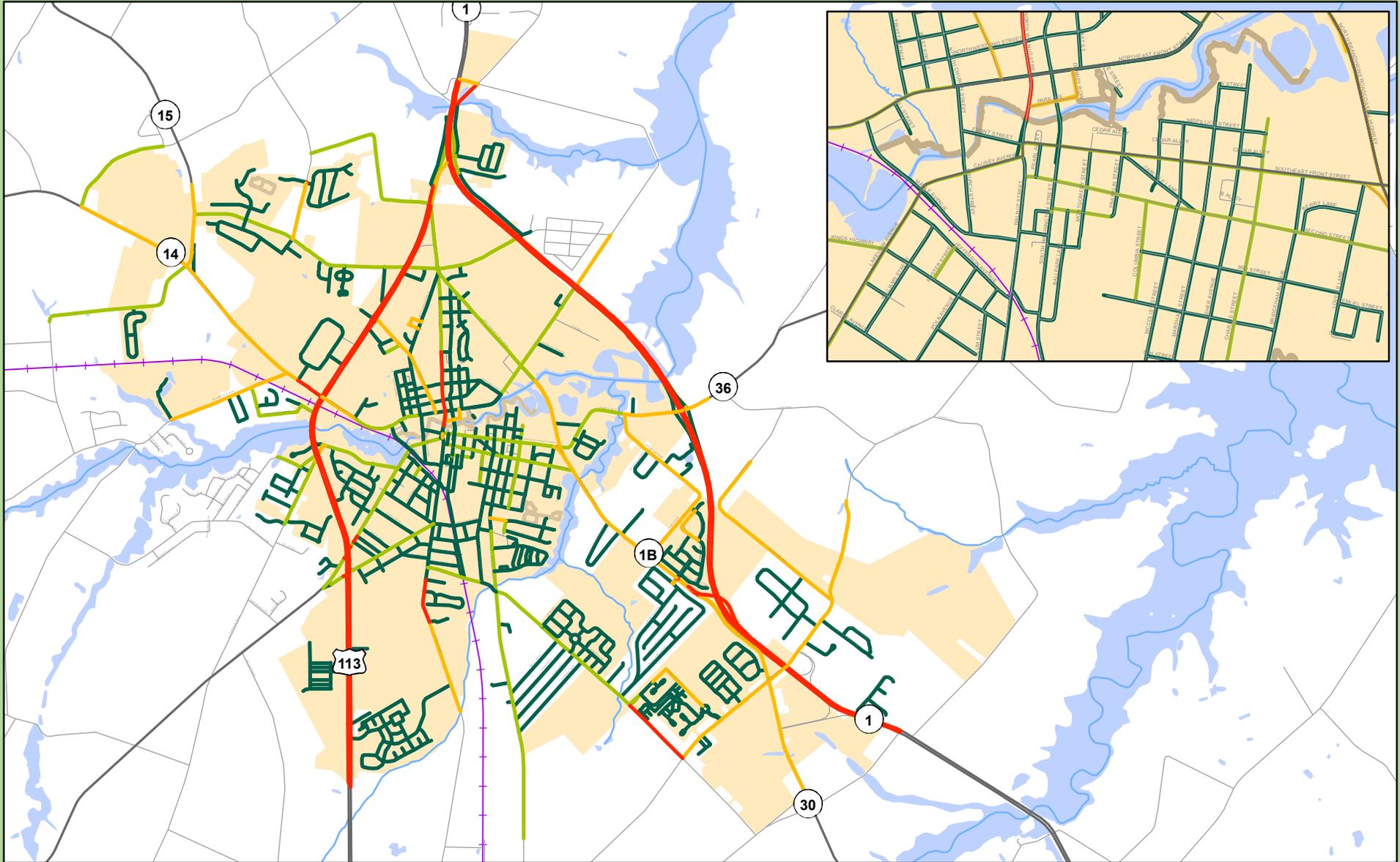
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware OSPC and the City of Milford, 10/17.
 Schools - Delaware Department of Education, FirstMap 01/18.
 Public and Protected Lands - DNREC Parks and Recreation, FirstMap 01/18.
 Ag Lands Preservation - Delaware Department of Agriculture, FirstMap 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

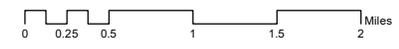




City of Milford, Delaware

Level of Stress Analysis

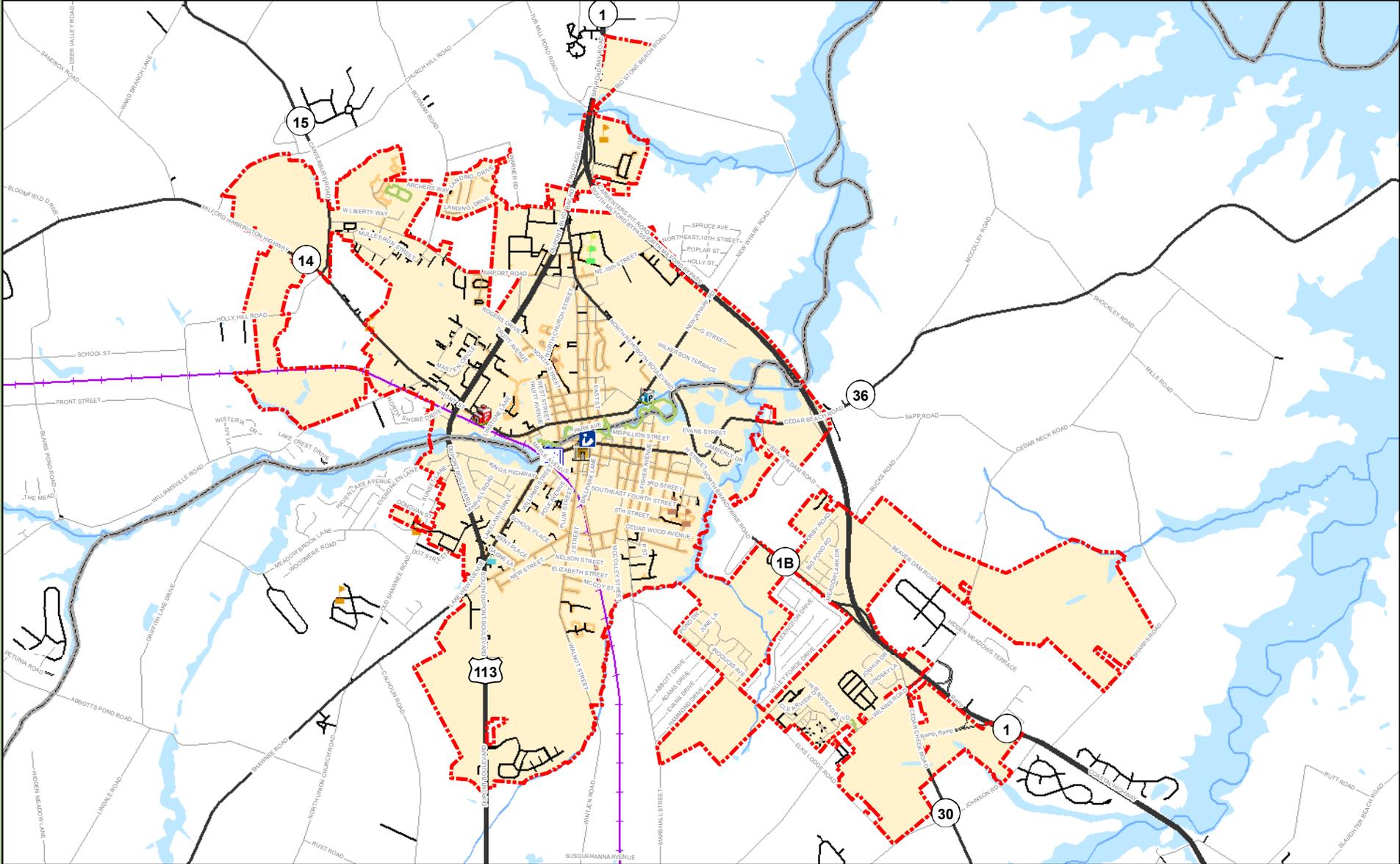
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware OSPC and the City of Milford, 10/17.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Level of Stress Analysis - DelDOT, 01/18.
 Trails - Delaware State Parks, 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



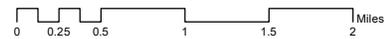


- | | | |
|--------------------|---------------------------|-----------------------------|
| Municipal Boundary | Post Office | Private Schools |
| Fire Station | Elementary School | Routes |
| Library | High School | Centerline |
| Trails and Paths | Intensive Learning Center | Private or Proposed Streets |
| Museum | Middle School | Sidewalks |
| Police Station | Major Rivers | Rail Lines |
| | Municipalities | |

City of Milford, Delaware

Roads and Boundaries

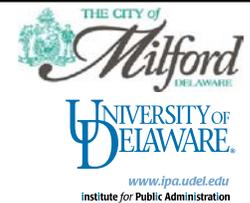
Adopted Jan. 22, 2018, Certified May 2018

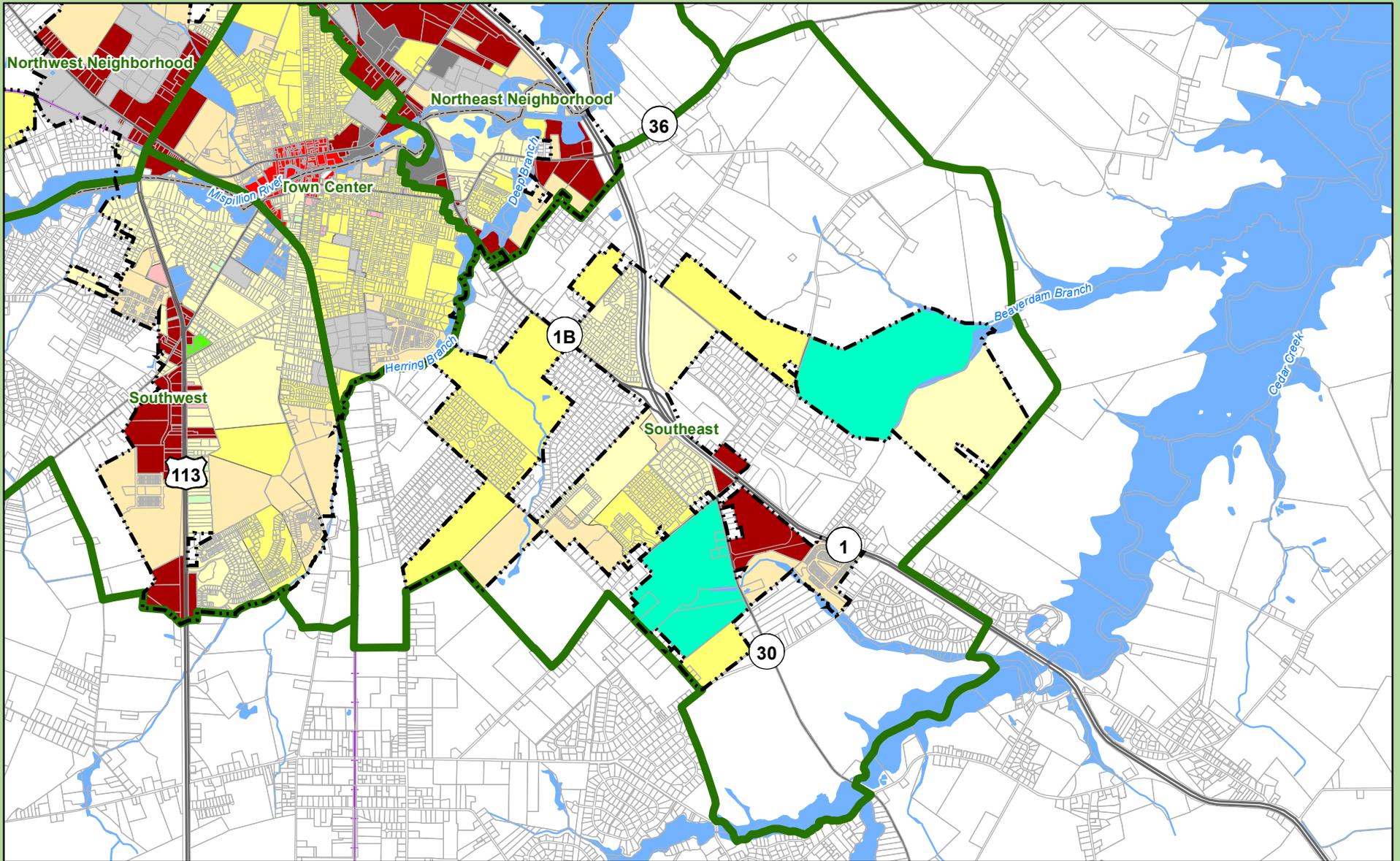


Sources:

Municipal Boundaries - Delaware OSPSC and City of Milford, 10/17.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Civic Locations - City of Milford, 12/16.
 School Locations - Delaware Department of Education, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.





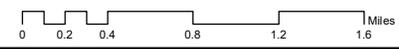
| | | |
|--------------------|------|-------------------|
| Municipal Boundary | I-2 | Neighbors |
| ZONE CLASS | IS | County Boundaries |
| BP | OB-1 | State Parcels |
| C-1 | R-1 | Routes |
| C-2 | R-2 | Rail Lines |
| C-2A | R-3 | Hydrology |
| C-3 | R-8 | Bodies of Water |
| H-1 | | |
| I-1 | | |

City of Milford, Delaware

Zoning

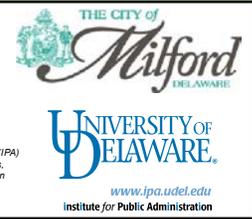
Southeast

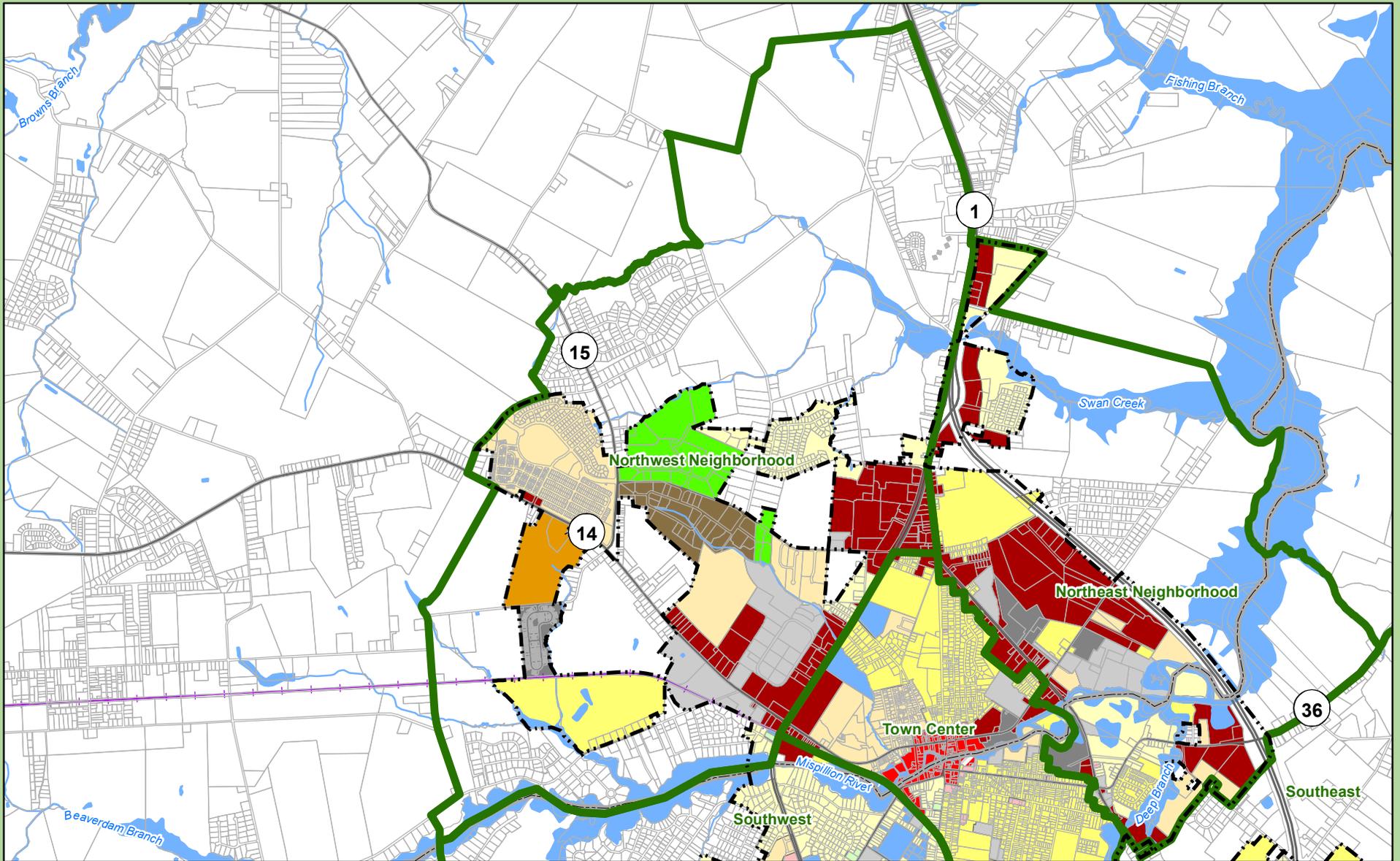
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 Zoning - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.





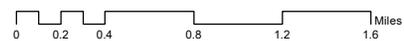
| ZONE CLASS | Color | Symbol | Description |
|------------|-------------------------|-----------------------------|--------------------|
| BP | Light Brown | Black dashed line | Municipal Boundary |
| C-1 | Light Green | Thick green line | Neighborhoods |
| C-2 | Red | Thin grey line | County Boundaries |
| C-2A | Red with diagonal lines | Thin white line | State Parcels |
| C-3 | Blue | Thin black line | Routes |
| H-1 | Light Blue | Black line with cross-ticks | Rail Lines |
| I-1 | Grey | Blue line | Hydrology |
| I-2 | Light Grey | Blue shaded area | Bodies of Water |
| IS | Light Green | | |
| OB-1 | Light Green | | |
| OC-1 | Light Green | | |
| R-1 | Yellow | | |
| R-2 | Yellow | | |
| R-3 | Light Yellow | | |
| R-8 | Orange | | |

City of Milford, Delaware

Zoning

Northwest Neighborhood

Adopted Jan. 22, 2018, Certified May 2018

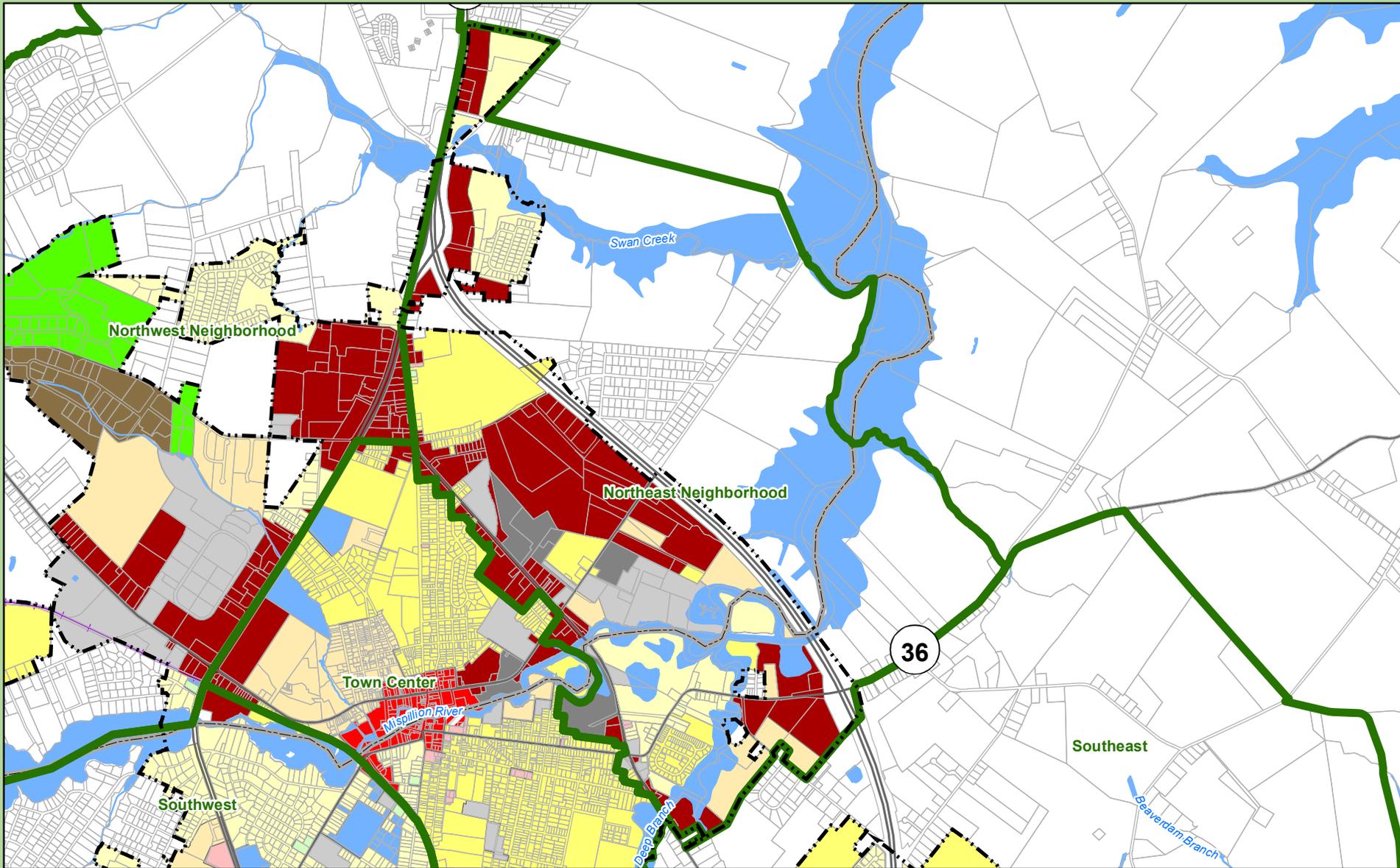


Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 Zoning - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



www.ipa.udel.edu
 Institute for Public Administration



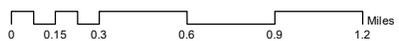
| ZONE CLASS | Color | Symbol | Description |
|------------|-------------------------|-----------------------------|--------------------|
| BP | Brown | Black dashed line | Municipal Boundary |
| C-1 | Light Green | Grey outline | County Boundaries |
| C-2 | Red | White outline | State Parcels |
| C-2A | Red with diagonal lines | Black line | Routes |
| C-3 | Dark Red | Black line with cross-ticks | Rail Lines |
| H-1 | Blue | Blue line | Hydrology |
| I-1 | Grey | Blue area | Bodies of Water |
| I-2 | Light Green | Green outline | Neighborhoods |
| IS | Light Green | Grey outline | County Boundaries |
| OB-1 | Light Green | White outline | State Parcels |
| OC-1 | Light Green | Black line | Routes |
| R-1 | Yellow | Black line with cross-ticks | Rail Lines |
| R-2 | Yellow | Blue line | Hydrology |
| R-3 | Light Orange | Blue area | Bodies of Water |
| R-8 | Orange | Green outline | Neighborhoods |

City of Milford, Delaware

Zoning

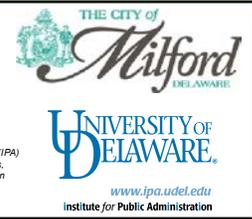
Northeast Neighborhood

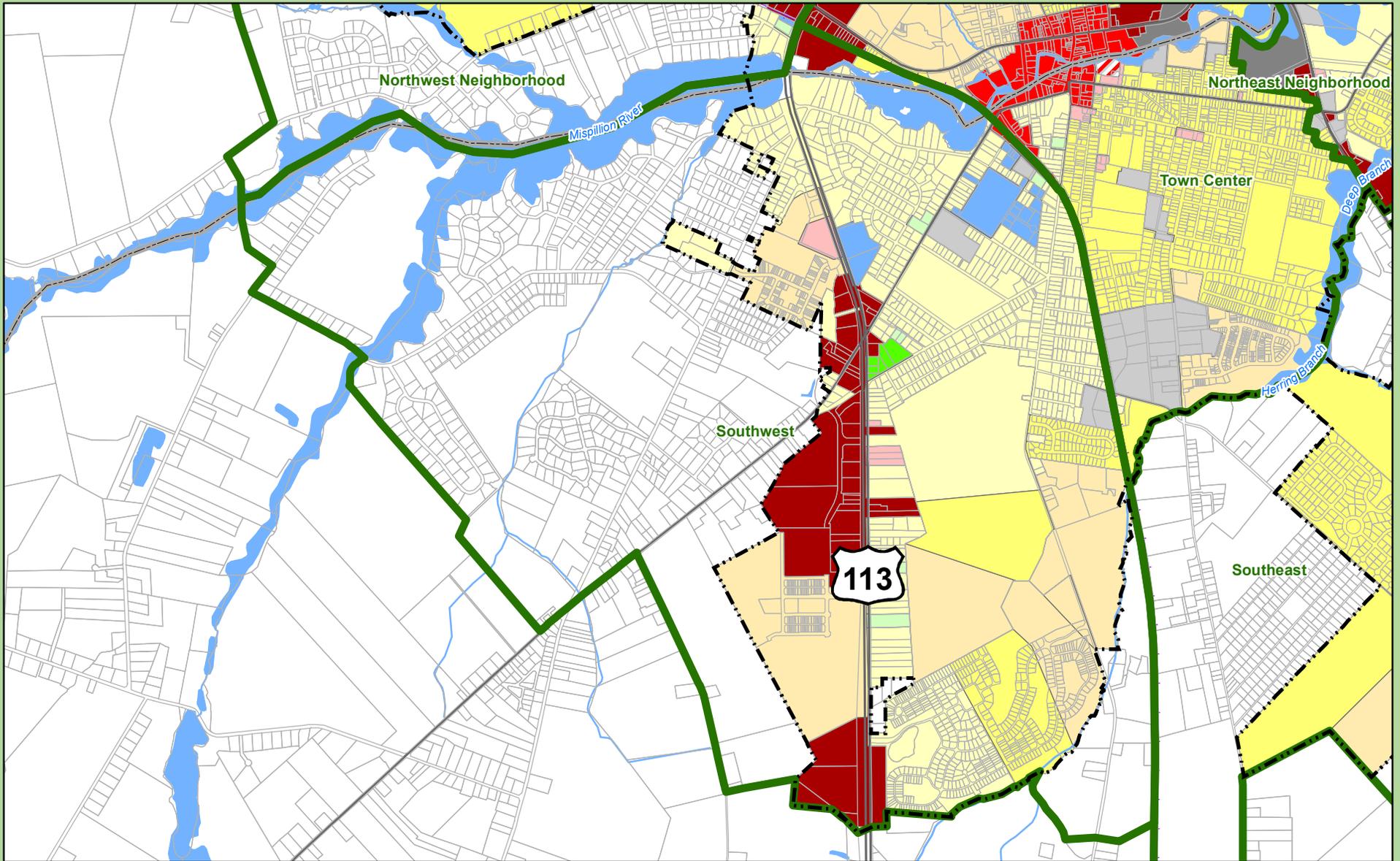
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 Zoning - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.





| ZONE CLASS | Color |
|------------|-------------------------|
| BP | Brown |
| C-1 | Light Green |
| C-2 | Red |
| C-2A | Red with diagonal lines |
| C-3 | Blue |
| H-1 | Light Blue |
| I-1 | Grey |
| I-2 | Dark Grey |
| IS | Cyan |
| OB-1 | Light Green |
| OC-1 | Light Green |
| R-1 | Yellow |
| R-2 | Light Yellow |
| R-3 | Orange |
| R-8 | Orange |

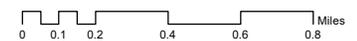
| | |
|-------------------|----------------------------------|
| Neighborhoods | Thick Green Line |
| County Boundaries | Thin Grey Line |
| State Parcels | Thin White Line |
| Routes | Thin Black Line |
| Rail Lines | Thin Black Line with cross-ticks |
| Hydrology | Thin Blue Line |
| Bodies of Water | Blue Area |

City of Milford, Delaware

Zoning

Southwest

Adopted Jan. 22, 2018, Certified TBD

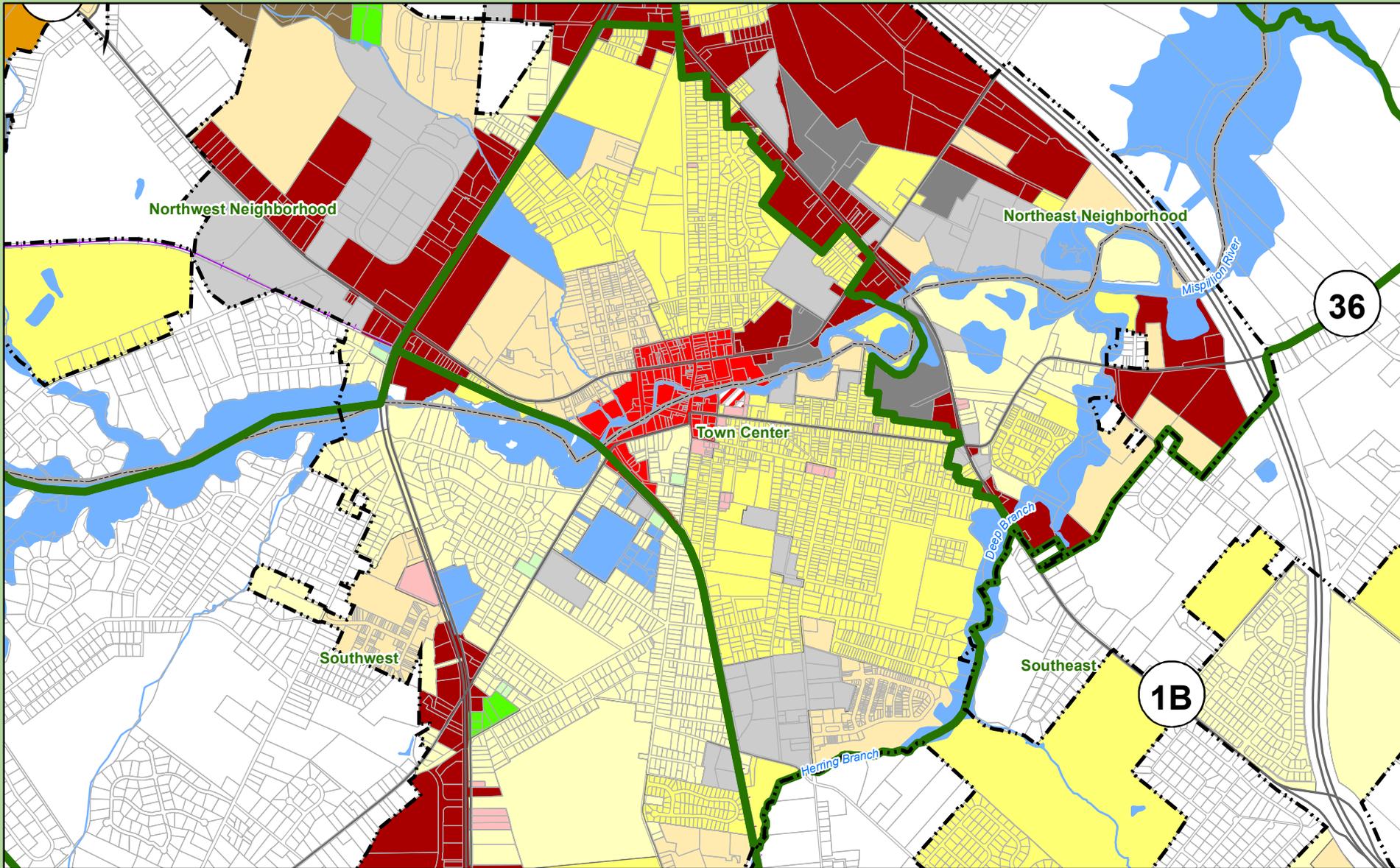


Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 Zoning - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



www.ipa.udel.edu
Institute for Public Administration



| ZONE CLASS | Color | Symbol | Description |
|------------|---------------------------|------------------|--------------------|
| BP | Light Brown | Dashed Line | Municipal Boundary |
| C-1 | Light Green | Thick Green Line | Neighborhoods |
| C-2 | Red | Thin Grey Line | County Boundaries |
| C-2A | Red with Diagonal Stripes | Thin White Line | State Parcels |
| C-3 | Light Blue | Thin Black Line | Routes |
| H-1 | Dark Blue | Thin Purple Line | Rail Lines |
| I-1 | Grey | Blue Line | Hydrology |
| I-2 | Light Grey | Blue Area | Bodies of Water |
| IS | Light Green | | |
| OB-1 | Light Green | | |
| OC-1 | Light Green | | |
| R-1 | Yellow | | |
| R-2 | Yellow | | |
| R-3 | Yellow | | |
| R-8 | Orange | | |

City of Milford, Delaware

Zoning

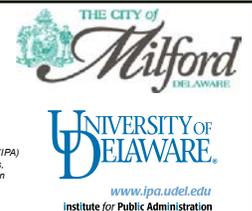
Town Center

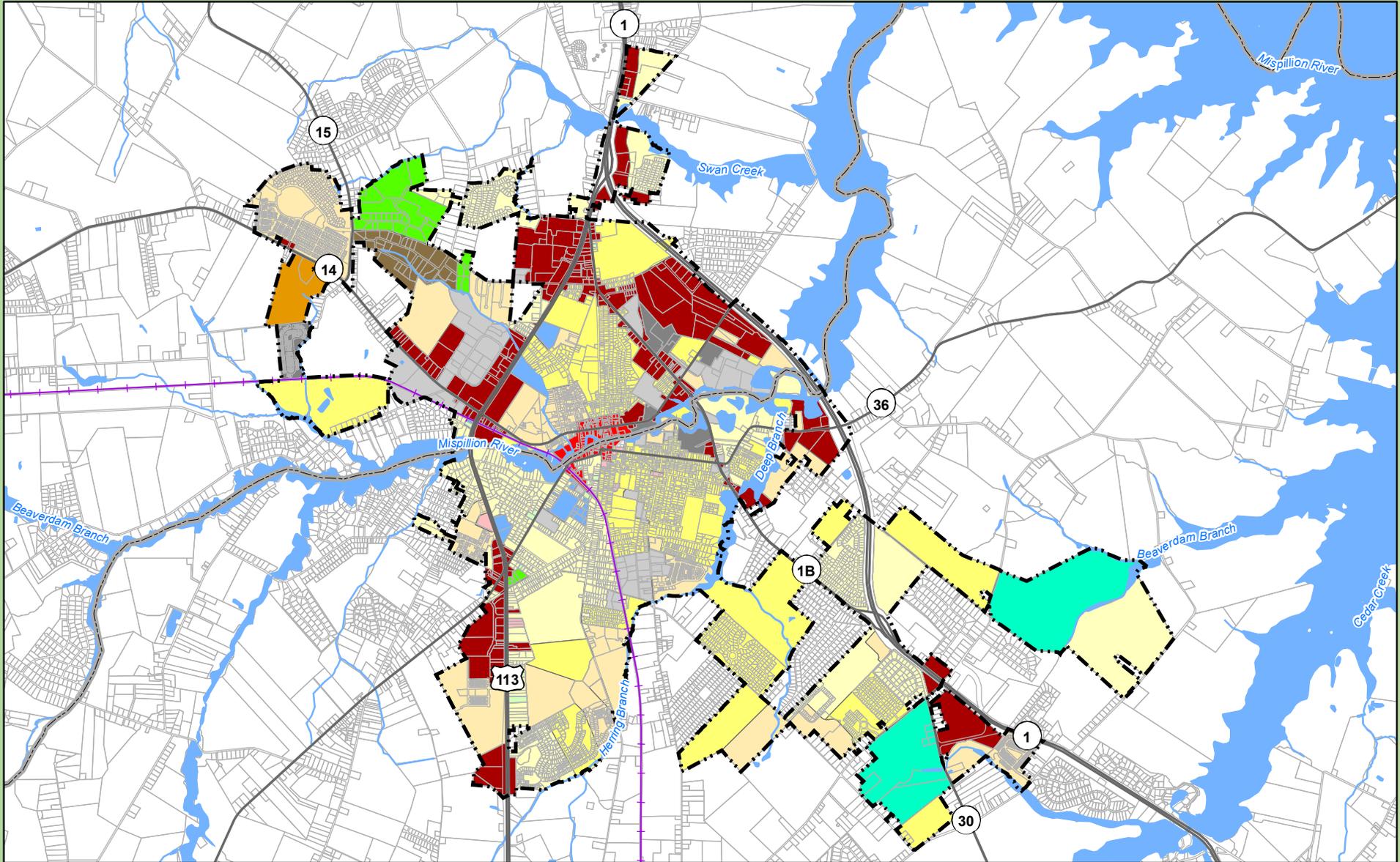
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/17.
 Zoning - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 01/18.
 Hydrology - USGS and EPA, FirstMap 01/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.



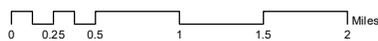


| ZONE CLASS | | | |
|------------|------|--------------------|-------------------|
| BP | IS | I-2 | County Boundaries |
| C-1 | OB-1 | Municipal Boundary | State Parcels |
| C-2 | OC-1 | Routes | Future US 301 |
| C-2A | R-1 | Rail Lines | Hydrology |
| C-3 | R-2 | Bodies of Water | |
| H-1 | R-3 | | |
| I-1 | R-8 | | |

City of Milford, Delaware

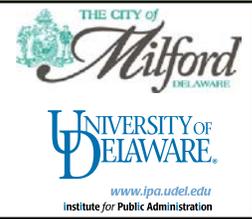
Zoning Map

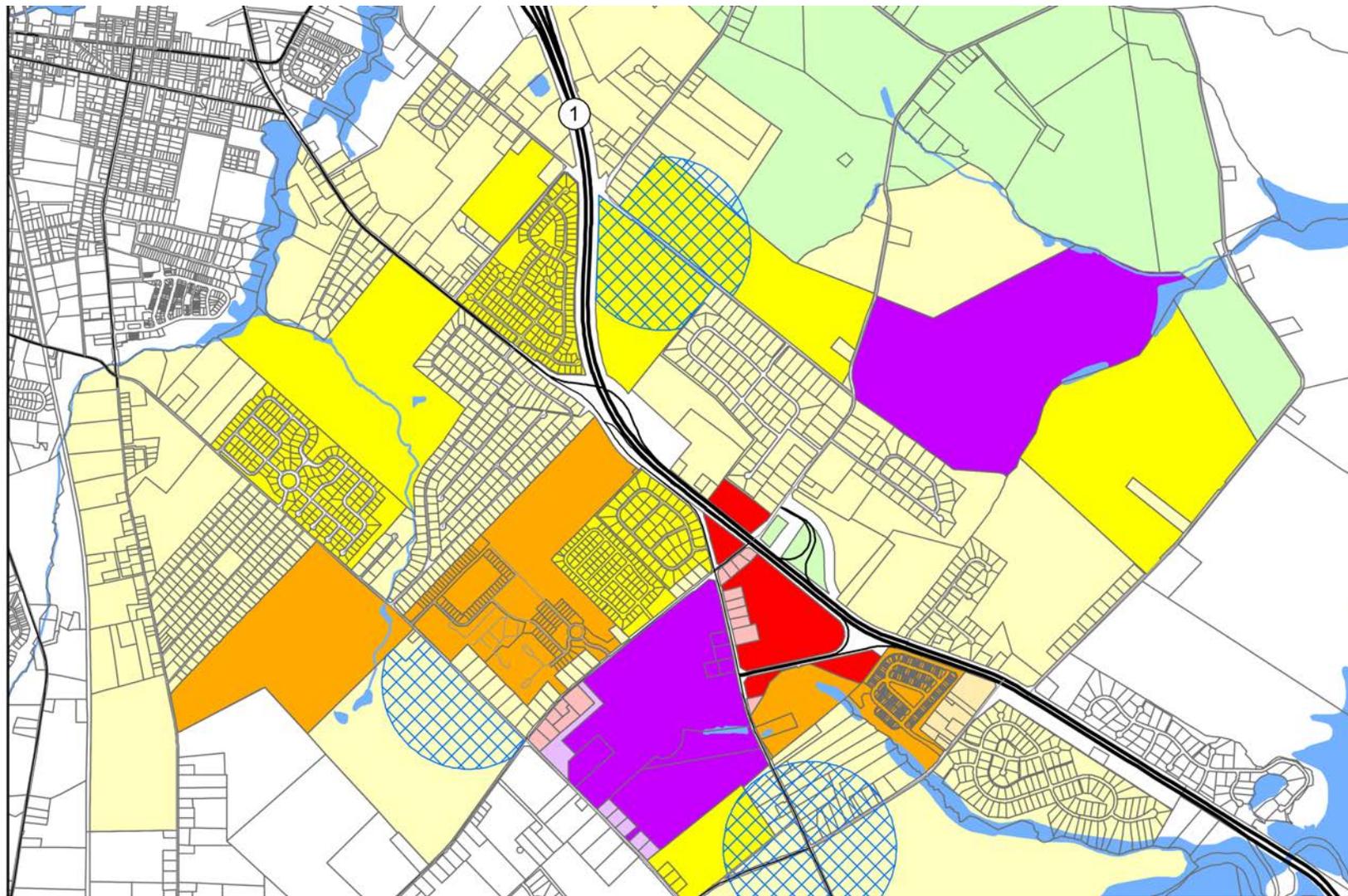
Adopted Jan. 22, 2018, Certified May 2018



Sources:
 Municipal Boundaries - Delaware OSPC and the City of Milford, 10/17.
 Zoning - City of Milford, Delaware 01/18.
 Road and Rail Network - Delaware Department of Transportation, FirstMap 02/18.
 Hydrology - USGS and EPA, FirstMap 02/18.

Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.





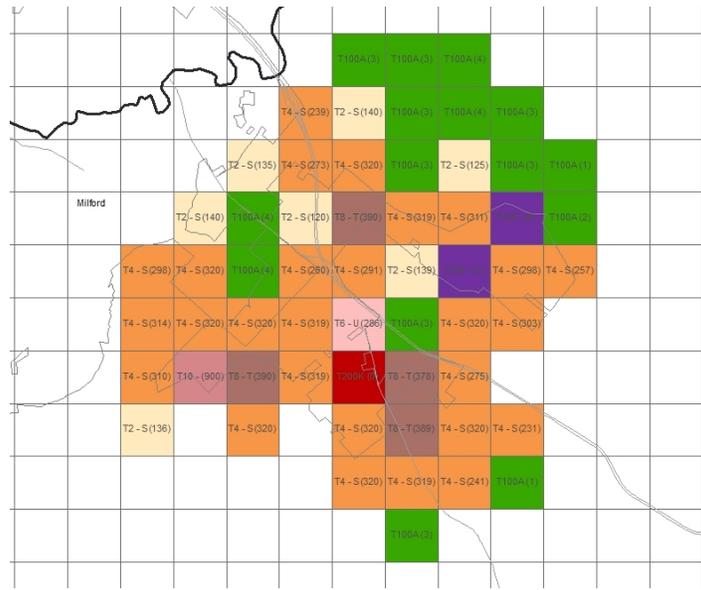
Chapter 14.

Appendix B.

Southeast Master Plan

Milford Southeast Neighborhood Master Plan

July 25, 2011



Adopted and Certified as an Amendment to the
City of Milford Comprehensive Plan
July 25, 2011

Prepared by

The City of Milford, Delaware

In conjunction with

The State of Delaware

With assistance from the

University of Delaware

Sustainable Coastal Communities Initiative

Acknowledgements

The Milford Southeast Neighborhood Master Plan was developed as a partnership between the City of Milford and the State of Delaware and its Agencies. The University of Delaware's Sustainable Coastal Communities Initiative provided invaluable support during the public participation workshops and through the use of their UD-SCC Model for land use modeling throughout the project.

City of Milford, Delaware

Joseph Ronnie Rogers, Mayor

Council

Steven L. Johnson

Garrett L. Grier, III

S. Allen Pikus

Dirk G. Gleysteen

Owen S. Brooks, Jr.

Douglas E. Morrow

Katrina E.J. Wilson

James O. Starling, Sr.

Planning Commission

Charles M. Rini, Chairman

Kim S. Hoey-Stevenson, Vice Chair

Marvin C. Sharp

George R. Pilla

James F. Burk, Secretary

Karen K. McColley

Archie J. Campbell

William J. Lane

David W. Baird, City Manager

Gary Norris, AICP, City Planner

Terri Hudson, City Clerk

Richard Carmean, Economic Development

Christine Crouch, Administrative Assistant

State of Delaware

Constance C. Holland, AICP, Director

Office of State Planning Coordination

Acknowledgements, continued

Key State Agency Staff

| | |
|--|---|
| Office of State Planning Coordination | David Edgell, AICP Bryan Hall, AICP Dorothy Morris Laura Simmons |
| Department of Agriculture | Michael McGrath, AICP (retired) Scott Blair |
| Department of Transportation | Bruce Allen Jay Gerner Roberta Geier |
| Department of Natural Resources and Environmental Control | Kevin Coyle Lee Ann Walling |
| Delaware State Housing Authority | Karen Horton |
| State Historic Preservation Office | Alice Guerrant Terrance Burns |

University of Delaware Sustainable Coastal Communities Initiative

Bill McGowan
Carol Bason
Tom Bason
Nicole Minni
Richard Kautz

Table of Contents

| | Page |
|--|------|
| Acknowledgements | 1 |
| Chapter 1 - Overview of the Master Plan | 4 |
| Chapter 2 - Public Workshop Sessions | 9 |
| Chapter 3 - Land Use Plan | 12 |
| Chapter 4 - Agricultural Preservation | 21 |
| Chapter 5 – Environmental Protection | 28 |
| Chapter 6 – Housing | 41 |
| Chapter 7 – Historic and Cultural Preservation | 43 |
| Chapter 8 – Transportation Plan | 49 |
| Chapter 9 – Water and Sewer Infrastructure | 66 |
| Chapter 10 – Design Guidelines | 68 |
| Chapter 11 – Implementation | 71 |
| Appendix 1 - Southeast Neighborhood Master Plan Land Use Scenarios Comparison | 78 |
| Appendix 2 – TDR Sending and Receiving Area Analysis | 79 |
| Appendix 3 – Proposed Agricultural Use Protections | 80 |
| Appendix 4 – Historical and Cultural Resources in or Near the Master Plan Area | 83 |

Chapter 1

Overview of the Master Plan

Milford's Comprehensive Plans

The City of Milford has a long history of comprehensive planning. In the early 1990s the City developed a comprehensive plan that included land use, growth, and annexation recommendations for an area that surrounded the existing city. Despite a rather large growth area, annexations were slow during this time. In 2003 Milford updated that plan with a new comprehensive plan designed to comply with the State's new planning statutes. That plan was eventually reviewed and certified by the State of Delaware in accordance with the new requirements in the Delaware Code.

During the mid-2000s, the national economy experienced what was then thought of as a "housing boom." Milford was not immune to this economic force and experienced a rapid increase in annexation and subdivision requests during this time period. The development community aggressively sought to take advantage of new market opportunities, eventually subdividing over 8,000 lots in the city alone. Some of these lots were in projects that were not recorded or otherwise did not move forward, so the current estimate is that approximately 4,500 lots were created in Milford during this period. Several of the annexations requested required amendments to Milford's plan. Milford amended its plan in 2004, 2005 and 2006 to address new annexation opportunities, among other changes to its plan document.

Annexation in the Southeast Neighborhood

Prior to 2005, the land to the east of State Route 1 (SR 1) Southeast of Milford was farmland interspersed with a few large-lot subdivisions and various rural homes on large lots. In 2005 a developer proposed a major subdivision consisting of approximately 780 single-family homes in this area. The developer's intention was to develop this subdivision under existing Sussex County regulations. This property was not adjacent to the City of Milford but was very close to property that was already within the City limits. The City became concerned that if this subdivision were to be constructed, it would be the *de facto* provider of services (fire, police, library, parks, and eventually even sewer and water) without the benefit of a tax base to support those services.

Milford engaged in discussions with the developer, other adjacent property owners, and the Office of State Planning Coordination to explore the annexation of this area. The City was neutral on whether or not this area should be developed. However, if the area was to be

developed the City's position was that they would rather have it in the municipal jurisdiction in order to provide necessary public services and infrastructure in a cost-effective manner. The State and its agencies were concerned about "urban sprawl" in this area compromising active, productive farmland, some of which had been permanently protected using State tax dollars. There are also many environmentally sensitive resources in this area associated with Cedar Creek and its tributaries. And finally, the location east of SR1 was difficult and dangerous to access due to an at-grade cross over and heavy traffic, especially during the summer months.

After much discussion, a consensus was reached. The State supported a comprehensive plan amendment that would allow for annexation and development of this area. The caveat was that the development must occur in accordance with a Master Plan to be developed collaboratively by the city and the state. This Master Plan would address detailed strategies to protect farmland and open space, provide needed transportation and utility infrastructure, and prevent further development activities to the east of this area. This document is the Master Plan that was envisioned during these discussions.

Milford's comprehensive plan was amended in 2006 to include this area as an annexation area, subject to the Master Plan. Annexations of some of these parcels began shortly thereafter.

The Memorandum of Agreement

The process of developing this Master Plan began in earnest with the signing of a Memorandum of Agreement (MOA) by the City and the State in March 2008. The MOA set out the general parameters that formed the consensus of all parties for working together on development in this area. These parameters included a commitment to work collaboratively, include other stakeholders, address utility and road infrastructure in a comprehensive manner, protect the agricultural economy through farmland preservation and limits on further utility expansions, protect natural resources, and ensure an appropriate mix of land uses in the developed area.

The original signatories of the MOA included the city, the Office of State Planning Coordination, the Delaware Department of Transportation (DelDOT) and the Delaware Department of Agriculture (DDA). As the development of this document has progressed, the Delaware Department of Natural Resources and Environmental Control (DNREC), the Delaware State Housing Authority (DSHA), and the State Historic Preservation Office (SHPO) have all contributed materials and have become partners in this endeavor.

The project area covered by the MOA was originally limited to areas east of SR1. In 2008 the City engaged in a complete re-write of its comprehensive plan which culminated in an entirely

new document that was adopted in early 2009. The new plan separated the city into several “neighborhoods” for planning purposes. The area covered by the MOA was located in the Southeast Neighborhood, which also included lands west of SR1, including a number of existing and developing subdivisions. By mutual consent, all parties agreed that it made sense to adopt the entire Southeast Neighborhood as the project boundary for this Master Plan. The City’s new 2009 comprehensive plan included other planning concepts that have been integrated into the Master Plan, including an urban-growth boundary and a greenbelt with open space and farmland within and adjacent to the eastern edge of the project area.

What is a Master Plan?

Definition of a Master Plan

A land use plan focused on one or more sites within an area that identifies access and general improvements, and is intended to guide growth and development over a number of years or in phases.

From the Planners Dictionary, American Planning Association

While the City’s comprehensive plan forms the foundation for the Master Plan, the Master Plan differs from a local government’s comprehensive plan in a number of ways:

- A more detailed plan for land use, including build-out calculations
- Detailed planning for the provision of infrastructure and services, including timing, phasing, and funding
- Partnerships and collaborative planning between and among various levels of government
- A more predictable plan that addresses items necessary for implementation
- Commitments, agreements and timeframes for implementation coordinated among the various partners in the planning process.

The Master Plan Process

The development of the Master Plan has proceeded from 2008 until today. The City and the Office of State Planning Coordination have been the co-chairs of this planning effort. The process was kicked off with a series of three public meetings to consider ideas and public opinions about the future of this area. The University of Delaware’s Sustainable Coastal

Communities Initiative provided support for these workshops and has continued to work with the city to assist with land use modeling and phasing of development.

After gathering public input, Milford's City Planner developed a consensus land use plan that reflected a composite of the public's input. That land use plan has continued to be revised based on input from the other stakeholder agencies and the City's plans for utilities in the area. All of the stakeholder agencies have worked with the co-chairs to develop chapters for this Master Plan. The stakeholders have included the city itself, DDA, DNREC, and DelDOT. In addition, DSHA and SHPO have provided valuable input.

The Result: Predictable, Shovel-Ready Development Along with Proactive Preservation

This process has resulted in the achievement of two complementary goals for this Master Plan Area.

Ready for Economic Development

The detail of this Master Plan has addressed many of the infrastructure issues that would have been managed in an ad-hoc manner through conventional development practices. As such, in the areas that are identified for future development, developers will know in advance how utilities will be provided and what their other contributions and requirements would be. Notably, the City and State have designed the following "package" of infrastructure improvements for the area:

- DelDOT will be constructing a new grade-separated intersection at SR1 and SR30. Construction is currently scheduled for 2012 and 2013, with completion due in late 2013. This improvement will allow safe, efficient movement of traffic between the east and west sides of the Master Plan Area and enable the development of the area east of SR 1. See Chapter 8 for more details.
- The City will be constructing a new water system in the Master Plan Area that will include a water tower and distribution lines. Depending on the acquisition of easements and other siting factors, this infrastructure may extend east of SR 1. Funding is in place to construct this system in the immediate-term future. See Chapter 9 for more details.
- The City has commissioned its engineering consultant to design the sewer transmission system for the Master Plan Area. The basics of the design are described further in Chapter 9. The City's commitment extends to actually completing the engineering necessary to have the system installed and permitted so that it is ready to be constructed as soon as there is a user ready to build a new project and tie in to it. The City will work with interested developers to identify financing options that will enable development to occur in accordance with the Master Plan.

The impact of these infrastructure commitments is that virtually any parcel within the Master Plan Area will be ready for development and occupancy. Areas to the west of SR 1 could be constructed at any time, pending completion of the water system. Areas to the east of SR 1 could be ready for occupancy in late 2013, which is when the road access is projected to be completed by DeIDOT.

Poised for Preservation

The Master Plan is not only about preparing land for development. Much of the detailed work that has gone into preparing this Master Plan has been done to assure that any new development is completed in a way that does not negatively impact the natural environment or the viability of the agricultural lands located in the Master Plan Area.

- The Delaware Department of Agriculture has developed an innovative Transfer of Development Rights (TDR) program that provides land owners incentives and options to preserve the lands that are identified as Open Space Agriculture in this plan. This program is but one of many options land owners have to remain in farming and protect their land. The Land Use Plan clearly identifies where land is to be protected and where development is to be promoted so that issues of fragmentation and encroachment are minimized. See Chapter 4 for more details.
- DNREC has identified significant natural resources in the Master Plan Area and promoted design guidelines to protect these areas. Most of the critical resources are located along the tributaries of Cedar Creek and include wooded areas, rare species, excellent wildlife habitat, wetlands, and sensitive watercourses. The Master Plan directs dense development away from these areas. When parcels that contain sensitive resources are subject to future development, DNREC has offered design guidelines that will enable development that does not degrade or encroach on these important natural features. See Chapter 5 for more details.

Chapter 2

Public Workshop Sessions

To kick off the Master Plan process, the City held three public workshops at the Carlyle Fire Hall in September and October of 2009. The goal was to engage citizens and property owners in the Master Plan area in a discussion about the future of the neighborhood. Over 1,000 invitations were mailed to those who lived or owned property in this area. Only a portion of this land is currently in the city limits, so both city and county residents were included in this mailing. The meetings were also widely advertised through newspapers and on the city's website.

The University of Delaware's Sustainable Coastal Communities Initiative was engaged to help structure and run the workshops to maximize public participation and ensure that productive input was received. UD devised the three workshops as a series: the expectation was for residents to attend all three in sequence as each built upon the last. More than 70 individuals attended the first workshop, and of those more than 30 remained with the process for all three.

The UD project team used CommunityViz® (an ArcGIS software extension from Placeways, LLC) geographic information system software to develop the "University of Delaware SCC Land Use Model (UD-SCC Model)." This model was developed for use throughout Sussex County and was immediately useful for this process because the entire Southeast Neighborhood is in Sussex County. The model uses 100-acre tiles in a grid across Sussex County to illustrate potential development patterns. A palette of colors ("crayons") represents 13 typical land use types (4 rural, 6 suburban/urban mixed, and 3 non-residential), each with its associated residential and non-residential densities, population, employment, tax, water and wastewater usage, and traffic-generation characteristics. To help people visualize the land uses, the team used computer graphics programs including CommunityViz® Scenario 3D and Google Earth to create three-dimensional models for each of the 13 land use types.

At Meeting One, citizens reviewed current plans for the neighborhood, learned about constraints to development, and identified their values. They viewed and deliberated about three potential long-range growth scenarios based on 3D representations of land use types and their associated demographics.

At Meeting Two, citizens used a table exercise to plan the Southeast Neighborhood, using colored tile "crayons" placed on an aerial map. The attendees produced seven plans that were

merged into three scenarios: “Current Trends,” “New Community,” and “Suburban.” Build-outs of each scenario were analyzed in numeric terms, mapped, and visualized in 3D, and had their associated demographic impacts estimated.

At Meeting Three, citizens viewed the results of the analyses and discussed the benefits, challenges, and cost implications of each. They used keypads to vote on preferred scenarios. A resulting Composite Scenario was developed by Milford’s City Planner and has become the basis for this Master Plan for the neighborhood.

The project modeled an expanded public process combining scenario development and deliberation, analysis, and decision-making. According to UD project leaders, citizens were astounded to be able to significantly influence the resulting plan. The County Plan had envisioned approximately 18,000 dwelling units for the area, and the City Plan showed approximately 15,000 dwelling units. The agreed-upon Composite Scenario (labeled Preferred – Alt) results in only 8,500 dwelling units, incorporates open space, consolidates commercial areas, and retains areas of farmland. Map 2.1 shows the Preferred-Alt Scenario developed at the workshops.

UD has continued to assist the partners as they have developed detailed plan elements. UD-SCC Model has been very helpful to estimate build-out potential for the area and phasing for infrastructure improvements. The final version of the land use plan (known as Preferred – Revised) contains the potential for approximately 11,700 dwelling units and corresponding increases in commercial space and jobs. The increases over the Preferred-Alt scenario are due to a more accurate accounting of existing units and approved and recorded subdivisions, as well as a reflection that the base density in the city is approximately 3 du/acre corresponding to the least dense zoning district available. The Preferred-Revised Scenario is more fully described in the Land Use Plan, Chapter 3.

Portions of this chapter have been adapted from a CommunityViz® case study titled “Community Planning with Digital Crayons and Real-Time 3D” written by Carol Bason and Bill McGowan of the University of Delaware Sustainable Coastal Communities Initiative. This document has been used with permission. The software vendor, Placeways LLC, has this case study on their website. To view the full case study, please visit:

<http://placeways.com/communityviz/gallery/casestudies.php>

Chapter 3

Land Use Plan

The standard way of thinking about land use for the Southeast Neighborhood was that it would continue as it had in the past, in a rather haphazard way, commonly referred to as “urban sprawl.” As a result of public input at the workshop series and through many meetings and with input from state agencies including the Office of State Planning Coordination, DelDOT, DNREC, and DDA, as well as the University of Delaware, and the City of Milford, a new planning concept has emerged. As proposed, this new “planning model” protects and preserves valuable farm land from development through a program called Transfer of Development Rights, conserving approximately over 500 acres of agricultural lands for future generations. This plan shields the environment through recommendations from DNREC concerning encroachment of the flood plain, storm water management in designated water-recharge areas, and the protection of aquifer areas. With the cooperation of DelDOT, a Transportation Element has been developed for the Southeast Neighborhood Planning Area that identified and analyzed the transportation improvements that will be required to accommodate the expected changes in land use and increases in traffic volumes for this area. The City of Milford’s part in this program was the preparation of a master plan for the construction of water and sewer utilities to serve this neighborhood in a cost-efficient manner, ensuring that development would be served adequately and that this new development would pay its fair share through a variety of options. The second contribution from the City was the preparation of a Land-Use Plan for this area, which would reflect the actual development presently occurring in this neighborhood and guide future development in accordance with this Master Plan.

Public Input: The “Preferred – Alt” Plan

The public input received at the three public meetings described in Chapter 2 formed the basis for this Land-Use Plan. The final result of these three meetings was the development, by the public, of three (3) Future Land-Use Map Scenarios. The first was labeled “Current Trends” because it reflected a business-as-usual approach to development. The second was called “New Community” because it consolidated growth, particularly non-residential uses, around the grade separated intersection that was to be built at SR30 and SR1. The third was labeled “Suburban.” This scenario drastically reduced density and removed most commercial or employment uses. At the last civic meeting the participants voted on the three Scenarios. After the vote was tallied, there was no clear-cut preference for the most representative Future Land Use Map. Milford’s City Planner took the three scenarios and consolidated them into the “best choice” Future Land Use Map. This version of the map was titled Preferred – Alt (see Map 2.1).

All of the partners agreed that this map reflected the goals of the public during the public workshops, while also reflecting existing conditions, approved subdivisions, and known infrastructure improvements occurring in the neighborhood. Density and commercial development were reduced from the current comprehensive plan, development was concentrated around the interchange, and open space and agricultural lands were protected around the periphery of the planning area.

Refining the Public’s Vision: The “Preferred – Revised” Plan

The City and the partner agencies worked over the next year and a half to refine the Preferred – Alt Land Use Plan into the plan that has become the Future Land Use Plan for this Master Plan. The important components of the revision process are described below.

Moving from 100-Acre Grids to Parcels

The UD-SCC model was designed using 100-acre grids as a unit of measure. This makes it easy for planners and members of the public to visualize various land use and neighborhood types. It is easy to move the grids around to create various land use scenarios, even in public meeting settings such as those held at the fire hall. The relative simplicity of this model allows the software to “recalculate” the impact of new land use scenarios quickly, even when using a standard laptop computer.

While this model is perfect for working with the public to visualize various land use scenarios, it is not accurate enough to plan for new infrastructure such as sewer, water, and roads. DeIDOT, a partner in this project, offered its staff expertise to provide detailed mapping of the Master Plan Area using its geographic information system (GIS) software. Very early on in the process, the project team worked with DeIDOT GIS and planning staff to develop a version of the preferred scenario at the parcel level. This map has continued to be refined and is now known as the Land Use Map, Map 1.

Accurately Reflecting Existing Units and Approved Subdivisions

The Master Plan Area currently contains many existing houses, subdivisions, and approved subdivisions. Moving to a parcel-based map allowed the project team to accurately count those units. Although the area is quite large and has a lot of land left to develop, the team quickly realized that many of the parcels already had approved and recorded subdivisions located on them. Some of those subdivisions had already started to be constructed, although construction had slowed by this time due to economic conditions. The decision was made to assume that these subdivisions would eventually be built as they are currently designed. This

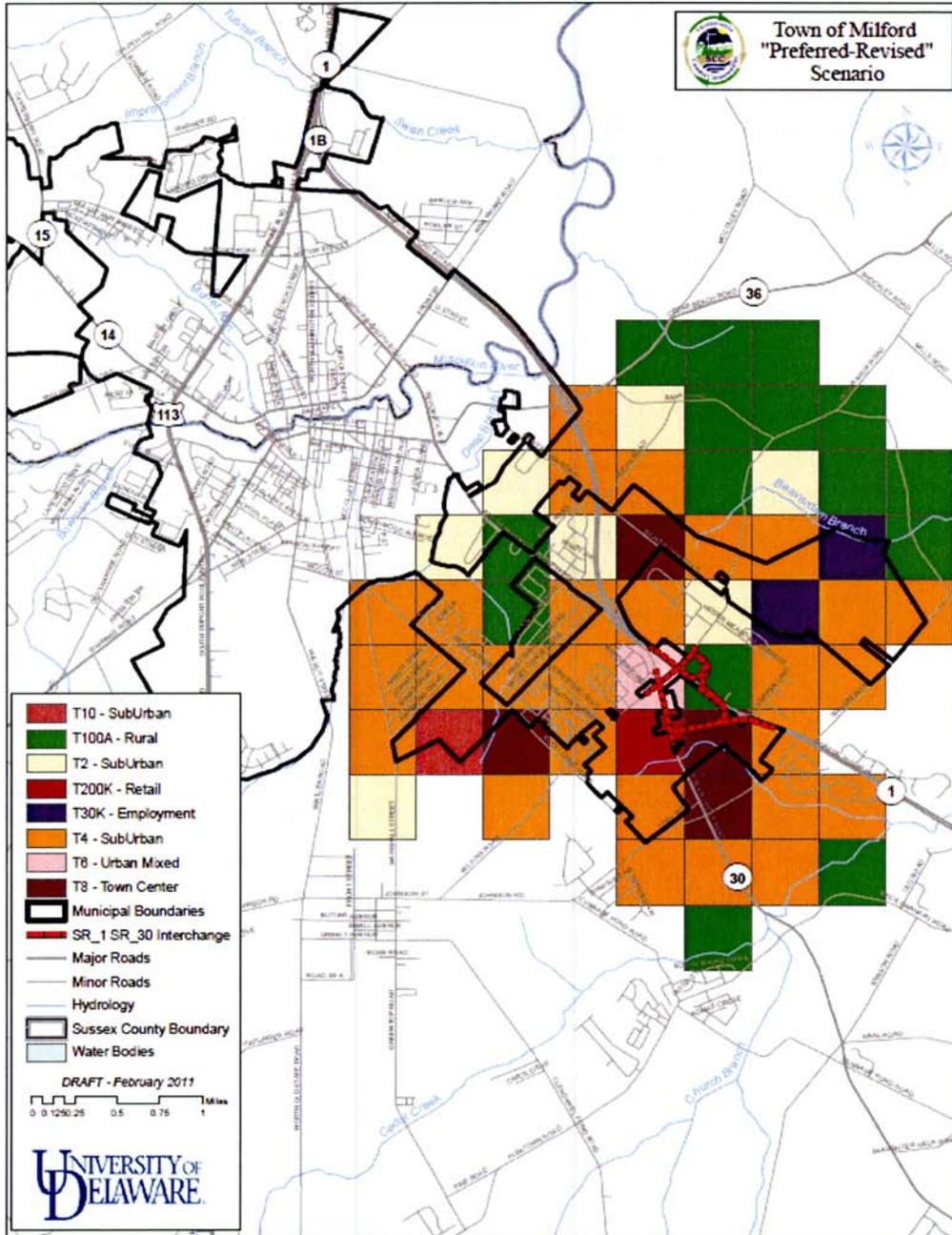
left a smaller subset of parcels that would be the focus of new residential, commercial, and employment land uses. This information is reflected on the Future Land Use Map (Map 1), and eventually was fed back in to the UD-SCC Model to become the Preferred – Revised Scenario (Map 3.1).

Coordinate Land Use Plan with Agricultural Preservation

As a partner in this project, the Delaware Department of Agriculture (DDA) worked to develop a strategy to preserve the agricultural lands along the eastern portion of the Master Plan Area. A number of large farms have already been preserved in this area, and they developed a program to encourage land owners of nearby farms to preserve their land as well. This program is called Transfer of Development Rights (TDRs) and is fully described in Chapter 4.

DDA evaluated the lands within the Master Plan Area in detail and determined which farms had the characteristics and suitability to remain productive. These were identified for future preservation and have been shown as Open Space Agriculture on Map 1. Should the land owners choose to preserve their land using the TDR program, they would be compensated for their “development rights,” and those rights would be transferred to another area. Those areas would be called “receiving areas,” where higher densities would be permitted only by redeeming rights purchased from landowners willing to sell them and protect their land. The land use plan identified three receiving areas where up to eight units per acre would be permitted. These areas are shown as hatch marks on Map 1.

Map 3.1. The Preferred – Revised Scenario



The Land Use and Transportation Connection

As DelDOT was developing its transportation plan for the Master Plan Area (see Chapter 8), it identified the concept of transit loops that would link residential, employment, and commercial uses in the developing area with the existing downtown. Transit service is not viable at the low densities that are present in the area today. In order for transit to be efficient and cost effective, there must be “nodes” or locations of activity where people or jobs are clustered together, so that they might take advantage of bus service or other transit.

The Master Plan initially provided two important nodes of activity. The first is a commercial center or district that is planned west of SR 1 in the vicinity of the planned grade-separated intersection at SR1 and SR30. The other is the proposed employment center located to the east of the same interchange. Both areas will provide a concentration of jobs and services that make them ideal locations for future bus stops. The TDR receiving areas conceived by DDA would also be ideal locations because they would allow for higher-density residential uses, up to 8 du/acre. The project team carefully planned the location of the TDR receiving areas so that they would be along the bus routes, providing bus stop locations to ensure the future viability of transit service for the Master Plan Area.

Base Density in Milford

The Preferred – Alt land use scenario developed as a composite of the public input received at the workshops identified a large portion of the land area to be for single family housing at a density of 2 du/acre. This is consistent with the density permitted by-right under Sussex County’s regulations with access to sewer and water. The City’s position is that any lands that will receive sewer and water must annex into the City limits. Milford’s zoning ordinance allows for a minimum base density of approximately 3 du/acre through their R-1 Zoning District. The City finds that sewer and water utilities are not cost effective with densities of less than this. This information was loaded back into the Community Viz model as a part of the Preferred – Revised scenario.

Milford Southeast Neighborhood Master Plan - Land Use Plan

The final map that will guide future land use in the Master Plan Area is the Land Use Plan, included as Map 1. The land uses identified on this are described as follows:

Residential – Low Density. The majority of the residential land uses in the Master Plan Area are low density, which includes many existing homes and subdivisions, some of which are unbuilt. It

Is assumed that undeveloped lands would be built as mostly single-family homes at a density of about 3 units per acre if annexed into Milford.

Residential – High Density. This land use category is assigned to three approved subdivisions that range from 5 to 12 dwelling units per acre. It is expected and encouraged that these subdivisions will build out as currently approved and/or recorded. Any new residential subdivisions or land developments in this land use category are to be constructed at a density not to exceed 6 dwelling units per acre.

Open Space Agriculture. The eastern portion of the Master Plan Area is identified for open space and agriculture. This will protect the viability of the agricultural industry in this area, protect the environment, and create a “greenbelt” to prevent future development from encroaching to the east toward Slaughter Beach and the sensitive coastal environment near the Delaware Bay.

Employment Center. This land use category is identified with a large employer to bring jobs and economic development to the Master Plan Area. The current concept is a medical campus and/or educational institution that would provide many jobs and services for the region.

Commercial. This land use category is used to identify a future commercial use or district in the vicinity of the proposed interchange at SR 1 and SR 30. It is expected and encouraged that this commercial district may include some mixed uses, such as residential condos or apartments overstores, to provide a vibrant community center that will serve the entire Master Plan Area with needed services and recreation.

TDR Receiving Areas. In these areas the City will allow residential development of up to 3 du/acre “by-right.” In addition to this, developers will be given the opportunity to purchase TDR credits through the program described in Chapter 4 and build at a density of up to 8 du/acre. The areas are hatch-marked to indicate that the boundaries are subject to change based on the design review at the time of development. The only criterion is that all of the higher-density units must be within 1.4 mile of a current or future transit stop. Mixed uses, such as small scale commercial to serve the residents, may be considered at the time of development.

Table 3.1 shows a comparison of the land use categories used on Map 1 with the land use categories used by the UD-SCC Model. This table will allow the reader to compare the

Preferred-Revised Scenario (Map 3.1) to Map 1. Keep in mind that the Preferred-Revised Scenario shown as Map 3.1 is the result of UD’s modeling work. Map 3.1 was completed using 100 acre grids, not parcels, so it is not possible to directly compare the two maps. Although Map 3.1 was important in developing the land use concept for the Southeast Neighborhood, please be aware that Map 1 is the final map which guides future land use in the Southeast Neighborhood governed by this plan.

Table 3.1 Land Use Categories in Map 1 Compared to Land Use Categories in Map 3.1

| Land Use Category on Map 1, Land Use | Land Use Category in Preferred Revised Scenario, Map 3.1 |
|--------------------------------------|--|
| Residential – Low Density | T2 Suburban; T4 Suburban |
| Residential – High Density | T10 Suburban |
| Open Space Agriculture | T100 Rural |
| Employment Center | T30 Employment |
| Commercial | T6 Urban Mixed; T8 Town Center; T200 Retail |
| TDR Receiving | T8 Town Center |
| DeIDOT-Owned Property | T100 Rural |

Sources: Map 1 created by City of Milford with assistance from the Office of State Planning Coordination and DeIDOT. Map 3.1 created by the City of Milford with assistance from the Office of State Planning Coordination and the University of Delaware Sustainable Coastal Communities Initiative. Map 3.1 developed using the UD-SCC Model.

By the Numbers: Build-Out Timing and Phasing

The land use details included in Map 1 were loaded back into the UD-SCC Model in order to generate build-out calculations for the area. This allowed the project team to compare the Land Use Plan with the Preferred – Alt scenario developed as a composite from the workshops. It also allowed comparisons to the current Milford Comprehensive Plan. See Table 3.2 for a summary of the differences and Appendix 1 for a more detailed review of the model output.

Build-Out: How Much Could be Built Some Day?

Planners use the term “build-out” to describe how much development could be achieved in a given plan or planning area. This is a very effective and necessary exercise for this Master Plan, as it has allowed the project team to properly design and size infrastructure improvements such as roads, water, and sewer.

The current Milford Comprehensive Plan would allow for up to 15,000 new dwelling units and approximately 39,700 new residents. The Preferred – Alt scenario yielded approximately 7,600 new homes and 19,500 residents. The Land Use Plan, reflected by the Preferred – Revised scenario on Table 3.1, has room for about 11,800 homes and 30,700 residents. This is less than

the current comprehensive plan but more than the Preferred – Alt scenario. The increases are due to Milford’s base density for low-density development and the higher accuracy in accounting for existing homes as well as approved subdivisions.

In terms of jobs and non-residential space, the relationship is similar. The current comprehensive plan would allow for a massive amount of commercial space, almost 8 million square feet and 10,200 jobs. In the workshops, the public drastically reduced this amount of commercial to just less than 1 million square feet and about 2,500 jobs. Perhaps more importantly, the commercial activities and employment land uses were clustered around the new grade separated intersection to allow for safe road access. Other positive effects of this choice were that these areas can be served by transit and have the potential to serve as a commercial district for the new community. The project team revised the amount of building square footage up to about 3 million and 4,800 jobs to account for developer’s plans for these areas, but it did not increase the overall amount of land devoted to commercial and employment uses. In fact, the team realized that some of the commercial lands identified in the current comprehensive plan were not able to be safely accessed from the roadways and were thus changed to low-density residential future land use.

Timing and Phasing: How Long Will This Take?

While the “build-out” exercise is important for planners and engineers, the question that most people want to know the answer to is, “When will all of this development be built?” The answer to this question is very important to planners as well because it is necessary to develop timing and phasing plans to ensure that infrastructure is in place when it is needed by new residents and businesses. It is not a cost effective use of tax dollars to build infrastructure before it is needed, either. So timing is critical.

The project team developed some realistic assumptions about the pace and timing of development based on regional and statewide data about population growth and data specific to Milford in the form of building and development permits. Many people can remember the frantic pace of building and land-development activity just a few short years ago in the mid-2000s. We all know now that this was what economists call a “bubble” and was an unusual and short term phenomenon that does not reflect what might happen in the future over a longer period of time. Actual growth and development rates will be much more modest and sustainable based on economic realities, not market “bubbles.”

The team selected a growth rate of approximately 2% per year for Milford, including the Master Plan Area. This averages out to about 40 new houses and 80 new residents per year, which is similar to the historic average experienced in Milford. Using the UD-SCC Model, two future scenarios were developed to reflect what is expected in future years. In 2020 it is expected that an additional 491 houses and 1,251 residents would be in the Master Plan Area. This scenario also assumes that a small amount of new commercial is constructed, only 160,000 square feet employing 462 people. The second scenario assumes the same rate for residential growth, with an additional 525 houses and 1,330 people. However, by 2030 the team assumed that some of the larger commercial and employment uses would be constructed and operational (perhaps a new shopping center, or even a medical campus at the Innovation Park site). As such, more than 1 million non-residential square feet of building space and over 1,100 new employees would be expected by 2030.

Table 3.2. Summary of Alternative Plan Scenarios from Community Viz

| | Existing Land Use | Preferred Alt (at buildout) | Preferred Revised (at buildout) | Growth 2020 | Growth 2030 | Milford Comp Plan as adopted (at buildout) |
|-----------------------|-------------------|-----------------------------|---------------------------------|-------------|-------------|--|
| Dwelling Units | 1,943 | 7,626 | 11,769 | 2,434 | 2,959 | 15,083 |
| Number of Residents | 4,709 | 19,459 | 30,739 | 5,960 | 7,290 | 39,659 |
| Commercial Floor Area | 0 | 995,000 | 2,985,000 | 160,000 | 1,185,000 | 7,970,000 |
| Employees | 262 | 2,519 | 4,875 | 724 | 1,854 | 10,275 |
| Date Created | Oct. 2009 | Oct. 2009 | Dec. 2010 | Apr. 2011 | Apr 2011 | Jan. 2009 |

Sources: University of Delaware Sustainable Coastal Communities Initiative. Growth 2020 and 2030 scenarios developed by City of Milford, Office of State Planning Coordination, and UD based on Delaware Population Consortium growth rates and City of Milford building permit information.

Milford South East Neighborhood Master Plan

Map #1 Land Use

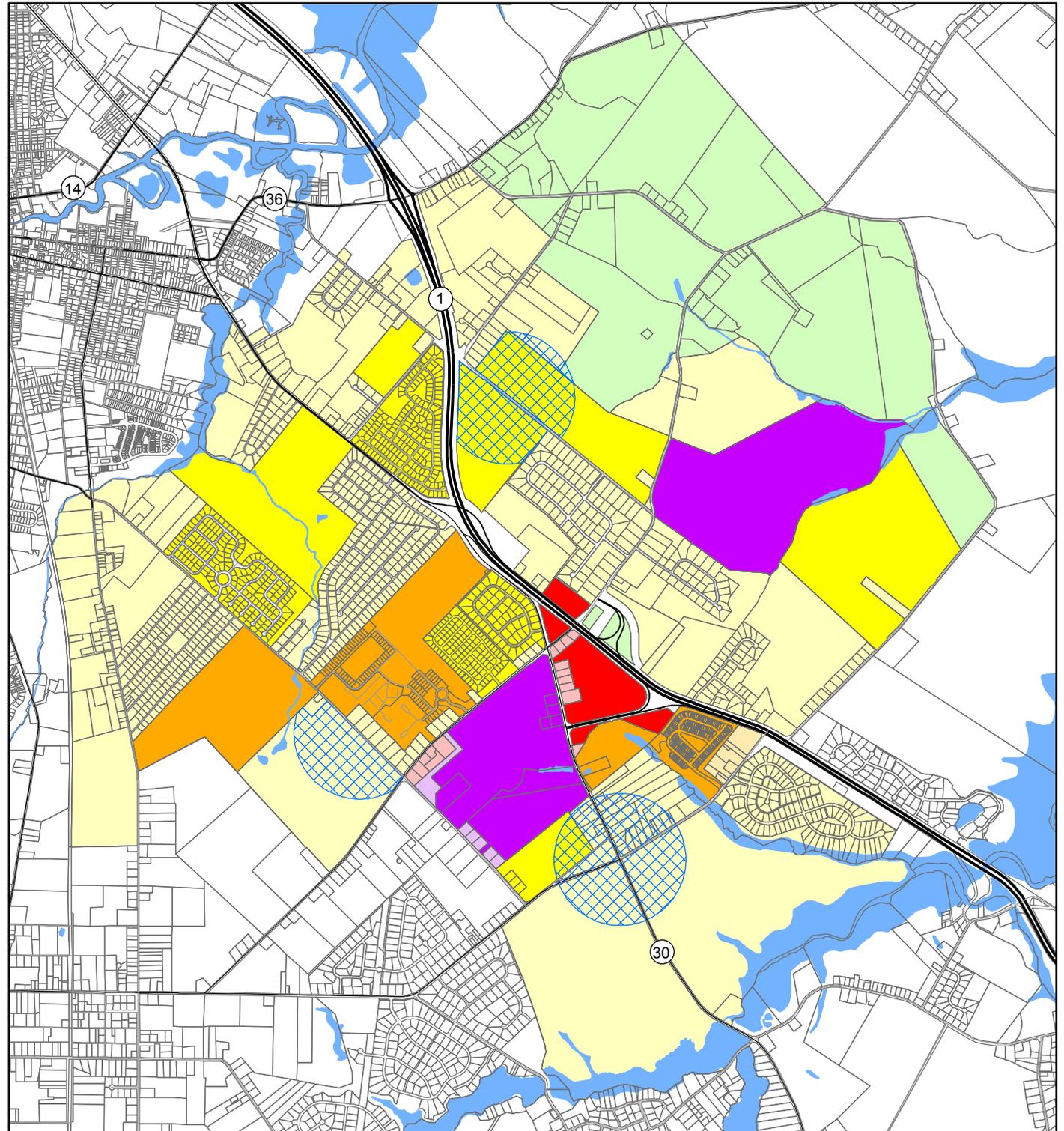
Revised March 2017

Legend

-  TDR Receiving Areas
-  Employment Center
-  Commercial
-  Residential - Low Density
-  Residential - High Density
-  Open Space Agriculture
-  Proposed Employment
-  Proposed Commercial
-  Proposed Residential - Low Density
-  Proposed Residential - High Density
-  Proposed Open Space Agriculture



0 0.25 0.5 1 Miles



Chapter 4

Agricultural Preservation

The Delaware Department of Agriculture (DDA) supports and endorses the City of Milford Southeast Neighborhood Master Plan. The Department is especially encouraged to see the large area of farmland to southeast designated as continued agricultural use. The state has already made a significant investment of taxpayer's money to permanently preserve a number of farms in this area through the Delaware Agricultural Lands Preservation Foundation (DALPF). In addition, the Department has performed a Land Evaluation/Site Assessment (LESA) analysis of the parcels designated as Open Space-Agricultural in the plan. The LESA model was developed by the United State Department of Agriculture (USDA) to evaluate a parcel of land's suitability to remain in agriculture for the foreseeable future. The analysis showed all of the parcels are well-suited, and best used, for agricultural in the future. The DDA will continue to work with land owners in this area to preserve their farms permanently, and build on the investment the state has already made.

Simply preserving farmland is not enough to encourage and support farming in the state. State government and municipalities must make the occupation of farming a viable and rewarding living for the farmer and their family. The Department offers some suggestions below that are mutually beneficial to both the city and the surrounding farms. In addition, the Department has outlined a plan for a transfer of development rights (TDR) program whereby the city and DALPF can partner to permanently preserve the farmland identified in the master plan.

In addition to providing a living to farmers, farmland provides a number of intangible benefits to the cities and people who live around them. In the case of Milford, preserving the farmland to the southeast will create a predictable city limit, with no threat that the land can be developed into residential developments through Sussex County. This would ensure that city's services and infrastructure will not be stressed and overextended without additional tax base to support it.

The farmland will also provide a visual amenity of open green space to city residents along the southeast boundary of the city. There are also environmental benefits such as cleansing precipitation before it recharges the underlying aquifers that feed the city's well fields. The surrounding farm businesses will also be a source of income for the city's businesses, when farm families shop in city. Nearby farms also present the possibility of providing fresh local fruits and vegetables to city residents via roadside produce stands or "u-picks."

Milford Southeast Neighborhood Master Plan Transfer of Development Rights Program

The Delaware Agricultural Lands Preservation Foundation (DALPF) will partner with the City to develop a Transfer of Development Rights (TDR) program. The Department suggests a program whereby the city selects which farms it wants to permanently preserve, and which properties within the city would be allowed to use the TDR credits to build additional dwelling units.

Although the city would have discretion in choosing which farms to preserve, the Department recommends the farms be enrolled in the DALPF program first in order to be eligible. The DALPF is a voluntary program whereby the landowner initially agrees not to develop the land for 10 years. During that 10-year period, the landowner is eligible to sell his/her development rights to the state and receive money in exchange for permanently preserving the property in agriculture. In this area, the landowner will also have the option to sell Transfer of Development Rights through the program that will be described in this chapter. Landowners will have at least two options for preservation from which to choose.

The DALPF is a well-established program for preserving farmland. It has been in operation for nearly 20 years and has permanently preserved over 100,000 acres in Delaware. This 100,000 acres represents nearly 20% of the state's available farmland and approximately 8% of the state's total land area.

By partnering with DALPF, the City will avoid the initial financial expenditures required to preserve a parcel of land. These expenditures include paying to survey the property, paying the legal costs of a real estate settlement, and other associated administrative costs. DALPF would bear those costs. In addition, the City would avoid the future obligation of monitoring the preserved farms to make sure they remain in compliance with the preservation agreement (easement). DALPF would assume that responsibility and would add any properties preserved by Milford to the hundreds of permanently preserved farms it already monitors. In addition, should any future litigation be required to uphold the preservation easement, the City would not have to incur any legal costs.

How a Transfer of Development Rights (TDR) Program Works:

In order for a TDR program to work, a viable market has to be created through a number of steps, including ordinances.

The first step in the process is for the City of Milford to identify “sending areas” and “receiving areas.” TDR sending areas are defined as the areas, and properties, from which TDR credits will come. The goal is to permanently preserve these areas as farmland and open space through deed restriction/easement. In return for agreeing to permanently preserve a farm, the landowner would be compensated monetarily. The number of dwelling units (DUs) that could have been built on the property would then be “sent,” or “transferred,” to a previously designated receiving area where the City is prepared for development at higher densities. In addition to sending areas, the City would also have to identify “receiving areas” within its municipal boundary. These areas would have to have the available infrastructure to accept higher density. The City would also need strong ordinances in place that would only allow additional density if the developer participated in the city’s TDR program. In addition, the ordinance must make the addition of more DUs (higher density) through the TDR program “by right.”

Milford’s TDR Program

Selecting the Sending Areas

In order to identify suitable sending areas, DDA performed a GIS analysis of properties just outside, or straddling, the city’s future projected growth boundary to the southeast. In order to determine which farm parcels would be most suitable for preservation, the department applied the same qualifying criteria used by the state’s Agricultural Lands Preservation Program. The analysis identified 11 farm parcels encompassing 720 acres. These properties are shown in Table 4.1 and on the Agriculture Map, Map 2. This area is ideal because a number of farms have already been permanently preserved by the Delaware Agricultural Lands Preservation Program. In addition, there are several other farms in the area that are currently enrolled in the DALPF program, waiting to be permanently preserved. The farms in the sending area are currently zoned for two (2) units to the acre under the Sussex County zoning code. Therefore, approximately 1,452 dwelling units could be transferred into the City of Milford and used on properties designated as receiving areas. The proposed sending areas are shown as “Open Space Agriculture” (green color on legend) on the land use map (Map 1).

Selecting the Receiving Areas

Finding eligible farms willing to sell their development rights is only one side of the equation. The City must also identify areas prepared to accept additional dwelling units above the maximum number allowed by the underlying zoning. The additional DUs would only be allowed if the developer participated in the city’s TDR program. Receiving areas have been identified based on a number of enabling factors, including sewer and water availability, road and traffic

considerations, availability of public transportation, existing density in the area, proximity to public services, environmental considerations, and other factors.

After considering and weighing all the factors previously discussed, DDA supports the city using the three (3) areas defined by the hatch-marked areas on the Land Use Map (Map 1). These areas are centered on future public transportation locations, or nodes. These areas are in proximity to future employment centers and commercial services and are not located on environmentally sensitive lands as identified by DNREC. See Table 4.2 for more details.

Some the land in the receiving areas is already within Milford's municipal boundaries. In order for the other lands to participate as receiving areas through this program, they will have to be annexed into the City of Milford. Upon annexation, these lands will be zoned at the base density, currently known as R-1 under Milford's existing zoning ordinance. This ordinance currently allows development at up to approximately 3 du/acre. Property owners/developers would be allowed to develop at that density under the current regulations. However, if the property owner/developer choose to participate in the TDR program, the land could be developed at up to 8 du/acre if there is a transfer of units from the sending area. This transfer would be "by-right," meaning that there is no special approval needed to complete the transfer as long as the parameters and requirements of the program are met. The developer's plan would still have to go through the standard subdivision review process through the Planning Commission and City Council, to ensure it meets city code requirements. The area encompassed by the hatch-marked areas equals approximately 280 acres. Therefore, multiplying that area by five (5) additional units per acre would allow up to 1,400 units to be transferred, potentially preserving 720 acres of farmland in the receiving area.

Table 4.1. TDR Sending Area Analysis

| Parcel Number | LESA Score | Acres | Zoning Yield ¹ |
|---|-------------------|---------------|---------------------------|
| 330-12.00-10.00 | 185.08 | 60 | 120 |
| 330-08.00-47.00 | 220.19 | 14.7 | 28 |
| 330-12.00-08.00 | 222.51 | 117.4 | 235 |
| 330-08.00-28.00 | 172.61 | 46.2 | 92 |
| 330-08.00-24.00 | 189.26 | 41.29 | 101 |
| 330-12.00-01.03 ² | 210.7 | 118.18 | 236 |
| 330-12.00-01.02 ² | Part of 330-12.00 | | |
| 330-12.00-01.02 ² (Unit 21805) | Part of 330-12.00 | | |
| 330-12.00-01.00 | 181.54 | 66.8 | 132 |
| 330-08.00-19.00 | 192.19 | 85.5 | 170 |
| 330-08.00-19.02 | 192.19 | 16.3 | 32 |
| 330-08.00-20.00 | 232.5 | 105.6 | 210 |
| 330-07.00-75.00 | 184.27 | 48.4 | 96 |
| Totals | | 720.37 | 1,452 |

Source: Delaware Department of Agriculture

¹ Zoning Yield reflects 2 dwelling units per acre, which is currently allowed in the Sussex County AR-1 Zoning District

² Shaded parcels are currently enrolled in an existing Agricultural District.

Table 4.2. TDR Receiving Area Analysis

| Milford TDR Receiving Areas: Located within ¼ Mile of Public Transportation Nodes | | | | |
|---|------------|-------------------------------|------------------------------|-----------------------------------|
| Node | Acres | Base Zoning at 3 DU / Acre | TDR Zoning at 8 DU / Acre | Additional DUs through TDR Use |
| 1 | 58 | 174 | 696 | 522 |
| 2 | 118 | 354 | 1,416 | 1,062 |
| 3 | 104 | 312 | 1,248 | 936 |
| Totals | 280 | 840 | 2,240 | 1,400 |

Source: Delaware Department of Agriculture, City of Milford, and Office of State Planning Coordination

Purchasing Development Rights Using a TDR Bank Concept

Some traditional TDR programs require the developer to find a suitable farm to preserve and a landowner willing to sell his/her development rights. The developer would have to negotiate a price with the owner and handle all of the legal and administrative requirements to permanently preserve a parcel of land from future development. This process typically requires a lot of time and money from the developer. This is generally not in the developer's best interest if they are trying to take advantage of prevailing real estate market conditions favoring building at higher densities.

DDA will assist the city in the creation and administration of a TDR bank in lieu of the aforementioned process. In a TDR bank concept, the City would begin with either seed money or TDR credits from lands already preserved. Developers would purchase TDR units to allow them to build at higher density from the bank. An administrative fee may also be assessed to account for legal and other costs that may be necessary to complete the transfer. The City (aka “the bank”) would aggregate all the funds it collects from developers who purchase these rights and use that money to purchase the development rights on properties enrolled in the DALPF program and located in the city’s designated sending area. These units would then be available to be re-sold to future developers. The City would choose which farms it wanted to purchase based on predetermined criteria they establish.

In addition to the funds the City would have, the City would also be eligible for state-matching funds from DALPF, as well as any federal matching funds from United States Department of Agriculture (USDA) Farm and Ranch Lands Protection Program (FRPP). As allowed by law, these matching funds would be awarded to the city based on availability. If the City were able to capture state and federal matching funds, it could significantly leverage funds with additional money and preserve additional farm land.

Setting the Cost of TDR Credits or Units

DALPF recommends that the value/cost of a unit of development rights for transfer be based on the most recent real estate appraisals done on properties near the designated sending areas. If there are insufficient real estate appraisals to determine a value, DALPF could undertake a sample appraisal process to establish a fair value. The value could be established for a given calendar year, or on any other schedule the City deems appropriate. Pricing could be done by land classification if the rights were variable in the city’s system, again based on recent appraisal information. As another option, the City could set values based on the presumed value of the rights, with a deduction for the developer’s profit. Studies have shown that a developer needs to realize a 35 percent profit margin when buying TDR credits in order to have an incentive to buy them.

Summary of Benefits of this Program

- The TDR bank allows developers to purchase rights at pre-set prices. No need to locate willing land owners and negotiate prices.
- Farmers and landowners can sell directly to the TDR bank at pre-set prices, determined through fair appraisal methods. No need to negotiate with developers.

- TDRs can be sold and purchased in appropriate increments based on needs and market conditions at the time. No need to match a farmer/landowner with a developer who needs exactly the number of TDRs they wish to sell.
- Additional density would be allowed “by right,” and the developer will not have to go through a separate public approval process to use the credits.
- As a part of this program, the use of TDRs will entitle the builder/developer to all of the benefits of expedited review and processing that accrue to those who adhere to the recommendations and requirements in the Master Plan area.
- The City and the State will also dedicate a permanent plaque or marker in the development, and the farmland that was preserved, that memorializes and recognizes the developer’s contribution.

Additional Recommendations for Implementation of Agricultural Preservation:

1) DDA recommends that the City require any property developed adjacent to land designated as Open Space Agriculture to include a forested buffer between the property and adjacent farmland. This is already required by Sussex County. As a courtesy to Sussex County, DDA’s Forest Service reviews the effectiveness of the buffer and makes a recommendation to the county on whether or not to accept the buffer as is, or require modifications. The Department would offer the same service to the city.

2) In addition to a forested-buffer requirement, DDA also asks that the City work with developers on where they “mass” their houses or buildings. Whenever practical the Department requests that the City require developers to cluster their approved building lots and place as much of the residual community open space near adjacent farm parcels. This would further help eliminate or mitigate any conflict that may arise from dissimilar land uses.

3) DDA asks that the city review its zoning ordinances for compatibility with future agricultural business or agriculture related uses. It is important to provide provisions and flexibility in the zoning code to accommodate future agriculture related activities.

4) DDA would note that all properties enrolled in the state’s farmland preservation program are afforded the protections listed in Appendix 3. In addition, Sussex County adopted a “mirror” ordinance to provide these protections to all farms located in Sussex County. These protections should be considered during the city’s planning process in an attempt to place more compatible land uses next to properties engaged in agriculture. In addition, there is a restriction on the location of water wells in DNREC’s regulations that should be considered.

Milford South East Neighborhood Master Plan

Map #3 Land Use & Environment

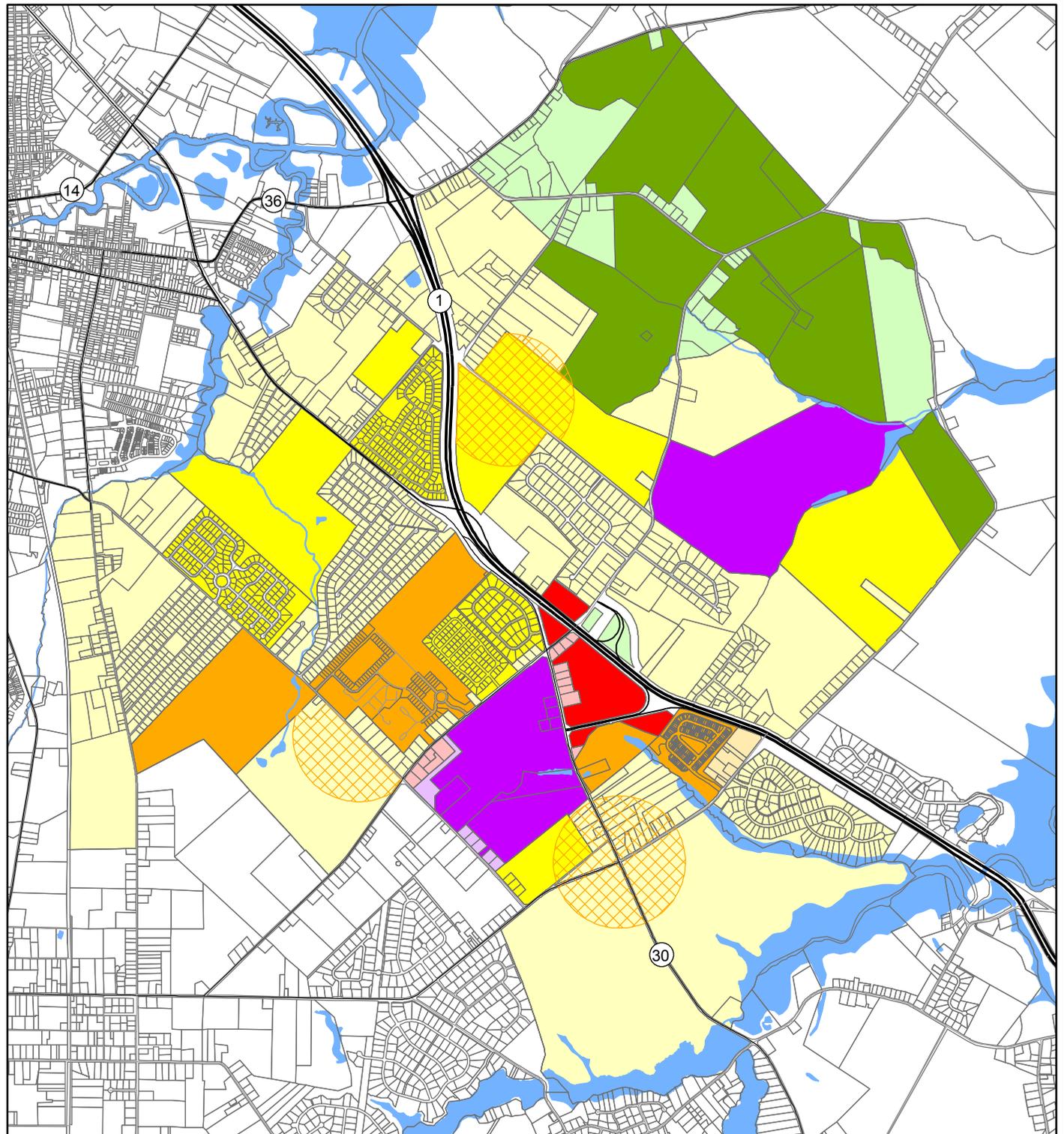
Revised March 2017

Legend

-  TDR Receiving Areas
-  TDR Sending Areas
-  Employment Center
-  Commercial
-  Residential - Low Density
-  Residential - High Density
-  Open Space Agriculture
-  Proposed Employment
-  Proposed Commercial
-  Proposed Residential - Low Density
-  Proposed Residential - High Density
-  Proposed Open Space Agriculture



0 0.25 0.5 1 Miles



Chapter 5

Environmental Protection

The Delaware Department and Natural Resources and Environmental Control (DNREC) has evaluated Milford's Southeast Neighborhood in order to develop a proactive environmental protection strategy to be a part of this plan. This plan will allow the development of the master plan area to proceed while protecting key resources and creating more livable and connected communities in that area. DNREC utilized GIS resources and a collaborative planning process involving several programs within the Department to identify three opportunity areas for preservation and environmental protection. The first area is the medical/commercial area east of SR1 (Area 1). The second is the mixed-use shopping area at the intersection of SR30 and Johnson Road (Area 2). The third area is the southernmost boundary of the Southeast Neighborhood along Swiggetts Pond and Cedar Creek (Area 3).

Environmental Overview of the Master Plan Area

Delaware's natural life-support system (often referred to as green infrastructure) is a network of natural areas, parks, conservation areas, and working lands all with conservation value. Many of these areas are carefully planned and managed by federal, state, or local governments, not-for-profit organizations and individual landowners. These components support native species, maintain natural ecological processes, sustain air and water resources and agricultural enterprises, and contribute to the health and quality of life for Delaware's communities and people.

DNREC has embraced as its core policy for natural-resource protection, the following eight Ecological Guidelines:

- 1) Maintain large areas of contiguous habitat and avoid fragmenting these areas.
- 2) Maintain meaningful wildlife corridors and potential non-consumptive bicycle and pedestrian connections between habitat areas and adjacent land uses.
- 3) Protect rare landscape elements, sensitive areas, and associated species.
- 4) Allow natural patterns of disturbance to continue to maintain diversity and resilience of habitat types.
- 5) Minimize direct and indirect human disturbances and the introduction and spread of non-native species and favor native plants and animals.
- 6) Minimize human introduction of nutrients, chemicals, and pollutants.

- 7) Avoid land uses that deplete natural resources over a broad area and allocating such land uses to areas of minimal natural resource impacts.
- 8) Compensate for adverse effects of development on natural processes.

Excellent Recharge Areas

There are several excellent recharge areas within the Southeast Neighborhood, notably in the vicinity of the employment center proposed east of SR 1 (Area One). The protection of excellent-recharge areas offers multiple long-term environmental benefits. These benefits include water quantity, water quality, and the preservation of stream/wetland ecological functions. An estimated one-third of Milford's total drinking water supply is withdrawn from a shallow unconfined aquifer known as the Columbia aquifer. The Columbia aquifer's major source of water recharge is from those areas delineated as areas of excellent recharge. Therefore, using this area of excellent recharge to site building structures and/or water-infiltration structures may reduce the quality and quantity of water available to existing and future residents from wells that obtain drinking water from this aquifer. Moreover, the impact to water quality and quantity is likely to extend to those residents who live far beyond the proposed project site, as the Columbia aquifer is a major drinking water source for a significant portion of the population who reside in Kent and Sussex counties. The upshot to development in the area of excellent water recharge is to pass those water-quality and water-quantity impacts in the form of increased water utility rates to existing and future residents as the waters of the Columbia aquifer are depleted and/or contaminated.

Regional Stormwater Management

Originally DNREC had urged the City to consider regional approaches to stormwater management for new development in the planning area. A GIS review of the terrain and natural features indicated that a regional stormwater-management approach is not practical at this time. In order to obtain sufficient drainage area for a regional system to work, existing subdivisions would need to be retrofitted and stormwater from DeIDOT roads and road improvements would have to be included. Neither is likely to happen in the short term, or on a regional scale in this area. This is due to both the topography as well as the fact that there are numerous existing developments that are not likely to re-develop in the foreseeable future.

However, there is an opportunity for greater communication and coordination between DNREC and DeIDOT with regard to stormwater management and road improvements. This coordination will be ongoing throughout the development of this master-plan area.

Opportunities to share facilities and streamline the review process will be continually evaluated and implemented as individual properties within the master plan area develop and re-develop.

A stormwater utility is a legal and financial structure to allow stormwater facilities to be constructed, managed, and maintained in common by a local government or other entity that functions as a public utility. A stormwater utility would be modeled after a sewer or water utility, only the infrastructure would be stormwater ponds, pipes, outfalls, ditches, drainage ways and the like. Stormwater-management facilities rarely impact only one property, which is what makes the utility approach a logical tool for managing drainage. This master-plan area is well suited to such a utility, although there are many ways to structure such an entity. Both the City and DNREC agree to explore this option in more detail as this area develops in accordance with this master plan.

Cedar Creek Natural Area.

Sections of the wooded areas of the Milford Southeast Master Plan Area are part of the Cedar Creek Natural Area (see Map 5.1). Natural Areas contain lands of statewide significance identified by the Natural Areas Advisory Council as the highest quality and most important natural lands remaining in Delaware. The Milford Southeast Area Master Plan acknowledges and provides protection for the Cedar Creek Natural Area.

Natural Area protection recommendations are listed below. These protections are included as Design Guidelines in Chapter 10:

1. Prohibit/limit the removal of trees within the Natural Area.
2. Provide buffers to the Natural Area. Prohibit additional development within 300 ft. of the existing Natural Area.
3. Prohibit storm water structures in the Natural Area.
4. Require green technologies to manage stormwater in the master-plan area, and particularly in the vicinity of the Natural Area. These best management practices use the natural processes of vegetation to filter stormwater, take up harmful pollutants, and improve groundwater recharge without expensive infrastructure.

Cedar Creek Nature Preserve

Cedar Creek Nature Preserve is adjacent to the south end of the Southeast Planning Area (see Map 5.1). A number of rare species can be found in association with this habitat type. To protect the rest of this contiguous forest area, it should be preserved as a Nature Preserve. A Nature Preserve is a special designation that provides additional protection for this important natural-resource area. Such a designation would be achieved with the assistance of the State Office of Nature Preserves within DNREC. Should these areas be annexed as envisioned by the Master Plan, Milford will work with private landowners and the State Office of Nature Preserves to promote the dedication of the Natural Area as a Nature Preserve.

Wildlife Habitat

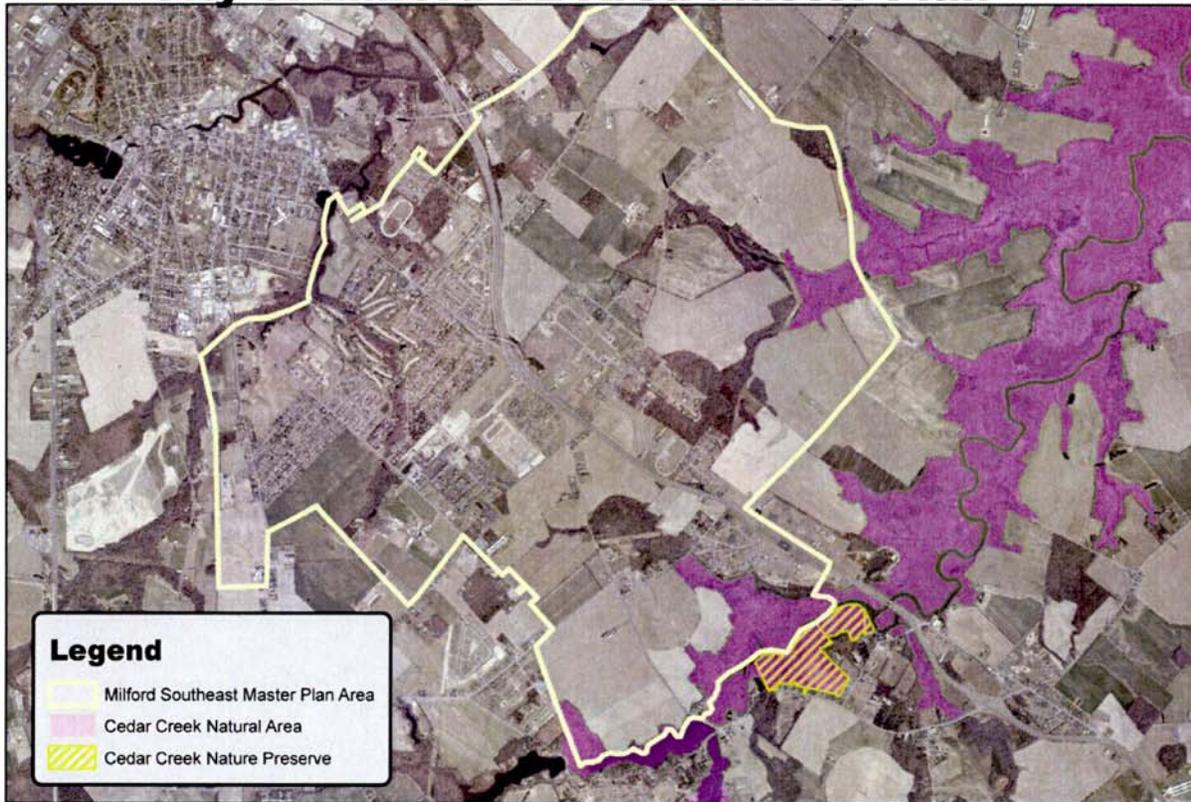
There are several significant natural features in the Southeast Master Plan Area, including the aforementioned Cedar Creek Natural Area and Cedar Creek Nature Preserve, which provide habitat for a wide variety of plant and animal species. Key Wildlife Habitats (KWH), a designation found within the Delaware Wildlife Action Plan (DEWAP) are rare, have special significance in Delaware, are particularly sensitive to disturbance, and/or have a high diversity of rare plants. Large blocks of unfragmented forests and wetlands are also considered to be KWH because of their importance to area-sensitive species, particularly vertebrates.

Priority areas include riparian buffers, contiguous forest blocks, and forested corridors. In order to retain the ecological function of the forests within the Southeast Master Plan Area, fragmentation of existing forest blocks would need to be minimized. Preserving larger, connected areas of forest as open space will provide wildlife with needed food, water, shelter, and places to raise young.

A 300-foot minimum upland buffer is recommended in all areas that support State-rare Atlantic White Cedar Wetlands (AWCW), specifically in Area One and Area Three. Swamp pink, a federally threatened plant, occurs within the AWCW and is very sensitive to changes in hydrology, especially increases in pH and sediment. To protect water quality for other wetlands, water courses, and water bodies, and to provide wildlife habitat for wetland dependent species, upland buffers of at least 100 feet are recommended within the planning area.

Map 5.1. Cedar Creek Natural Area and Nature Preserve

Cedar Creek Nature Preserve City of Milford SE Area Master Plan



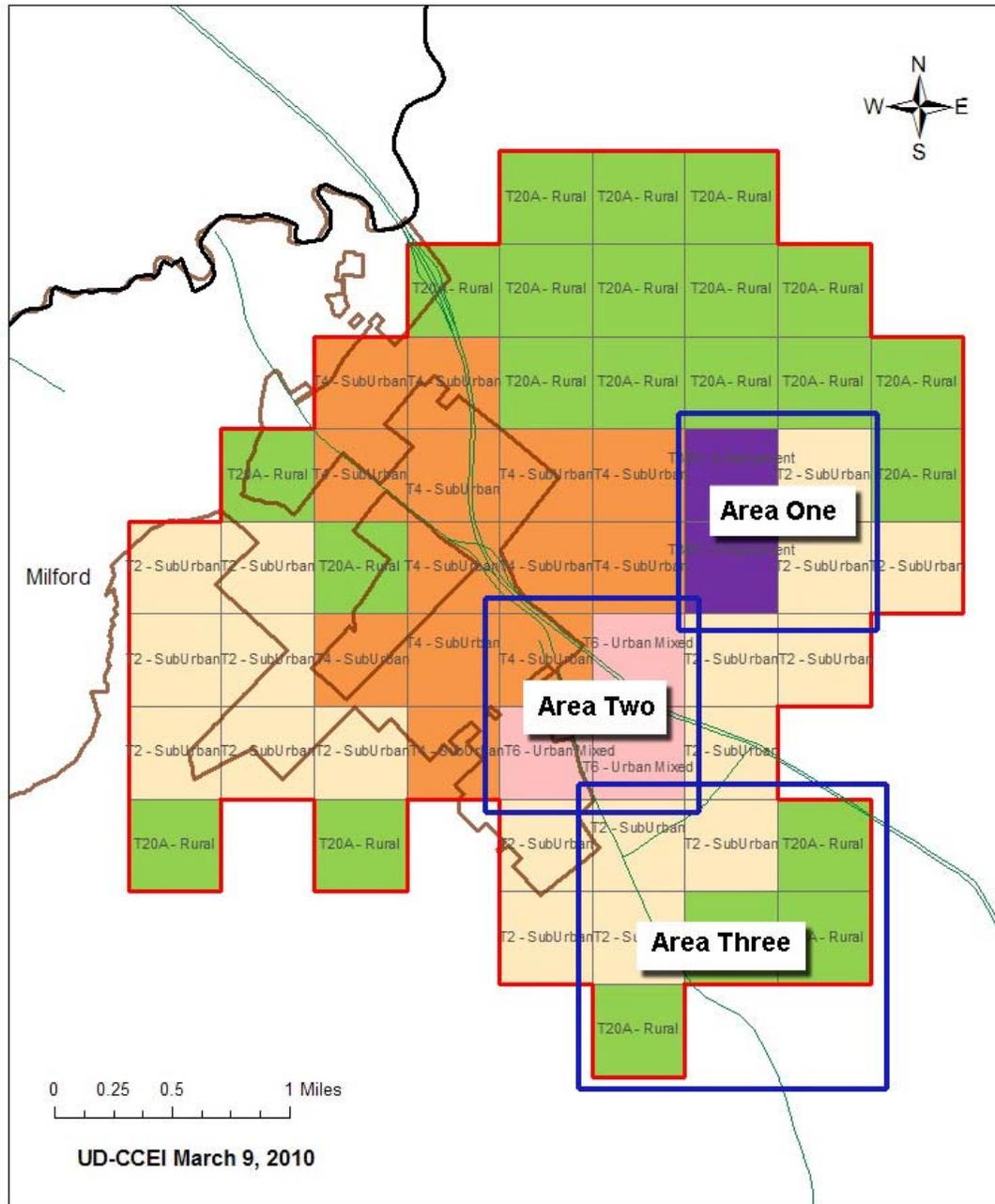
Parks and Recreation

The City of Milford has been awarded a grant through the Delaware Land and Water Conservation Trust Fund (DTF) to develop a Pedestrian/Multi-Modal Master Plan. The purpose of this plan will be to identify new routes within the City of Milford that need to be designated for bicycle facilities and multi-modal paths as well as gaps in the existing connectivity system and links to other modes of transportation. The plan will expand the existing transportation system and will support economic activity and growth by integrating land use and transportation planning through coordinated bike and multi-modal routes. The recommendations and findings of this plan will be implemented in the Master Plan area in coordination with Chapter 8, Transportation.

The 2008 - 2011 Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides guidance for investments in needed outdoor recreation facilities. Citizens surveyed in Milford and eastern Sussex County list the following as high priorities for recreation: walking/jogging paths, bicycle paths, public swimming pools, playgrounds, open space/passive recreation, picnic areas, hiking trails, and fishing areas. In the Master Plan area, these outdoor recreation priorities will be implemented through the development of complete streets and a multi-modal transportation network as described in Chapter 8, Transportation. They will also be addressed through the design of new communities in accordance with Chapter 10, Design Guidelines, and the other ordinances found within the City of Milford Subdivision Ordinance.

Map 5.2. Specific Conservation Areas in the Master Plan

SE Neighborhood - Milford "Preferred" Scenario Map by Land Use



Specific Conservation Areas

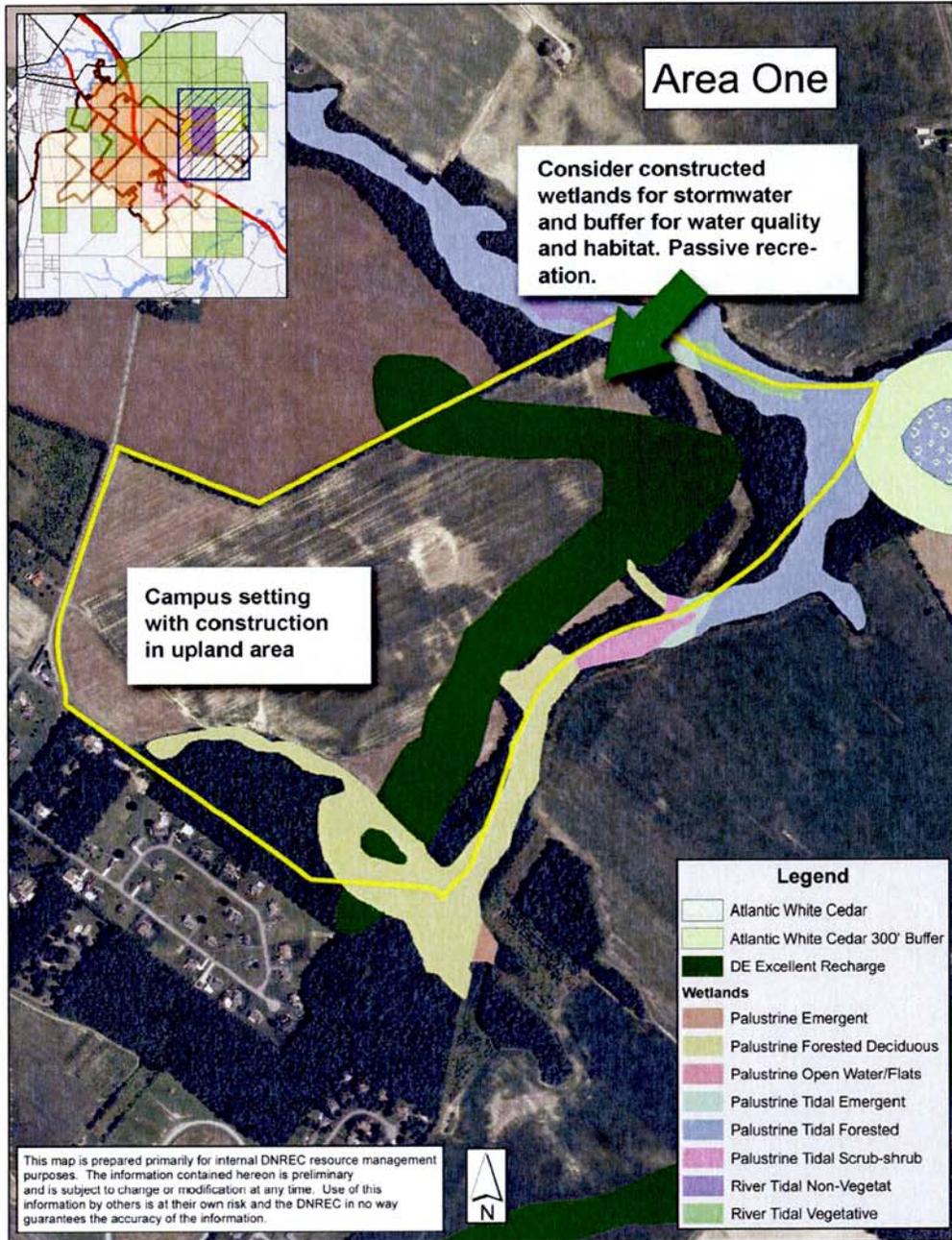
Area One - Employment Center

Area One consists of the lands proposed for an employment center in the master plan. The current proposal for the development of this area contains a commercial and medical campus. This area contains a large excellent-recharge area (see Map 5.3, Area One) and forested tidal wetlands on its easternmost edge.

The current developers have said they intend for this complex to be developed as a campus, with the likelihood of multiple stories and even structured parking. Such an approach is necessary to limit impervious cover and protect these key resources. Intense development should be clustered on the upland portion of the parcel, and the eastern portion would be used for passive recreation and open space.

The Downer and Ingleside soils in Area One are the preferred location for stormwater infiltration. The excellent-recharge areas should be protected so that they may function for the maximum benefit possible to limit the generation of stormwater runoff. When these areas are to be utilized for any stormwater runoff-management practices, the pretreatment of stormwater may be necessary prior to infiltration. Another possibility is to construct wetlands between the excellent-recharge area and the forested tidal wetlands to manage stormwater and strengthen the buffer between the tidal areas and the developed portion of the property. This is one area that could benefit from a stormwater utility approach. Revenues from a stormwater utility could be used to purchase easements and/or construct and maintain those wetlands as stormwater facilities by the city or other management entity identified in the design of the utility.

Map 5.3. Area One

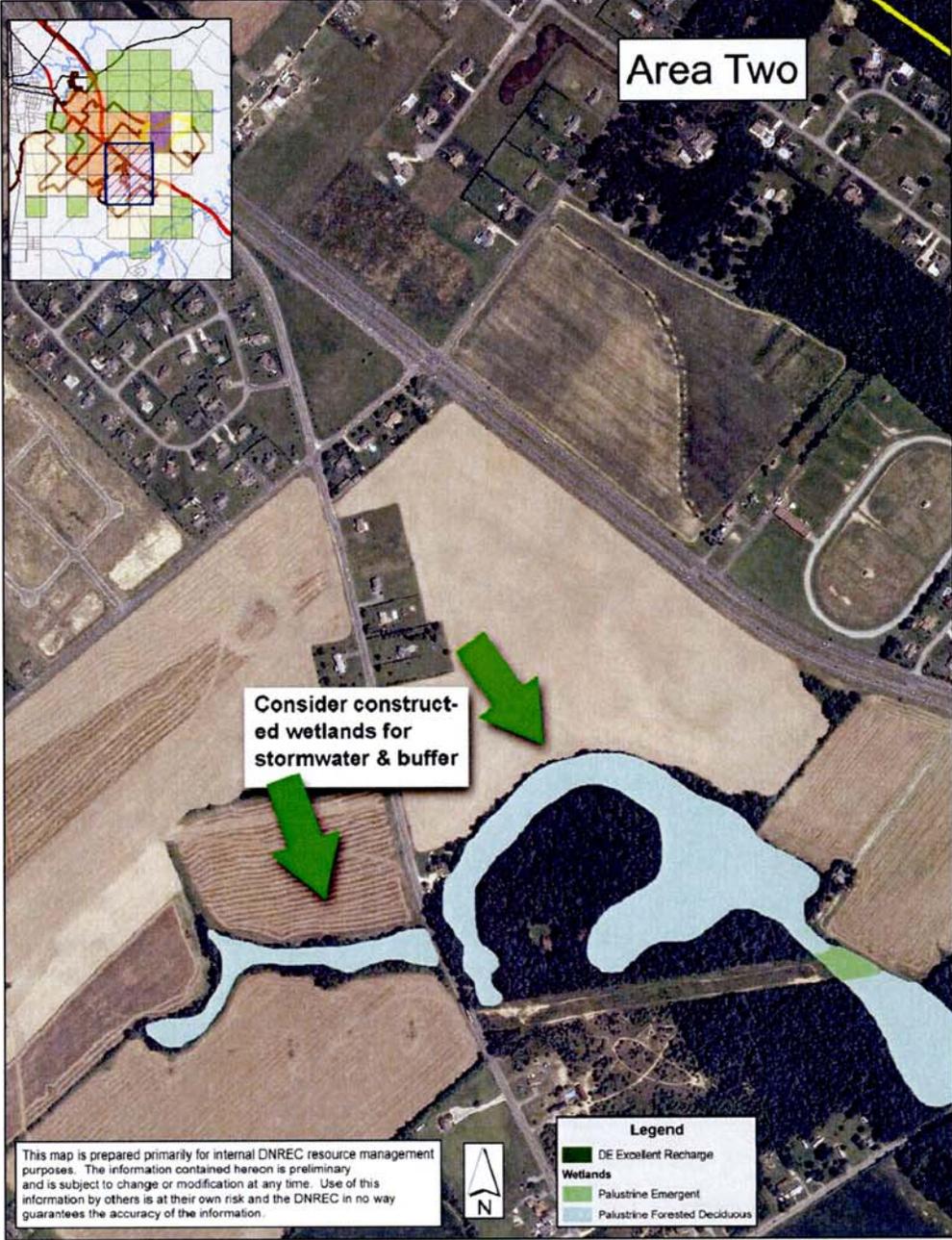


Area Two- Commercial/Mixed-Use Area

A large mixed-use residential and retail development is planned for Area Two (see Map 5.4, Area Two). Our chief area of concern here is protecting the forested wetlands that are mapped in the southern end of this area, on both sides of SR 30. Because of the falling elevations from the north end of this area toward the mapped wetlands, optimal stormwater management would be constructed wetlands or other green-technology best management practices in the area immediately north of the forested wetlands, on either side of SR 30. They would help buffer the wooded wetlands from development.

The wooded section in this area also supports Key Wildlife Habitat. Generous riparian buffers (300 feet or greater) are important to protect water quality and preserve forested areas surrounding the tributaries of Cedar Creek to enable these rare species to thrive.

Map 5.4. Area Two



Area Three – Southern Master Plan Area

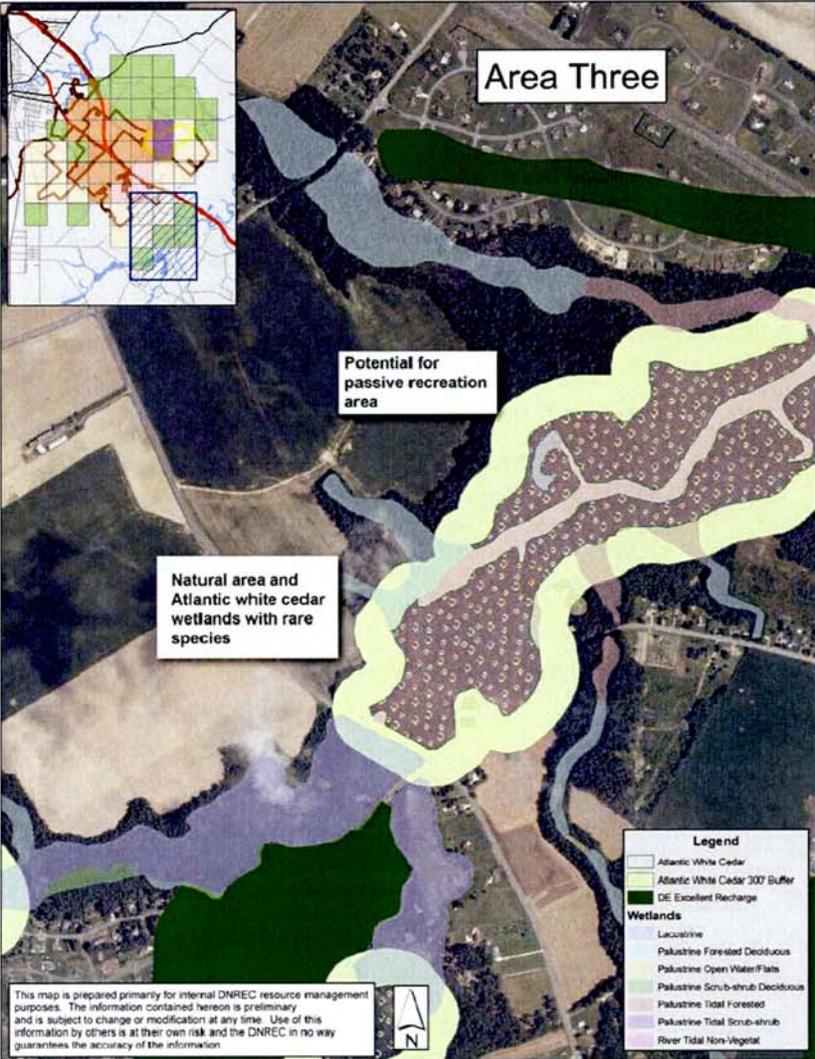
Area Three (see Map 5.5, Area Three) contains Atlantic White Cedar Wetlands, which are considered very rare within the state and support rare species. This vegetative community grows under unique conditions and is sensitive to changes in water quality, especially pH. Adequate upland buffers are extremely important to the persistence of these wetlands and the species it supports.

Rare plant, insect, mussel, fish, and birds occur within the forest and wetland areas associated with the Cedar Creek drainage, as well as impoundments such as Swiggetts Pond and Cabbage Pond. Known occurrences of the federally threatened plant swamp pink (*Hellonias bullata*) have been documented within wetlands associated with Beaverdam Branch and Cedar Creek.

In most cases, a 300 foot minimum upland buffer is recommended primarily due to the presence of or potential for swamp pink. The buffer would also be instrumental in achieving the Total Maximum Daily Load (TMDL) pollution limits for this portion of the Mispillion watershed.

It is believed that the recommended buffer also provides an opportunity for Milford to work with landowners, DNREC, and other partners to establish a passive-recreation resource that could include a kayak launch and allow for birding and hiking on unpaved trails in and around the Cedar Creek Natural Area.

Map 5.5. Area Three



Chapter 6

Housing

The Delaware State Housing Authority (DSHA) supports the inclusion of affordable housing in the Master Plan area. The Master Plan area includes all of the elements of a complete community, including employment, transit, commercial services, and opportunities for the construction of a variety of housing types, especially in Transfer of Development Rights (TDR) receiving areas. Consider these factors:

- Moderate-income working families benefit the most from having access to transit, employment, retail, and services. They are also the most likely to use transit. Typically, well-designed developments on transit and nearby community amenities become desirable places to live. As a result, if left unchecked, prices quickly rise beyond the reach of the families that would most benefit.
- Even though there is a surplus of housing on the market, most of the surplus are large homes for move-up buyers. As a result, there is a significant mismatch between product available and housing demand. To better meet demand, these master-planned areas should provide various types of housing in more compact configurations to create more housing choices, which often means more affordable options.

How DSHA can contribute to the current master planning efforts

Low Income Housing Tax Credit Program

DSHA administers the Low Income Housing Tax Credit program, which provides direct federal income tax credit to qualified owners and investors to build, acquire, or rehabilitate rental housing units. DSHA has just revised its Qualified Allocation Plan (QAP), which is the selection criteria to be used to determine housing priorities, to ensure developments facilitated through the LIHTC program are well integrated into communities.

Up to fifteen (15) points can now be awarded to developments that demonstrate overall quality of location, access to services and transit, community design and compatibility, connectivity to surrounding communities (via Complete Streets), and protection of environmental resources. DSHA is exploring other incentives to include in the QAP to prioritize affordable housing in areas that are considered “strategically important” by the state. Master Plan areas such as this

one in Milford may be considered as we work with the Office of State Planning Coordination to define “strategically important” and integrate those areas into our criteria.

Affordable Housing Resource Center

DSHA has developed an online Affordable Housing Resource Center that communities can access to learn about various strategies that can be used to encourage affordable housing. In addition, DSHA has a range of homeownership, rental, and rehabilitation programs, as well as relationships with nonprofits, that are familiar with DSHA’s programs that we can bring into these master planning efforts.

Design Assistance

DSHA finds value in Form-Based Codes (FBCs) in that they emphasize the physical character of development and de-emphasize the regulation of land use. FBCs provide greater predictability about the look and feel of development and offer developers a clearer understanding of what the community seeks. More importantly, they emphasize site design and building form over density and land uses and, therefore, encourage a mix of uses and housing types. As this master plan area develops, DSHA would be willing to work with the City of Milford, the Office of State Planning Coordination and others to develop a FBC or something similar to ensure good design in the master plan area.

Future Grant Opportunities

The Partnership for Sustainable Communities is a national effort to coordinate the activities of the Department of Housing and Urban Development (HUD), the Department of Transportation (DOT), and the Environmental Protection Agency (EPA) to help communities become economically strong and environmentally sustainable. Through the Partnership and guided by six Livability Principles, the three agencies are coordinating investments and aligning policies to support communities that want to give Americans more housing choices, make transportation systems more efficient and reliable, reinforce existing investments, and support vibrant and healthy neighborhoods that attract businesses. Last year, this Partnership provided several grant opportunities that supported activities similar to those being considered in the Milford and Georgetown master plan areas.

While we realize that the federal government is going through severe budget cuts and that these initiatives may suffer as a result, DSHA would be interested in participating on a working group to do some of the pre-planning work that would be needed if another grant opportunity is available, either from the Sustainable Communities effort or some other effort, that the master planning efforts would be competitive.

Chapter 7

Historic and Cultural Preservation

The Division of Historical and Cultural Affairs/State Historic Preservation Office (DHCA/ SHPO) is the state agency responsible for promoting and protecting Delaware's historic identity through its leadership in museums, collections, historic preservation, and stewardship of historic properties. The DE SHPO Research Center manages information collected statewide about historic buildings and structures, archaeological sites, and cultural landscapes. SHPO provides project developers, interested parties, and agencies with information on historic buildings and sites that may be affected by their projects and makes recommendations on how to avoid or reduce any adverse effects.

In general, SHPO performs the following services:

- Reviews federally funded, permitted, or licensed undertakings/projects and advises the sponsors of the effects on cultural resources that include historic properties and sites
- Reviews and comments on land use and development proposals under the state Preliminary Land Use Service
- Leads efforts in securing and accepting nominations of significant properties and sites to the National Register of Historic Places in conjunction with the Delaware State Review Board for Historic Preservation
- Encourages and assists local governments in securing Certified Local Government designation for potential awarding of federal grants for historic-preservation activities
- Administers federal and state historic preservation tax incentive programs for the rehabilitation of properties listed in the National Register of Historic Places
- Monitors and enforces the terms of maintenance and public benefit covenants and easements under the stewardship of the Division of Historical and Cultural Affairs
- Provides guidance upon the discovery of historical unmarked human remains and for the identification, treatment, and disposition of non-Native-American historical unmarked human burials and/or skeletal remains

- Conducts, or supports others in conducting, statewide cultural-resource surveys of historic properties
- Maintains a central research repository of historical and cultural-resource information related to historic properties and sites in Delaware
- Provides technical assistance to the public regarding historic-preservation topics
- Provides and participates in educational programs about Delaware history, archaeology, and historic architecture
- Drafts every five years and maintains a commitment to Delaware's State Historic Preservation Plan
- Disseminates historic-preservation information via the latest information technology

DHCA is responsible for overseeing the requirements of three major preservation laws in Delaware: the National Historic Preservation Act of 1966 (as amended), the State Antiquities Act of 1933 (last amended 2005), and the Unmarked Human Remains Act of 1987. All of these laws are applicable to future preservation and development activities in the Milford Master Plan Area.

National Historic Preservation Act

The National Historic Preservation Act established a federal-state partnership approach to the identification, study, and preservation of historic properties, creating the National Register of Historic Places as the standard for determining if a property is worthy of preservation. Section 106 of the Act mandates a review process for all federally funded, permitted, or licensed projects that may impact properties listed or eligible for listing, in the National Register. The main purpose of the Section 106-review process is to minimize potential harm to historic properties and sites. A federal agency whose project (undertaking) may harm a historic property must consider alternative plans for its project. If it is believed that such a project would not have an adverse effect, the federal agency is required to document this finding. If an adverse effect is expected, the agency is required to work with SHPO to ensure that all interested parties are given an opportunity to review the proposed work and provide comments. SHPO staff members assist planners, developers, research consultants, agencies,

and interested parties in planning for projects while maintaining compliance with applicable laws and regulations and protecting important resources from adverse effects. This federal review often requires that an agency or its client conduct architectural and/or archaeological surveys and mitigations prior to any construction. Much of the information and reports in the Research Center has been generated by these reviews.

Delaware State Antiquities Act

The State Antiquities Act requires that archaeological excavations on state-owned or controlled lands must be done under a permit from the Director of DHCA. Recent amendments also give the Director authority to close or restrict access to state lands, including sections of public beaches and shorelines, if needed, to protect an archaeological resource from damage.

Delaware Unmarked Human Remains Act

SHPO administers provisions under Delaware's Unmarked Human Burials and Human Skeletal Remains law, 7 Delaware Code, Chapter 54. The law is generally triggered when, in the course of construction or archaeological activities, human remains are discovered. The law assigns certain duties to the Division of Historical and Cultural Affairs to investigate, attempt to identify, protect, and ensure the proper treatment of historical unmarked human remains that do not fall under the jurisdiction of the State Medical Examiner.

SHPO staff carries out procedures under this law relating to public notification, assisting in the development of treatment and disposition plans, and, where indicated, conducting the dignified reburial of disturbed remains.

Discovery of Forgotten Burials and Cemeteries

On occasion, historical human remains (that is, remains that were interred a long time ago) are accidentally discovered in Delaware. These discoveries are often made during construction and other earth-moving activities. In such cases, state law protects the historical remains from further damage, first by requiring that the actions that uncovered the remains stop immediately, and then that the Division of Historical and Cultural Affairs and the state Medical Examiner's Office be notified.

Within 24 hours of notification, a SHPO archaeologist will visit the discovery site to determine if the remains are human and to ascertain the approximate time period in which the remains were interred. Any time that remains are determined to be of human origin, the Division of Historical and Cultural Affairs is required to notify the state Medical Examiner's Office of the

discovery. The Medical Examiner's Office then determines whether or not the case is under its jurisdiction.

The preferred approach for managing historical human remains that have been discovered is to leave them *in situ*—that is, to keep them where they have been found—until a treatment and disposition plan can be developed. In the event that historical remains need to be removed for safekeeping, they will be transported to SHPO's curation facility. SHPO holds any recovered remains for appropriate study and storage until they can be respectfully re-interred. Generally, the project, developer, or agency that inadvertently disturbed the remains pays for historical research and an archaeological survey of the area to determine the extent of possible other burials or remains that could be damaged by the project, and the approximate date and origin of the remains. (Because this process is costly in both money and time, SHPO often advises developers to hire an archaeological consultant prior to any construction and have the project area investigated for the presence of a small family cemetery or Native American site with burials.)

If the remains are determined to be from a historical period cemetery or burial, SHPO advertises for next-of-kin, based on the date of the burials and the ownership history of the property. If the remains are determined to be Native American, a committee defined by law convenes to develop a treatment and disposition plan.

In both cases, SHPO writes the plan for the treatment and ultimate disposition of the remains in consultation with the next-of-kin (if any come forward), or the committee, the land owner, and the project developer, or other representative. Once agreement is reached, the plan is put into action.

The preferred option for reburial is always in the original location. If this is possible, a preservation covenant recorded with the deed is usually placed on the area to prevent any disturbance of the remains in the future. If removal and re-interment in another location is the decision, any associated archaeological, acreage, reburial, and marking costs are borne by the project, developer, or agency requiring the removal. Next-of-kin have the option of claiming their kin and paying for re-interment in a cemetery and plot of their choice.

What if one uncovers or sees remains that may be human?

First, the finder should leave them in place if at all possible. If he/she thinks the remains are recent in origin, perhaps due to accident or criminal action, he/she should notify the police (911) immediately. If not, call SHPO at 302-736-7400.

Historic Properties Research and Assistance

DHCA staff members are available to assist agencies and developers with questions about any of these processes and with information on historic properties. The SHPO Research Center is open Monday through Friday, 8:30 a.m. to 4:00 p.m., except for state holidays; an appointment is recommended to use the Center. DHCA also has an on-line web portal, the Cultural and Historical Resource Information System (CHRIS). While the public has some access, full access to archaeological site location information and other features requires a password. Information on this system and an application form for a password can be found at <http://history.delaware.gov/preservation/research/gis.shtml>.

Historical and Cultural Resources in the Milford Master Plan Area

This area falls within Cedar Creek Hundred. Native Americans began populating this area thousands of years ago. European settlement began in Cedar Creek as early as the 1670s. Milford was an early crossing point, and the area around it quickly became farmland.

The first historic-architecture survey of Cedar Creek Hundred was in 1983. The located buildings and structures included 19th- and 20th-century farms with dwellings, barns, and other outbuildings; a school; and bridges. These have not been evaluated for their importance to Delaware's history at this point, but these probably would contribute to our understanding of farming, settlement, education, and transportation in this area.

More recently, DelDOT hired consultants to perform further historic-architecture survey of this area in preparation for the U.S. Route 113 project. This survey added a number of early- to mid-20th-century dwellings and commercial buildings to DHCA's inventory. Much of this area, however, is now outside of the narrowed project area under consideration, and these properties will not be evaluated further. They, too, probably contribute to our understanding of changes in settlement in this area during the 20th century.

The area has not been comprehensively surveyed for archaeological sites. Two small projects have been done, with reports on file at DHCA. There are several areas of high probability for the location of prehistoric, colonial, and 19th-century sites. Such sites have the potential to contain significant information to our understanding of prehistoric and historic settlement and ways of life in Delaware.

Because many family farms included family cemeteries, this area also has a high potential for containing unmarked human burials. Two cemeteries are recorded in the area. Unmarked human remains are protected in state law (see 7 Del. Code Ch. 57).

A table describing known historic properties and sites and some aerial pictures showing their locations is included as Appendix 4.

Milford South East Neighborhood Master Plan

Map #3 Land Use & Environment

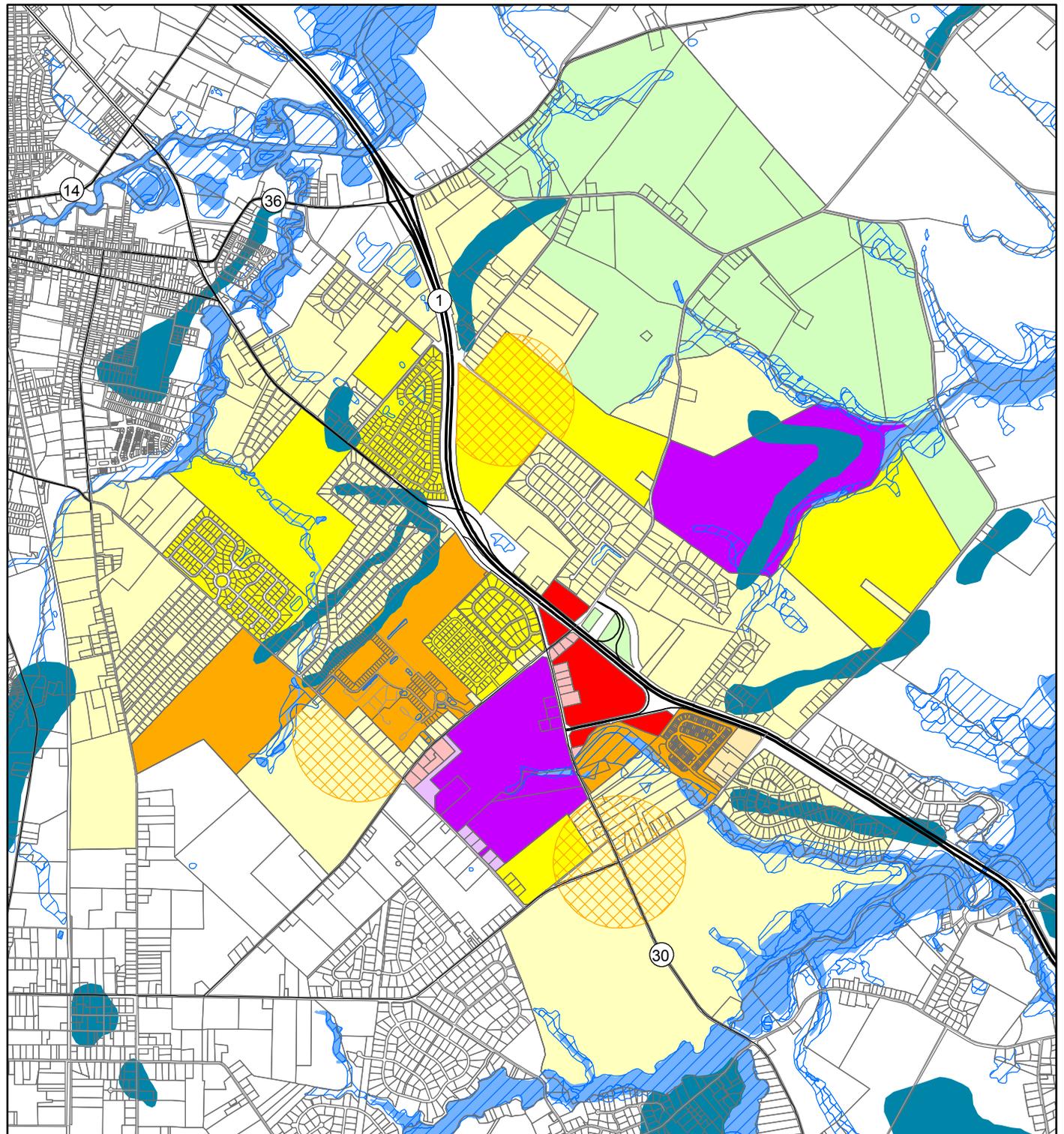
Revised March 2017

Legend

-  TDR Receiving Areas
-  Excellent Recharge Area
-  Wetlands
-  Employment Center
-  Commercial
-  Residential - Low Density
-  Residential - High Density
-  Open Space Agriculture
-  Proposed Employment
-  Proposed Commercial
-  Proposed Residential - Low Density
-  Proposed Residential - High Density
-  Proposed Open Space Agriculture



0 0.25 0.5 1 Miles



Chapter 8

Transportation Plan

This chapter documents transportation recommendations developed by the Delaware Department of Transportation (DelDOT) Division of Planning that are required to support the implementation of the Milford Southeast Neighborhood Master Plan (the Master Plan). The Master Plan was developed by the city (with assistance from the Office of State Planning Coordination, State agencies including DelDOT, and the University of Delaware) to provide the community with a plan that will be used to oversee the orderly development of southeast Milford, including those areas identified in the City's Comprehensive Plan Urban Growth Boundary.

The Master Plan also seeks to ensure that new residential and commercial growth within the study area encompasses the goals and objectives of good planning practice, including:

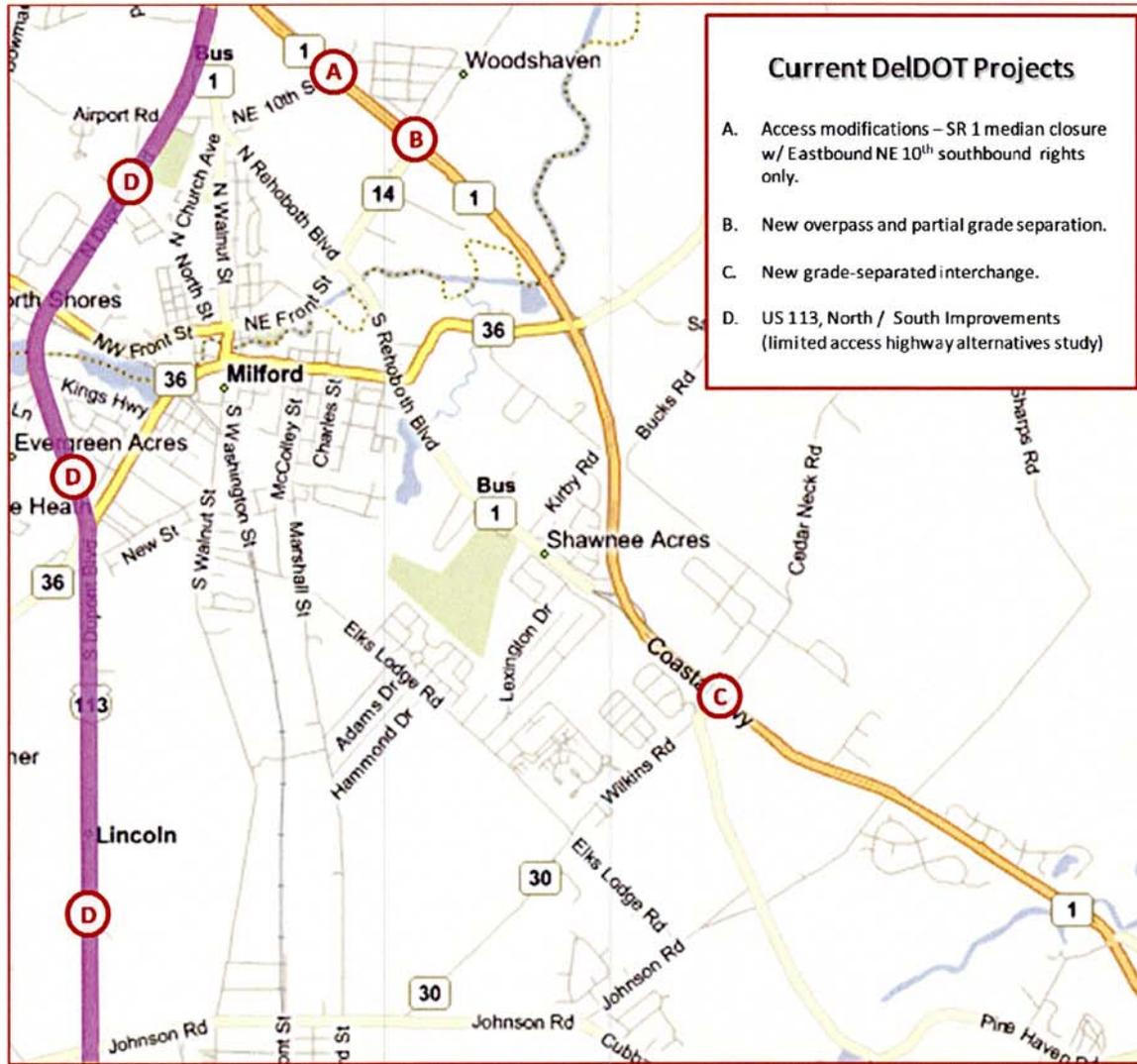
- More efficient land use
- Farmland preservation
- Greater variety in housing types and affordability
- More bicycle and pedestrian facilities and connections
- Transit Opportunities
- Natural Resource Preservation

Current DelDOT Projects

DelDOT currently has several capital projects (see Map 8.1) within or near the study area that are either in the planning, design, or construction stages. The DelDOT Capital Transportation Program (FY 2010-2015) contains the following major projects:

- (a) SR 1 / NE 10th Street – access modifications
- (b) SR 1 / NE Front Street – new overpass and partial grade separation
- (c) SR 1 / SR 10 – new grade-separated intersection
- (d) U.S. 113 – limited access highway study

Map 8.1. Current DelDOT Projects



Master Plan – Transportation Element

The primary role of DeIDOT in the development and implementation of the Master Plan is to identify and analyze transportation improvements that will be required to accommodate projected traffic volume associated with the Plan’s land use designations and demographic projections. Many of the transportation project recommendations found in this report will be implemented in conjunction with private and/or public land use development as it occurs. This document provides a framework by which those future projects will be identified and implemented and includes the following goals and objectives:

- Establish the Master Plan study area as a DeIDOT Transportation Investment District (TID).
- Increase the mode share of non-vehicle trips by supporting and proposing transportation projects that enhance the expansion of pedestrian, bicycle, and transit facilities within the study area.
- Formally partner with the development community and the public to ensure that transportation improvements are constructed and sequenced in a proper order that supports the quality of life goals and objectives of the Master Plan.
- Ensure that traffic studies associated with DeIDOT projects or new development are coordinated in a manner that improves efficiency and reduces costs.
- Support smart growth concepts and design in all future proposed land use development and implement the DeIDOT Complete Streets program when designing and constructing any transportation projects deemed necessary to support the Master Plan.

Similar to other Master Plan agreements within the state, DeIDOT will work with the city, development community, and the public to forge an agreement that encompasses the following responsibilities:

1. DeIDOT – Conduct traffic analysis for the purposes of identifying needed roadway improvements, rights-of-way, and funding requirements by the public and private sectors.
2. City – Plan and identify and funding mechanisms for needed electrical, water, and sewer service.

3. Development Community – contribute equitable funding to roadway projects, donate rights-of-way where necessary, and work with the city and DelDOT to maximize the most efficient vehicle, transit, bicycle, and pedestrian connections and services.

Master Plan Preferred Land Use Scenario

The Master Plan preferred land use scenario was developed by the city with assistance from the Office of State Planning Coordination and the University of Delaware. Community VIZ software was utilized at several public workshops to gather input from the public regarding what type of land uses they desired for the study area. Land use preferences derived from the public workshops were at the grid level and did not follow any natural or man-made boundaries. A final land use map produced at the tax parcel level that also included three transfer-of-development right (TDR) receiving areas was created and adopted by the technical working group in October, 2010 (see Map 1 and Map 4).

Outputs from the UD-SCC Model included daily residential and commercial vehicle trips for each grid within the study area. The Preferred Land Use Scenario is considered a build-out plan.

Projected demographic changes (Table 8.1) associated with the scenario, as compared to existing land use, are as follows:

- * +5,581 dwelling units (+272%)
- * +14,503 population (+292%)
- * +2,268 employment (+903%)
- * +76,260 daily residential vehicle trips (+272%)
- * +24,875 daily commercial vehicle trips (n/a)

Editor’s Note: DelDOT model runs are based upon the first UD SCC Model future land use scenario, labeled “Preferred Alt” in Table 8.1 below. The City of Milford and the University of Delaware continued to refine this scenario from October 2009 through December 2010. The resulting final scenario, labeled “Preferred Revised,” reflects a more accurate count of existing dwelling units, approved and recorded subdivisions, and a based density of approximately 3 du/acre in Milford’s R-1 zoning district, the least dense available. This resulted in +9,826 dwelling units and corresponding increases in population and employment as well. At time of publication we consider these model runs adequate to address growth for the foreseeable future. Growth projections indicate that only +1,016 dwelling units are expected through 2030 (see Chapter 3). Additional model runs can be considered in the future if the pace and timing of growth changes.

Table 8.1. Summary of Alternative Plan Scenarios from UD-SCC Model

| | Existing Land Use | Preferred Alt (at buildout) | Preferred Revised (at buildout) | Growth 2020 | Growth 2040 | Milford Comp Plan as adopted (at buildout) |
|-----------------------|-------------------|-----------------------------|---------------------------------|-------------|-------------|--|
| Dwelling Units | 1,943 | 7,626 | 11,769 | 2,434 | 2,959 | 15,083 |
| Number of Residents | 4,709 | 19,459 | 30,739 | 5,960 | 7,290 | 39,659 |
| Commercial Floor Area | 0 | 995,000 | 2,985,000 | 160,000 | 1,185,000 | 7,970,000 |
| Employees | 262 | 2,519 | 4,875 | 724 | 1,854 | 10,275 |
| Date Created | Oct. 2009 | Oct. 2009 | Dec. 2010 | Apr. 2011 | Apr 2011 | Jan. 2009 |

Source: University of Delaware's Sustainable Coastal Communities Initiative, UD-SCC Model

Methodology

DelDOT utilized the following methodology for incorporating and analyzing the daily vehicle trip outputs from Community VIZ into the DelDOT Travel Demand Model (CUBE 5):

1. Create new traffic analysis zones (TAZs) in CUBE 5 model to match UD-SCC Model grids.
2. Create additional road network detail in CUBE 5 model to match the study area.
3. Import UD-SCC Model daily trip data into CUBE 5 model.
4. Run CUBE 5 model.
5. Analyze outputs (Level of Service and Volume/Capacity ratio) from model to compare existing conditions with Preferred Scenario.
6. Create and analyze additional road network improvements as necessary.
7. Develop recommendations.

Recommendations

Project recommendations contained in this chapter are broken into the following categories and are reflective of both quantitative results from the travel demand model and qualitative goals aimed at improving transportation choices for residents and employees within the study area:

- Bicycle facilities
- Pedestrian facilities
- Transit facilities
- Park-and-ride facilities
- Intersection upgrades or modification

- Road upgrades
- Smart growth
- Policy

The project and policy recommendations contained in this report are also reflective of the DelDOT Complete Streets policy, which was adopted in 2009. This policy mandates that any new transportation projects in the state right-of-way (road reconstruction and/or widening) take into consideration all transportation modes and accommodate accordingly. This includes public transit users, bicyclists, pedestrians and motorists.

Please note that a summary listing of this report's transportation recommendations can be found in Table 8.2 at the end of this chapter.

Bicycle Facilities

Currently, there are no DelDOT designated bicycle routes within the study area. While bicycle use is allowed by law on all of the study area roads (with the exception of SR 1) many of these roads do not include shoulders, which enhance rider safety (see Map 8.2). Approximately 28% of the study area roadways have hard surface shoulders with a width of three feet or greater. Similarly, there are few sidewalks or other pedestrian facilities within the study area.

Recommendations:

On-road bicycle facilities should be included as part of any new roadway construction, entrance plans, widening and rehabilitation of existing roadway facilities. Implement specific bicycle recommendations as per Table 8.2.

Pedestrian Facilities

Currently, there are limited pedestrian facilities within the study area (see Map 8.2). The City of Milford does now require, however, the construction of sidewalk facilities for new residential streets within its municipal boundaries.

DelDOT is in the process of implementing the Delaware Statewide Pedestrian Action Plan, which includes the following elements:

- (1) Inventory of pedestrian facilities
- (2) Transition Plan identifying all gaps and facilities not in compliance with the Americans with Disabilities Act (ADA).
- (3) Complete Streets policy and implementation plan

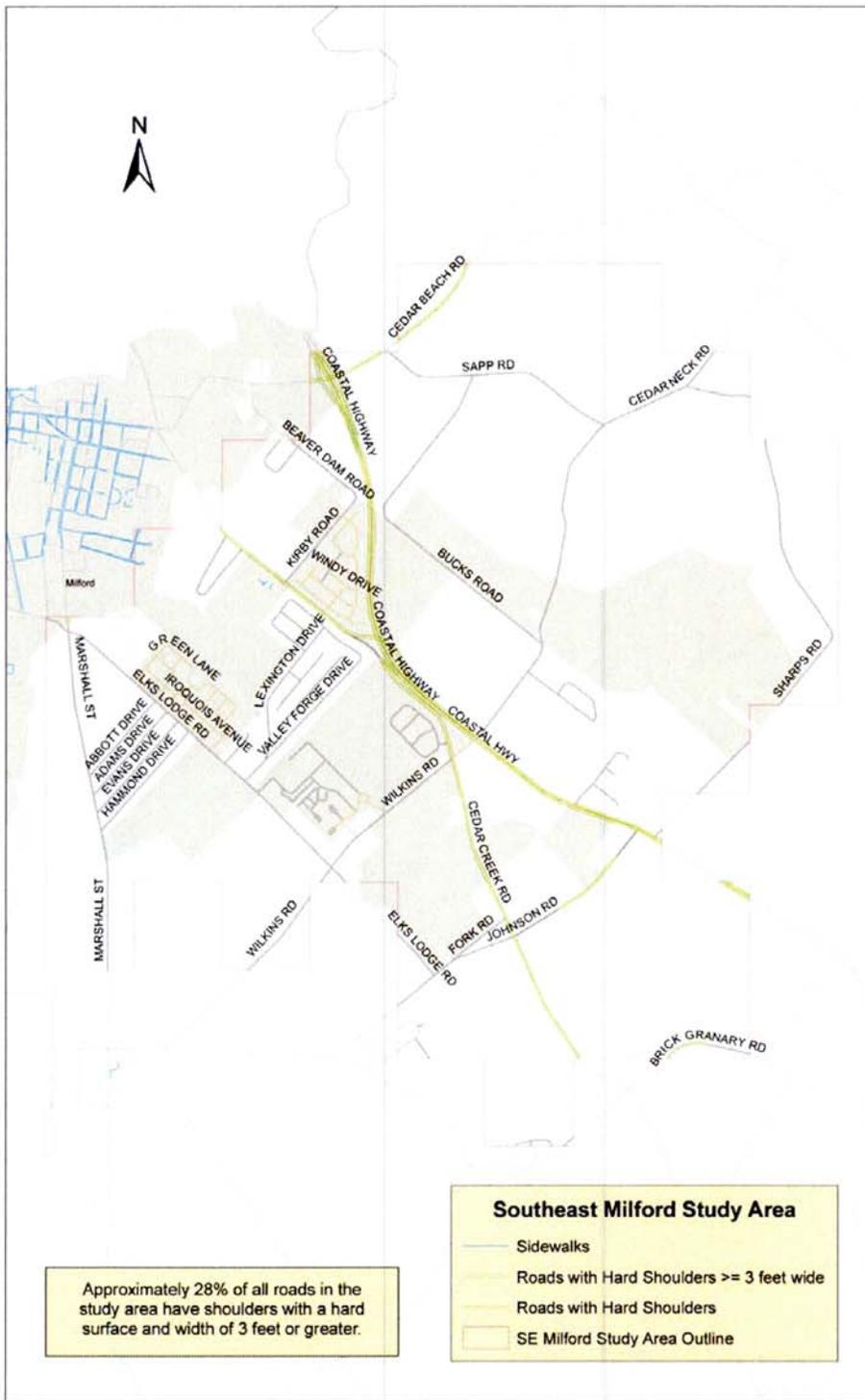
(4) Development of a transition plan

The Pedestrian Action Plan will identify gaps in the system and opportunities for enhanced pedestrian facilities for the City of Milford. It will also highlight access issues to transit locations and include recommendations for improvements.

Recommendations:

Evaluate the need for bicycle and pedestrian facilities and transit stops as part of any new roadway construction, entrance plans, widening and rehabilitation of existing roadway facilities in accordance with the Complete Streets Policy, the Statewide Bicycle Plan, and the Statewide Pedestrian Action Plan. Implement specific recommendations as per Table 8.2.

Map 8.2. Existing Pedestrian and Roadway Shoulder Facilities



Transit Facilities

Between 2,500 and 4,900 new employees are projected to be added to the City of Milford's Southeast Neighborhood under the adopted Master Plan. Many of these new employees are expected to work at a new major employment center east of SR 1 along Cedar Neck Rd. This employment center, currently known as "Innovation Park" presents DelDOT with a unique opportunity to establish a new transit loop that would service the employment center while also making a connection to currently established residential neighborhoods and businesses west of SR 1.

Recommendations:

Establish a new DART transit loop to connect existing and new development on the east and west sides of SR 1. The transit loop would consist of the following three phases and locations:

Phase I – Establish a new transit route adjacent to existing and developing residential and employment areas west of SR 1 utilizing the following road network:

- Business Route 1
- Wilkens Rd.
- SE Front St.
- State Route 36
- Marshall St.
- Elks Lodge Rd.

Phase II – Establish a new transit route east of SR 1 for the purpose of providing access between the eastern and western side of Milford and to service the proposed "Innovation Park" employment center utilizing the following road network:

- Cedar Neck Rd.
- Bucks Rd.
- Sapp Rd.
- State Route 36

Phase III – Establish a new transit route west of SR 1 in the southern portion of study area for the purpose of servicing proposed new residential and employment areas utilizing the following road network:

- Elks Lodge Rd.
- Johnson Rd.
- State Route 30

Intersection Upgrades or Modifications

A projected increase of nearly 100,000 new daily residential and commercial vehicle trips in the study area will require upgrades or modifications to several existing intersections within the study area.

The proposed adoption by the City of Milford to require traffic-impact studies for new residential and employment developments within the study area will serve to provide DeIDOT with additional analysis needed to determine the various geometric improvements required for each intersection to function in an efficient manner. It is anticipated that additional intersections will need to be improved as development of the study area progresses in the future.

Preliminary traffic-capacity analysis has identified the following intersections that would require improvements under the land use projections of the Master Plan:

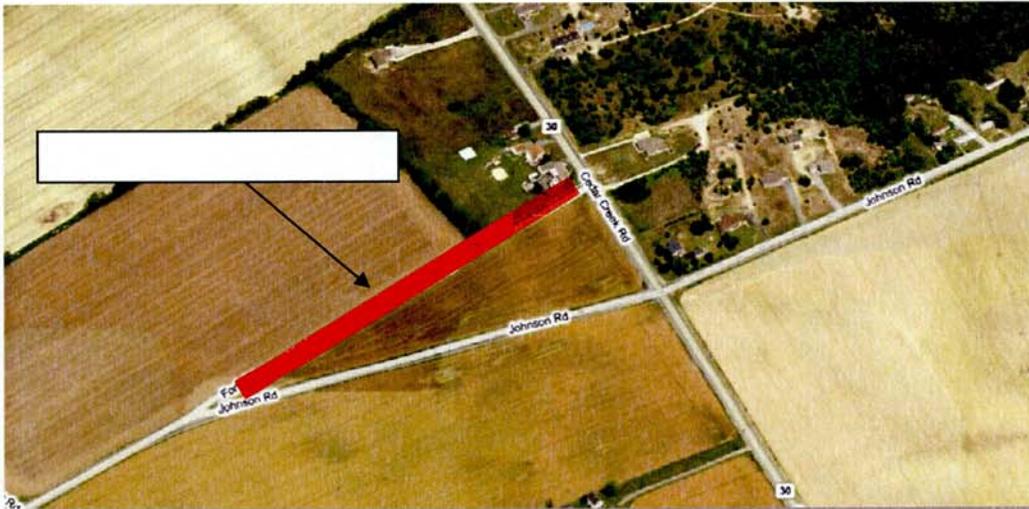
- State Route 30 and Johnson Rd.
- Elks Lodge Rd and Wilkens Rd.
- Cedar Neck Rd and Bucks Rd.

The following intersections or road segments have been identified for either removal or access modifications:

- SR 30 (Cedar Creek Rd) and Fork Rd. – the removal of Fork Rd. has inherent safety benefits that would result from the shifting of vehicles from Fork Rd. to the Johnson Rd. / SR 30 intersection.

The existing intersection approaches (Fork Rd at Johnson Rd/SR 30) are under-utilized and not necessary for area traffic-flow needs.

Map 8.3: Fork Rd and SR 30



- SR 1 and Sharps Rd / Johnson Rd

DeIDOT is aware of and actively involved in identifying and proposing solutions for potentially unsafe median crossings onto SR 1. The SR 1 / Sharps Rd. – Johnson Rd. intersections are two closely spaced (425 ft.) facilities that gain access to SR 1 via a median crossing. Due to the close proximity of the intersections it is recommended that DeIDOT investigate possible re-configuration alternatives that could enhance the safety of the intersection.

Roadway Upgrades

Much of the study area road network east of SR 1 and south of Wilkins Rd. on the west side of SR 1 has served primarily rural and/or agricultural land uses in the past. A majority of these roads do not include any shoulders. In fact, only 28% of the entire study area roadways contain hard surface shoulders with a width of three feet or greater. As the study area continues to accommodate new and projected future residents and employers much of the transportation network will require upgrades including shoulders, intersection improvements, capacity increases, and possible new connections.

Recommendations:

Improve the following roadway facilities to meet a minimum standard of two 11-ft. travel lanes and 5-ft. shoulders:

- (1) Kirby Rd. (from RD 14 to Cedar Beach Rd.)
- (2) Bucks Rd. – (from Sapp Rd to Cedar Neck Rd.)
- (3) Sapp Rd. (from Bucks Rd. to Cedar Beach Rd.)
- (4) Cedar Neck Rd. (from Sapp Rd. to SR 1)
- (5) Sharps Rd. (from 1 mile north of SR 1 to SR 1)
- (6) Business Route 1 (from Wilkins Rd. to SE Front St)
- (7) Cedar Beach Rd./SR 36 (from Sapp Rd. to Business Route 1)
- (8) Wilkens Rd.
- (9) Elks Lodge Rd. south of Wilkins Rd.

The preceding road-segment improvements also overlap proposed new transit routes, which will, in turn, support pedestrian and bicycle accessibility to future bus stop locations.

Smart Growth

DeIDOT seeks to further support the land use designations contained in the Milford Master Plan by implementing projects and policies that encourage the construction of smart growth-based residential and commercial spaces.

Smart growth is a set of principles and guidelines that attempts to create a nexus between land use and transportation in which zoning, subdivision regulations, architectural standards, and transportation design act as mutually supporting entities, leading to greater efficiencies in vehicle and person movements and an enhanced sense of quality of life.

DeIDOT supports the creation and adoption of a unified development ordinance by the City of Milford as a means for maximizing DeIDOT's transportation investments in the study area.

Map 8.4. Bucks Rd Area - Conceptual New Residential Development



Map 8.5. Bucks Rd Area - Conceptual New Residential Development



Policy

The successful adoption and implementation of several policy initiatives are necessary for the Transportation Element to function as a successful component of the overall Master Plan for southeast Milford.

Recommendations:

- Work with the City to assist in the creation of a Transportation Investment District (TID) for the purpose of allowing the City to enter into agreements with the private sector community for the development and implementation of cost-sharing mechanisms to fund transportation improvements identified in this report.
- Adoption of provision requiring traffic studies by the City of Milford to be undertaken when proposed residential or commercial development exceeds particular dwelling unit and/or commercial square footage thresholds.
- Adoption of development ordinances by the City of Milford for the purpose of providing land development standards that support transportation improvement projects.

Table 8.2. Transportation Recommendations

| Improvement | Area or Location | Type | Goal |
|------------------------------|--|--|---|
| Bicycle | Statewide connector, regional, and statewide bike routes within Study Area | Install bike facilities as part of roadway improvements as per the Delaware Bicycle Facility Master Plan. | Improve multi-modal options for residents. |
| Pedestrian | Existing DART bus stop locations | Provide safe pedestrian access to stops. | Improve multi-modal options for residents. |
| | Existing bus stops in the study area | Install improvements at bus stops (bus stop signs, bus pad, benches, lighting, shelters). | Improve multi-modal options for residents. |
| Transit | <u>New Local Circulator Routes</u> Phase I (see Map 4) Phase II Phase III | Increase frequency of bus service to provide access to downtown and new residential development / employment centers east of SR 1. | Improve multi-modal options for residents . |
| Park and Rides | To be identified | | Reduce congestion |
| Intersection Upgrades | (1) Elks Lodge Rd. / Wilkins Rd. (2) SR 30 / Johnson Rd. (3) Bucks Rd. / Cedar Neck Rd. (4) SE Front St. / Marshall St. | Add turn lanes and/or signalization to be determined by existing and projected traffic-count data and studies. | Improve safety and reduce delay. |

| | | | |
|-----------------------------------|---|---|--|
| Intersection Modifications | (1) SR 1 / Johnson Rd. (2) SR 1 / Sharps Rd. | Revise movements to rights-in and rights-out only. Remove SR 1 median crossover. Add NB SR 1 acceleration lane. | Improve safety. |
| Road Upgrades | (1) Kirby Rd. (from SR 14 to Cedar Beach Rd.) (2) Bucks Rd. – (from Sapp Rd. to Cedar Neck Rd.) (3) Sapp Rd. (from Bucks Rd. to Cedar Beach Rd.) (4) Cedar Neck Rd. (from Sapp Rd. to SR 1) (5) Sharps Rd. (from 1 mile north of SR 1 to SR 1) (6) Business Route 1 (from Wilkins Rd. to SE Front St.) (7) Cedar Beach Rd./SR 36 (from Sapp Rd. Business Route 1) (8) Wilkins Rd. (9) Elks Lodge Rd. south of Wilkins Rd. | Improve to a minimum of two 11 ft. travel lanes and 5 ft. shoulders | Improve safety, reduce delay, enhance multi-modes of travel. |
| Smart Growth | Master Plan Study Area | Assist city with integration of smart growth transportation designs and principles. | Enhance quality of life. |

Table 8.2 – Transportation Recommendations (cont.)

| | | | |
|---------------|--|--|---|
| Policy | Master Plan study area | Transportation Investment District (TID) | (1) Coordination of land use and transportation projects as per DeIDOT Complete Streets Policy (2) Private / Public partnership to identify and share costs associated with required capital transportation projects within study area |
| Policy | Master Plan study area | Development Ordinances | Efficient use of land use and transportation design standards |
| Policy | Assist City of Milford with drafting a traffic impact study requirement. | City code | Collection of existing and projected traffic data |

Milford South East Neighborhood Master Plan

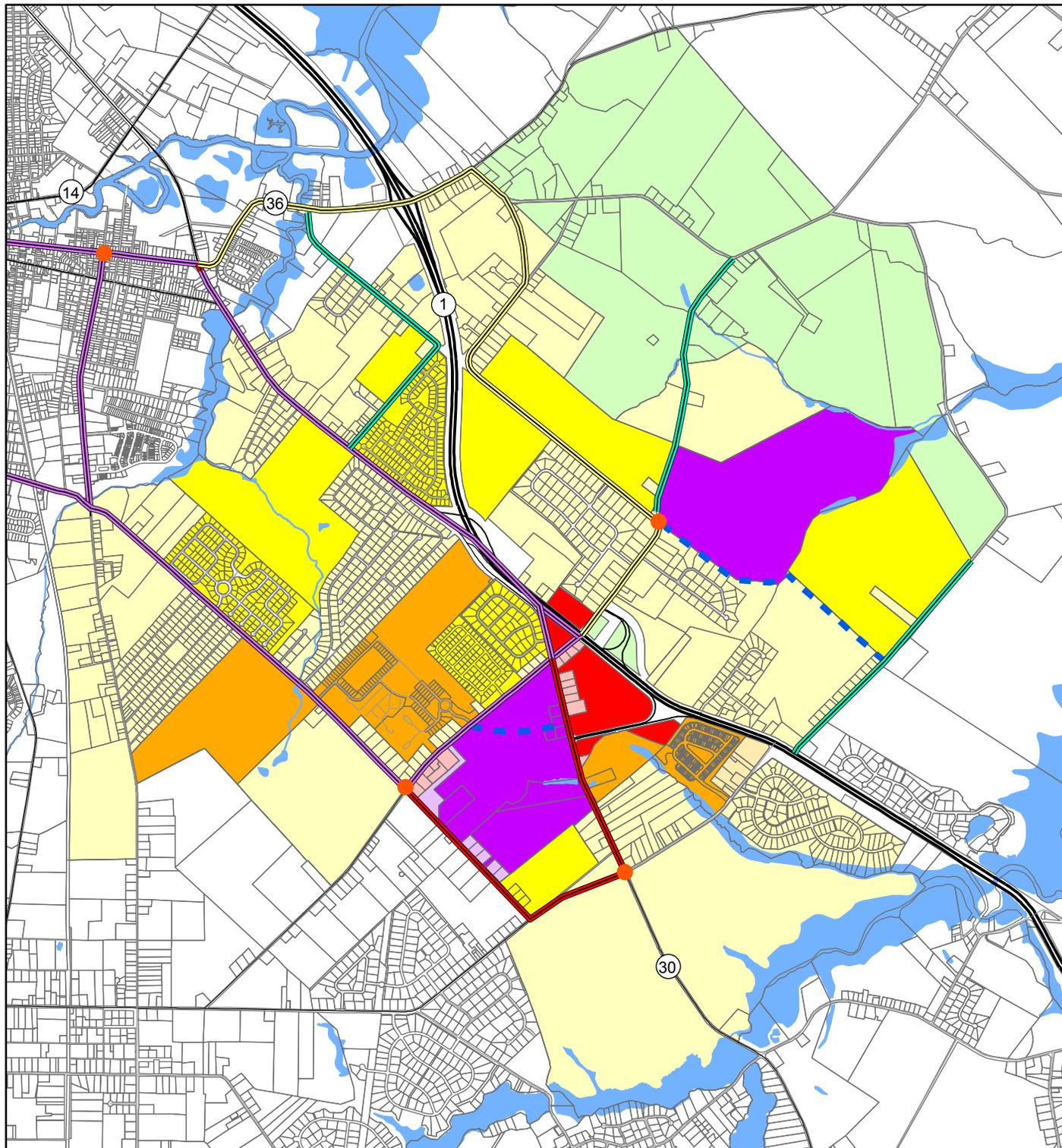
Map #4 Land Use & Transportation Recommendations

Revised March 2017

Legend

- Proposed Intersection Improvements
- Proposed Additional Road Upgrades
- Phase 1 - Transit Circulator/Road Upgrade
- Phase 2 - Transit Circulator/Road Upgrade
- Phase 3 - Transit Circulator/Road Upgrade
- - - Proposed New Connector Roads*
- Employment Center
- Commercial
- Residential - Low Density
- Residential - High Density
- Open Space Agriculture
- Proposed Employment
- Proposed Residential - Low Density
- Proposed Residential - High Density
- Proposed Open Space Agriculture

*Conceptual alignment subject to change



Chapter 9

Water and Sewer Infrastructure

One responsibility of the City of Milford for the Southeast Neighborhood is the planning, financing, and construction of public utilities for this area. These public utilities include water, sewer and electricity.

The City of Milford has engaged the engineering firm of Davis, Bowen, & Friedel (DB&F) to prepare the water and sewer extensions east of SR 1. After reviewing proposed and existing development, DB&F has prepared cost estimates and schematic drawings showing the proposed location of these public utilities (see Map 5).

Public Water System Improvements

The water extensions include a new elevated storage facility, water treatment facility and a new proposed well either east of SR 1 or west of SR 1, depending on the availability of land and locating a sufficient water source. Additional water facilities include extension of a 12 inch water line from an existing connection near Meadows at Shawnee running southward near the three major properties east of SR 1 (Dugan Property, Isaac Property, and the Mills Property) then westward along Johnson Road until it meets Cedar Creek Road. At this intersection the water line is reduced to a 10 inch water line then continues in a westerly direction until it meets Elks Lodge Road. At Elks Lodge Road it continues in a northerly direction until it connects with an existing water line near the Orchard Hills development. This proposed extension of the water utility into the Southeast Neighborhood includes additional wells and will loop with the existing City of Milford water system to provide improved water supply and storage and fire fighting capabilities.

The estimated cost of these improvements according to DB&F is approximately \$5.25 million. Presently the City of Milford has funding in place through the U.S. Department of Agriculture for the construction of these water facilities.

Public Sewer System Improvements

Regarding the proposed sewer extensions for the Southeast Neighborhood, again DB&F has provided cost estimates and schematic drawings showing the proposed location of these public utilities. The sewer extensions include the construction of a proposed 12 inch force main from an existing 18 inch force main near the Meadows of Shawnee along Rehoboth Blvd. running eastward then southward along the Dugan property, which would serve the area east of SR 1.

Additional construction in this area would include the erection of a pump station on the Isaacs property.

Proposed sewer extension for the area west of SR1 include the construction of a 12 inch force main near the Meadows at Shawnee on Rehoboth Blvd., continuing southward along Rehoboth Blvd. then along the right-of-way of SR 1 near the Matlinds Estate housing development, then southward along Cedar Creek Road. This proposed sewer extension would serve all the proposed development west of SR 1 and south of existing development within the corporate limits of the City of Milford (see Map 6).

Costs estimates prepared by DB&F for this sewer extension amount to \$9 million.

Electric Utility

The City's electric utility currently serves a majority of the area included in the Southeast Neighborhood planning area. Areas currently not included in the City's service territory will be added once they are annexed in to the City limits.

Milford South East Neighborhood Master Plan

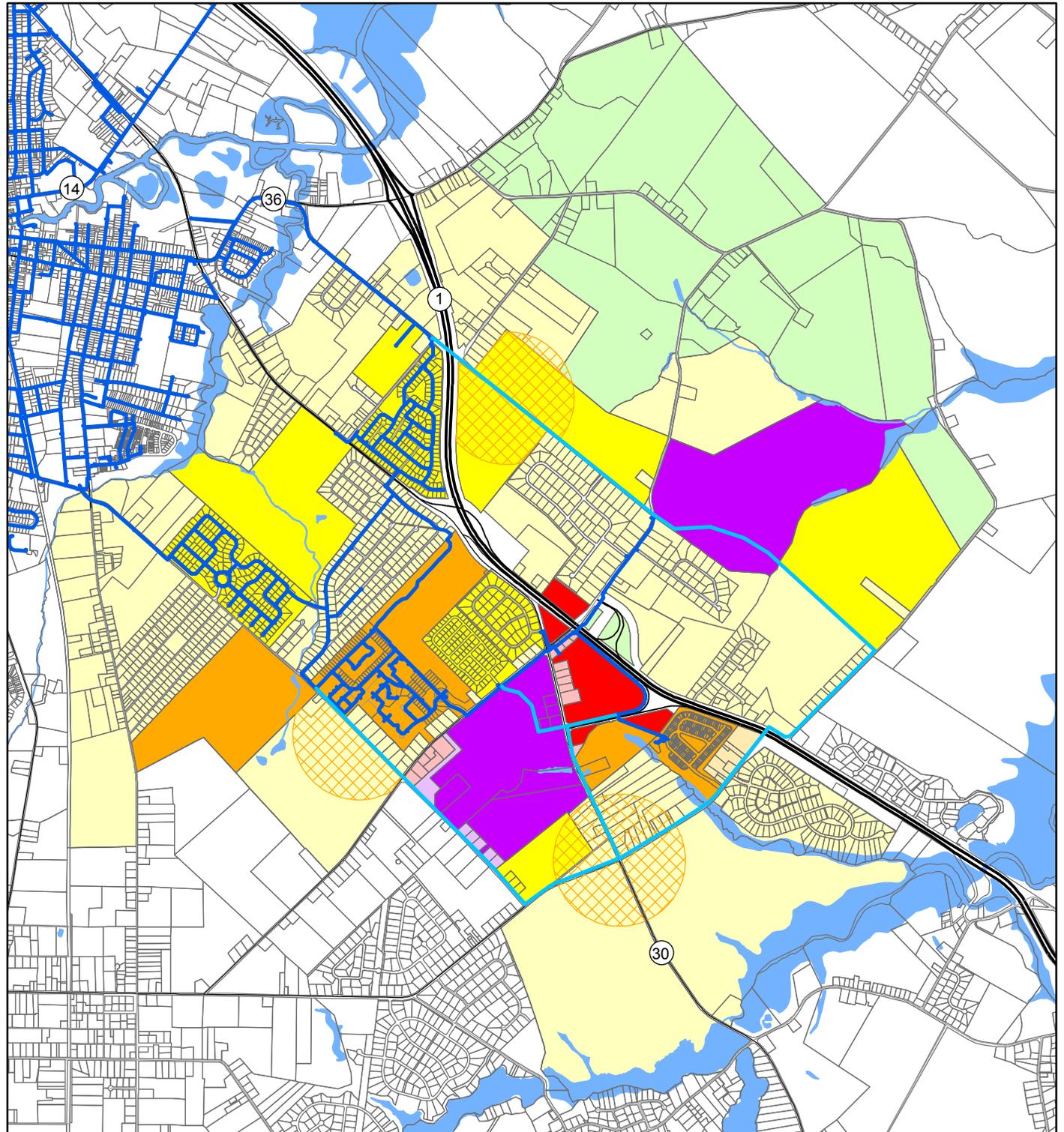
Map #5 Land Use & Water

Revised March 2017

Legend

-  Proposed Water System
-  Existing Water System
-  TDR Receiving Areas
-  Employment Center
-  Commercial
-  Residential - Low Density
-  Residential - High Density
-  Open Space Agriculture
-  Proposed Employment
-  Proposed Commercial
-  Proposed Residential - Low Density
-  Proposed Residential - High Density
-  Proposed Open Space Agriculture

*Conceptual alignment subject to change



Milford South East Neighborhood Master Plan

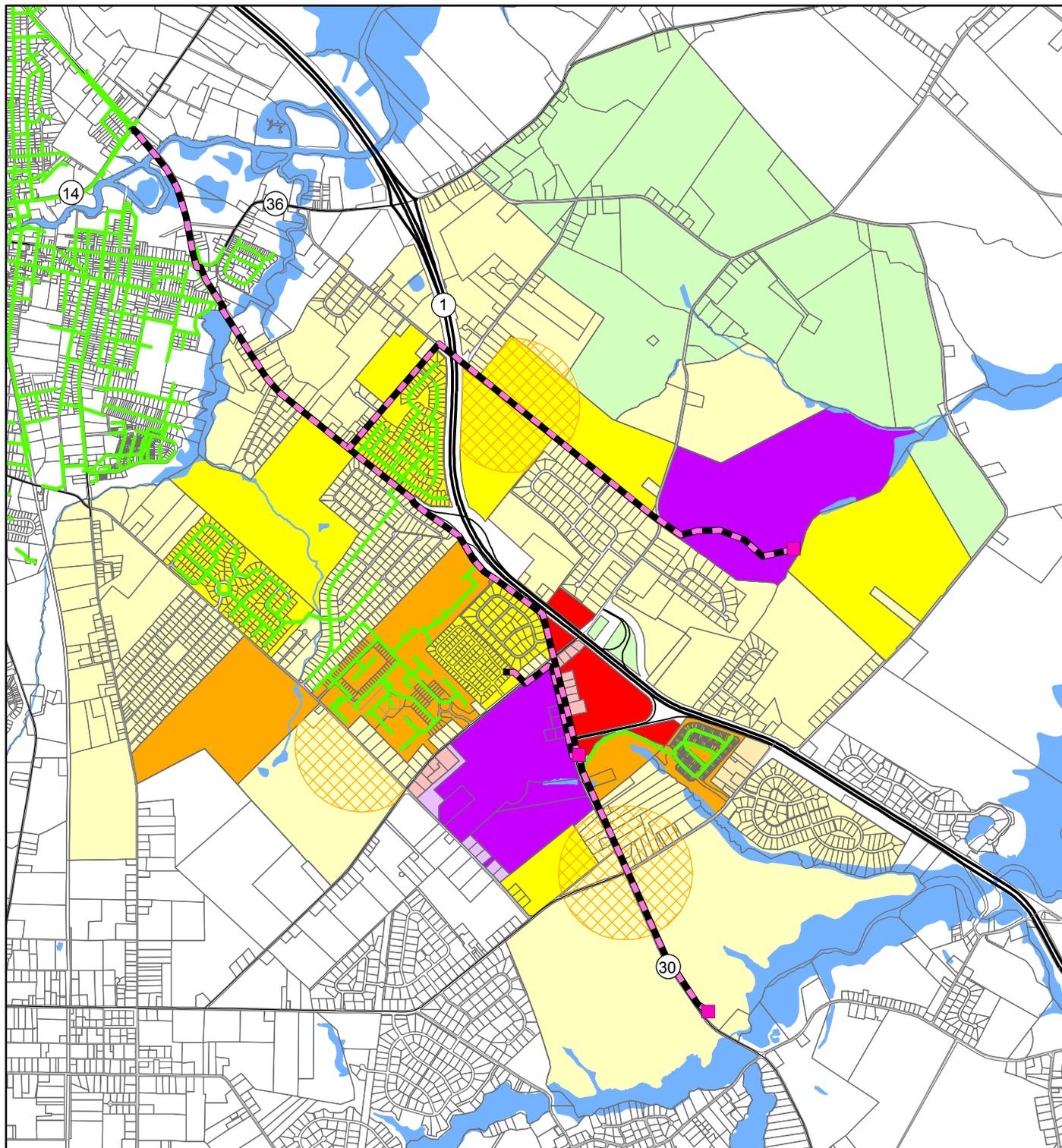
Map #6 Land Use & Wastewater

Revised March 2017

Legend

- Proposed PS
- Proposed FM
- Existing Gravity Sewer
- TDR Receiving Areas
- Employment Center
- Commercial
- Residential - Low Density
- Residential - High Density
- Open Space Agriculture
- Proposed Employment
- Proposed Commercial
- Proposed Residential - Low Density
- Proposed Residential - High Density
- Proposed Open Space Agriculture

*Conceptual alignment subject to change



Chapter 10

Design Guidelines

1. DDA recommends that the city require any property developed adjacent to land designated as Open Space Agriculture to include a forested buffer between the property and adjacent farmland. This is already required by Sussex County. As a courtesy to Sussex County, the DDA Forest Service reviews the effectiveness of the buffer and makes a recommendation to the County on whether or not to accept the buffer as is, or require modifications. DDA would offer the same service to the City.
2. In addition to a forested buffer requirement, the DDA also asks that the City work with developers on where they “mass” their houses or buildings. Whenever practical, the Department requests that the City require developers to cluster their approved building lots and place as much of the residual community open space near adjacent farm parcels. This would further help eliminate or mitigate any conflict that may arise from dissimilar land uses.
3. When considering site plan and subdivision design, the placement of active and passive open space is important. Passive open space should be located to give a priority to protecting existing natural resources on the site. Active open space (for recreational use) is better placed in a more centralized location in order to be more accessible to future residents of the subdivision.
4. As each new project is proposed, the City, DNREC, DeIDOT, and the developer should discuss opportunities to develop shared stormwater management facilities that integrate best practices for maximum flood protection and water quality protection and enhancement.
5. Utilize green technologies to manage stormwater. Green technology stormwater management is a best practice that uses the natural processes of vegetation to filter stormwater, and take up harmful pollutants, and improve groundwater recharge without expensive infrastructure.

6. Minimize the removal of trees within the Cedar Creek Natural Area to the greatest extent possible with the goal of preserving all existing trees and all contiguous forested blocks (see map 5.1).
7. Provide buffers to the Cedar Creek Natural Area and the Cedar Creek Nature Preserve. DNREC recommends prohibiting additional development within 300 ft. of the existing Natural Area (see map 5.1).
8. Do not place stormwater structures, including stormwater outfalls, in the Cedar Creek Natural Area (see map 5.1).
9. Incorporate sidewalks, bike lanes, and multi-modal paths in the Master Plan Area in accordance with Chapter 8 and the Milford Pedestrian/Multi-Modal Master Plan.
10. Specific Conservation Areas, Area One (see Chapter 5 and Map 5.3, Area One)
 - a. Avoid building and/or stormwater infiltration in the area of excellent recharge
 - b. Limit intense development to the upland portion of the parcel; the eastern portion should be used for passive recreation and open space.
 - c. The Downer and Ingleside soils in Area One should be the preferred location for stormwater infiltration.
11. Specific Conservation Areas, Area Two (see Chapter 5 and Map 5.4, Area Two)
 - a. Protect the forested wetlands that are mapped in the southern end of Area Two, on both sides of SR 30. Because of the falling elevation from the north end of this area toward the mapped wetlands, we advise that optimal stormwater management would be constructed wetlands or other green-technology best management practices in the area immediately north of the forested wetlands, on either side of SR 30.
 - b. The wooded section in this area also supports Key Wildlife Habitat. Generous riparian buffers (300 feet or greater) are recommended to protect water quality, and preserve forested areas surrounding the tributaries of Cedar Creek to enable rare species to thrive.
12. Specific Conservation Areas, Area Three (see Chapter 5 and Map 5.5, Area Three)
 - a. Provide at least a 300 ft upland buffer because of the presence of or potential for swamp pink. The buffer would also be instrumental in protecting the Atlantic

White Cedar wetlands as well as achieving the Total Maximum Daily Load (TMDL) pollution limits for this portion of the Mispillion watershed.

Chapter 11 Implementation

Commitments:

The City of Milford

1. The City will develop and adopt an ordinance to enable to use of transfer-of-development rights (TDRs) credits in receiving zones. This ordinance will enable developers build at up to eight (8) units per acre by-right through the purchase of TDR credits from farms in the sending areas.
2. A stormwater utility is a legal and financial structure to allow stormwater management facilities to be constructed, managed, and maintained in common by a local government or other entity. This master plan area is well suited to such a utility, although there are many ways to structure such an entity. Both the City and DNREC agree to explore this option in more detail as this area develops in accordance with this master plan.
3. The City will construct a public water system as described in Chapter 9 to serve the Master Plan Area. This is a funded project.
4. The City will design and permit a sewer system to serve the Master Plan Area as described in Chapter 9. Private developers will be responsible for funding and constructing this system. The City will discuss various financing and construction options with any developer.

Delaware Department of Agriculture

1. The Delaware Department of Agriculture (DDA) and the Delaware Agricultural Lands Preservation Foundation (DALPF) will partner with the City to establish a Transfer of Development Rights program as described in the Agricultural Preservation chapter of this document (Chapter 4).
2. By partnering with DALPF, the City will avoid the initial financial expenditures required to preserve a parcel of land. These expenditures include paying to survey the property, paying the legal costs of a real estate settlement, and other associated administrative costs. DALPF would bear those costs.
3. The City would avoid the future obligation of monitoring the preserved farms to make sure they remain in compliance with the preservation agreement (easement). DALPF would assume that responsibility and add any properties preserved by Milford to the hundreds of permanently preserved farms it already monitors. In addition, should any

future litigation be required to uphold the preservation easement, the City would not have to incur any legal costs.

4. DDA will assist the City in the creation and administration of a TDR bank as described in the Agricultural Preservation chapter of this document (Chapter 4). This includes assistance with appraisals to set the fair market value of TDR units.
5. In addition to any funds the City would have for agricultural preservation and the TDR bank, they would also be eligible for state matching funds from DALPF, as well as any federal matching funds from United States Department of Agriculture (USDA) Farm and Ranch Lands Protection Program (FRPP). As allowed by law, these matching funds would be awarded to the city based on availability. If the City were able to capture state and federal matching funds, it could significantly leverage its funds with additional money and preserve additional farmland.

Delaware Department of Natural Resources and Environmental Control (DNREC)

1. There is an opportunity for greater communication and coordination between DNREC and DeIDOT with regard to stormwater management and road improvements. This coordination will be ongoing throughout the development of this master plan area. Opportunities to share facilities and streamline the review process will be continually evaluated and implemented as individual properties within the master plan area develop and re-develop. Streamlined review and approval processes will only be available in return for implementing “best practice” designs.
2. DNREC will work with the city to explore and implement the concept of a stormwater utility in the master plan area as development occurs.

Delaware State Housing Authority (DSHA)

If requested, the DSHA stands ready to assist in the development of affordable housing opportunities in the Master Plan Area in the following ways:

1. Work with the Office of State Planning Coordination to further refine its criteria for tax credits, which may give more weight to Master Plan areas such as this one in the future.
2. Continue to provide developers information and resources through its Affordable Housing Resource Center and other sources.
3. Work with the City and the Office of State Planning Coordination on the development of ordinances, such as Form Based Codes, to ensure quality design in the Master Plan Area.
4. Participate with the City on future grant applications to facilitate development in the Master Plan Area.

Delaware Department of Transportation (DelDOT)

1. DelDOT will fund and construct the grade separated interchange at SR 1 and SR 30 as per the current Capital Transportation Plan (CTP). The current timeline involves construction in 2012 and 2013, with completion in late 2013. Please note that the CTP is subject to amendment annually.
2. Work with the City of Milford to adopt this master plan area as a Transportation Improvement District (TID) to enable equitable and timely funding for roadway improvements within the area in accordance with the recommendations in this Master Plan.
3. DelDOT will work with the City to ensure that the road improvements identified in this report are implemented by the public and/or private sector in a phased manner that is paced with the timing of development activities.

Requirements:

Division of Historical and Cultural Resources: Delaware State Historic Preservation Office

1. Any project that involves federal funds or permits must comply with Section 106 of the National Historic Preservation Act.
2. The State Antiquities Act requires that archaeological excavations on state-owned or controlled lands must be done under a permit from the Director of DHCA.
3. Any unmarked human remains that are disturbed during construction must be respectfully handled in conformance with the Delaware Unmarked Human Remains Act.

Recommendations:

Recommendations for Implementation of Agricultural Preservation:

1. DDA recommends the that the city require any property developed adjacent to land designated Open Space Agriculture to include a forested buffer between the property and adjacent farmland. This is already required by Sussex County. As a courtesy to Sussex County, the DDA Forest Service reviews the effectiveness of the buffer and makes a recommendation to the County on whether or not to accept the buffer as is, or require modifications. The Department would offer the same service to the City.
2. In addition to a forested-buffer requirement, the Department also asks that the City work with developers on where they “mass” their houses or buildings. Whenever

practical, DDA requests that the City require developers to cluster their approved building lots, and place as much of the residual community open space near adjacent farm parcels. This would further help eliminate or mitigate any conflict that may arise from dissimilar land uses.

3. DDA asks that the city review its zoning ordinances for compatibility with future agricultural business or agriculture related uses. It is important to provide provisions and flexibility in the zoning code to accommodate future agriculture related activities.
4. DDA would note that all properties enrolled in the state's farmland preservation program are afforded the protections listed in Appendix 3. In addition, Sussex County adopted a "mirror" ordinance to provide these protections to all farms located in Sussex County. These protections should be considered during the city's planning process in an attempt to place more compatible land uses next to properties engaged in agriculture. In addition, DNREC's regulations include a restriction on the location of water wells that should be considered.

Recommendations for Protection of the Cedar Creek Natural Area

1. Sections of the wooded areas of the Milford Southeast Neighborhood Master Plan Area are part of the Cedar Creek Natural Area (see Map 5.1). All developments near or adjacent to this Natural Area are recommended to follow the design guidelines regarding protection of the Natural Area, found in Chapter 5.
2. Cedar Creek Nature Preserve is adjacent to the south end of the Southeast Planning Area (see Map 5.1). A number of rare species can be found in association with this habitat type. To protect the rest of this contiguous forest area, it should be designated as a Nature Preserve, a special designation that provides additional protection for an important natural resource area. Such a designation would be achieved with the assistance of DNREC's State Office of Nature Preserves. Should these areas be annexed as envisioned by the Master Plan, Milford will work with private landowners and the State Office of Nature Preserves to promote the dedication of the Natural Area as a Nature Preserve.

Recommendations for the Protection of Specific Conservation Areas

1. When designing development projects within Specific Conservation Areas One, Two and Three (see Chapter 5 and Maps 5.3, 5.4 and 5.5), the land developers and the City will collaborate to ensure that the specific design guidelines related to these important conservation areas are incorporated into the site designs. The design guidelines are specifically listed in Chapter 10.

Transportation Recommendations

1. Upgrade primary circulation and transit routes (see Chapter 8, and Map 4) to 11 ft. lanes and 5 ft. shoulders.
2. Along these same routes, construct bicycle and pedestrian improvements to ensure interconnectivity, multi-modal connections, and “complete streets.”
3. In order to accommodate increased traffic from new development activities, upgrade the intersections identified in Chapter 8 and shown on Map 4.
4. Encourage the use of TDR to enable higher density developments (up to 8 du/acre) at the designated TDR receiving areas. These areas are planned around bus stops to enable the transit improvements envisioned to operate smoothly.

Signatures:

The undersigned agree to honor the above stated commitments, agreements, requirements and recommendations as they relate to the development and preservation of land within the Milford Southeast Neighborhood Master Plan area. This document, including text and maps, shall guide land development, agricultural preservation, environmental protection, and infrastructure investments in the Southeast Neighborhood Master Plan Area described herein. This document shall be in full force and effect until such time as all parties reconvene and mutually consent to amend this document and the commitments, agreements, requirements, and recommendations.



Mayor, City of Milford



Director, Office of State Planning Coordination



Secretary, Delaware Department of Agriculture



Secretary, Delaware Department of Natural Resources and Environmental Control



Secretary, Delaware Department of Transportation

Appendices

Appendix 1. Southeast Neighborhood Master Plan Land Use Scenarios Comparison

Appendix 2. TDR Sending and Receiving Area Analysis

Appendix 3. Proposed Agricultural Use Protections

Appendix 4. Historic and Cultural Resources in or Near the Master Plan Area

Appendix 1.

Southeast Neighborhood Master Plan Land Use Scenarios Comparison

South Milford Master Plan
SE Neighborhood Land Use Scenarios - Demographic Comparative Analysis
April 2011

| Master Plan Build-Out Scenarios | | | | | | |
|----------------------------------|-------------------|---|--|--------------------------------------|--------------------------------------|--|
| Build-Out Results | Existing Land Use | SE Neighborhood Preferred (ALT) Scenario ¹ October, 2009 | SE Neighborhood Master Plan Preferred (Revised) Scenario ² December, 2010 | Growth 2020 ³ April, 2011 | Growth 2030 ⁴ April, 2011 | Milford Comp Plan (SF Neighborhood) July, 2008 |
| Build-Out Numeric Dwelling Units | 1,943 | 7,626 | 11,769 | 2,434 | 2,959 | 15,083 |
| Build-Out Numeric Buildings | 1,943 | 6,815 | 10,103 | 2,438 | 2,693 | 7,570 |
| Build-Out Numeric Floor Area | 0 | 995,000 | 2,995,000 | 160,000 | 1,385,000 | 7,970,000 |
| RESIDENTIAL | | | | | | |
| Dwelling Units | 1,943 | 7,626 | 11,769 | 2,434 | 2,959 | 15,083 |
| Residents | 4,709 | 19,459 | 30,739 | 5,960 | 7,290 | 39,659 |
| Children | 1,360 | 3,865 | 4,692 | 1,608 | 1,884 | 4,414 |
| Residential Taxes | 184,295 | 756,930 | 1,153,035 | 234,535 | 287,905 | 1,384,985 |
| Residential VTD | 19,430 | 76,262 | 114,596 | 24,340 | 29,590 | 134,488 |
| Residential Waste Water | 582,900 | 2,287,800 | 3,530,700 | 730,200 | 887,700 | 4,524,900 |
| Residential Water Use | 582,900 | 2,287,800 | 3,530,700 | 730,200 | 887,700 | 4,524,900 |
| NONRESIDENTIAL | | | | | | |
| Commercial FloorArea (SQFT) | 0 | 995,000 | 2,995,000 | 160,000 | 1,385,000 | 7,970,000 |
| Employees ⁵ | 262 | 2,519 | 4,875 | 724 | 1,854 | 10,275 |
| Commercial Taxes | 0 | 49,539 | 137,065 | 7,966 | 65,371 | 320,632 |
| Commercial VTD | 0 | 24,875 | 70,692 | 4,000 | 30,692 | 178,000 |
| Commercial Waste Water | 0 | 32,875 | 70,158 | 8,000 | 30,158 | 186,000 |
| Commercial Water Use | 0 | 41,098 | 87,698 | 10,000 | 37,698 | 232,500 |

¹ Existing Land Use Scenario employees are calculated as home-based employees, therefore no associated nonresidential space.

² SE_Neighborhood "Preferred (ALT)" Scenario - composite of scenarios developed at Public Workshop, October, 2009

³ SE_Neighborhood "Preferred (Revised)" Scenario - Public Option composite revised December 2010 by City of Milford Planning after reviewing State Agency Input & PLUS project constraints

⁴ Growth 2020 and Growth 2030 Scenarios assume a growth rate of 2% per year

Source: UD-SCC Community Land Use Model

Analysis performed by the University of Delaware, Sustainable Coastal Communities (SCC) Program, 2011



5/3/2011

SE_Neighborhood_Indicators_22APR11_UD

Page 1 of 1

Appendix 2. TDR Sending and Receiving Area Analysis

TDR Sending Area Analysis for Select Parcels East of Milford

| Parcel Number | Owner Name | LESA Score | Acres | Zoning Yield ¹ | Build Yield ² | Septic Yield ³ |
|------------------------------|--------------------------------------|-------------------|---------------|---------------------------|--------------------------|---------------------------|
| 330-12.00-10.00 | Ruth Williams | 185.08 | 60 | 120 | 78 | 78 |
| 330-08.00-47.00 | Richard Fay Shockley | 220.19 | 14.7 | 28 | 19 | 19 |
| 330-12.00-08.00 | GW Shockley & Sons, Inc. | 222.51 | 117.4 | 235 | 153 | 59 |
| 330-08.00-28.00 | Alan and Arenath Mills | 172.61 | 46.2 | 92 | 60 | 60 |
| 330-08.00-24.00 | Beverly & Louis C'Day | 189.26 | 41.29 | 101 | 66 | 66 |
| 330-12.00-01.03 | Howard & Katherine Webb ⁴ | 210.7 | 118.18 | 236 | 153 | 59 |
| 330-12.00-01.02 | Howard & Katherine Webb ⁴ | Part of 330-12.00 | | | | |
| 330-12.00-01.02 (Unit 21805) | Howard & Katherine Webb ⁴ | Part of 330-12.00 | | | | |
| 330-12.00-01.00 | BKW Farm Limited | 181.54 | 66.8 | 132 | 86 | 86 |
| 330-08.00-19.00 | Alan & Arenath Mills | 192.19 | 85.5 | 170 | 111 | 59 |
| 330-08.00-19.02 | Alan & Arenath Mills | 192.19 | 16.3 | 32 | 21 | 21 |
| 330-08.00-20.00 | Warnock Farms, LLC | 232.5 | 105.5 | 210 | 137 | 59 |
| 330-07.00-75.00 | GW Shockley & Sons, Inc. | 184.27 | 48.4 | 96 | 63 | 63 |
| Totals | | | 720.37 | 1,452 | 947 | 789 |

¹ Sussex County AR-1 zoning provides for 2 units to the acre
² In practice, the average subdivision yields 1.3 units per acre
³ Del Code Title 7, Chapter 60 limits the number of individual on-site septic systems to 99; a community wastewater system is required to achieve the max. dwelling units allowed by zoning.
⁴ Existing Agricultural District

Milford TDR Receiving Areas
 Located within 1/4 Mile of Public Transportation Nodes

| Node | Acres | Base Zoning 3 DUs/acre | TDR Zoning 8 DUs/acre | Additional DUs through TDR use |
|--------------|------------|---------------------------|--------------------------|-----------------------------------|
| 1 | 58 | 174 | 696 | 522 |
| 2 | 118 | 354 | 1416 | 1062 |
| 3 | 104 | 312 | 1248 | 936 |
| Total | 280 | 840 | 2240 | 1,400 |

Appendix 3. Proposed Agricultural Use Protections

The following is sample language that the Delaware Department of Agriculture recommends the City of Milford integrate into their review of any subdivision located adjacent to an Agricultural Preservation District:

The proposed development is near two properties currently enrolled in the State's Agricultural Lands Preservation Program (Example: N & M Burton Farm Agricultural District, (Parcel Numbers # 2.34-16.00-11.00 and 2.34-16.00-17.00). Therefore, the activities conducted on these preserved properties will be protected by the agricultural use protections outlined in Title 3, Del. C., Chapter 9. These protections effect adjoining developing properties. The 300 foot notification requirement affects all new deeds in a subdivision located in whole or part within 300 feet of an Agricultural District. Please take note of these restrictions as follows:

§ 910. Agricultural use protections.

(a) Normal agricultural uses and activities conducted in a lawful manner are preferred and priority uses and activities in Agricultural Preservation Districts. In order to establish and maintain a preference and priority for such normal agricultural uses and activities and avert and negate complaints arising from normal noise, dust, manure and other odors, the use of agricultural chemicals and nighttime farm operations, land use adjacent to Agricultural Preservation Districts shall be subject to the following restrictions:

(1) For any new subdivision development located in whole or in part within 300 feet of the boundary of an Agricultural Preservation District, the owner of the development shall provide in the deed restrictions and any leases or agreements of sale for any residential lot or dwelling unit the following notice:

This property is located in the vicinity of an established Agricultural Preservation District in which normal agricultural uses and activities have been afforded the highest priority use status. It can be anticipated that such agricultural uses and activities may now or in the future involve noise, dust, manure and other odors, the use of agricultural chemicals and nighttime farm operations. The use and enjoyment of this property is

expressly conditioned on acceptance of any annoyance or inconvenience which may result from such normal agricultural uses and activities."

(2) For any new subdivision development located in whole or in part within 50 feet of the boundary of an Agricultural Preservation District, no improvement requiring an occupancy approval shall be constructed within 50 feet of the boundary of the Agricultural Preservation District.

(b) Normal agricultural uses and activities conducted in accordance with good husbandry and best management practices in Agricultural Preservation Districts shall be deemed protected actions and not subject to any claim or complaint of nuisance, including any such claims under any existing or future county or municipal code or ordinance. In the event a formal complaint alleging nuisance related to normal agricultural uses and activities is filed against an owner of lands located in an Agricultural Preservation District, such owner, upon prevailing in any such action, shall be entitled to recover reasonably incurred costs and expenses related to the defense of any such action, including reasonable attorney's fees (68 Del. Laws, c. 118, § 2.). In addition, if any wells are to be installed, Section 4.01(A)(2) of the Delaware Regulations Governing the Construction and Use of Wells will apply. This regulation states:

(2) For any parcel, lot, or subdivision created or recorded within fifty (50) feet of, or within the boundaries of, an Agricultural Lands Preservation District (as defined in Title 3, Del. C., Chapter 9); all wells constructed on such parcels shall be located a minimum of fifty (50) feet from any boundary of the Agricultural Lands Preservation District. This requirement does not apply to parcels recorded prior to the implementation date of these Regulations. However, it is recommended that all wells be placed the maximum distance possible from lands which are or have been used for the production of crops which have been subjected to the application of land applied federally regulated chemicals.

Section 1. Chapter 99, Code of Sussex Section 99-6 may also apply to this subdivision. The applicant should verify the applicability of this provision with Sussex County. This Section of the Code states:

G. Agricultural Use Protections.

(1) Normal agricultural uses and activities conducted in a lawful manner are preferred. In order to establish and maintain a preference and priority for such normal agricultural uses and activities and avert and negate complaints arising from normal noise, dust, manure and other odors, the use of agricultural

chemicals and nighttime farm operations, land uses adjacent to land used primarily for agricultural purposes shall be subject to the following restrictions:

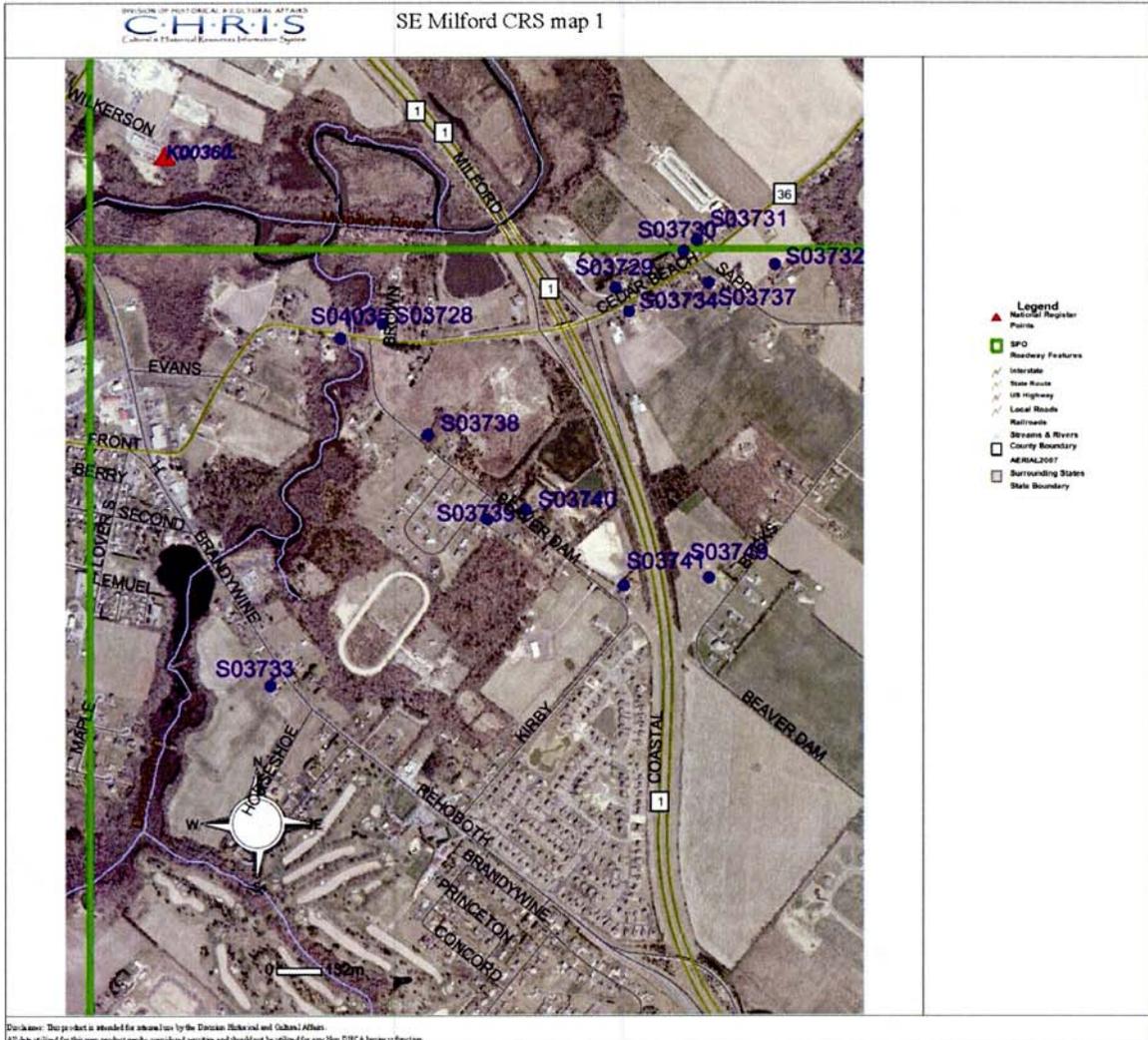
(a) For any new subdivision development located in whole or in part within three hundred (300) feet of the boundary of land used primarily for agricultural purposes, the owner of the development shall provide in the deed restrictions and any leases or agreements of sale for any residential lot or dwelling unit the following notice:

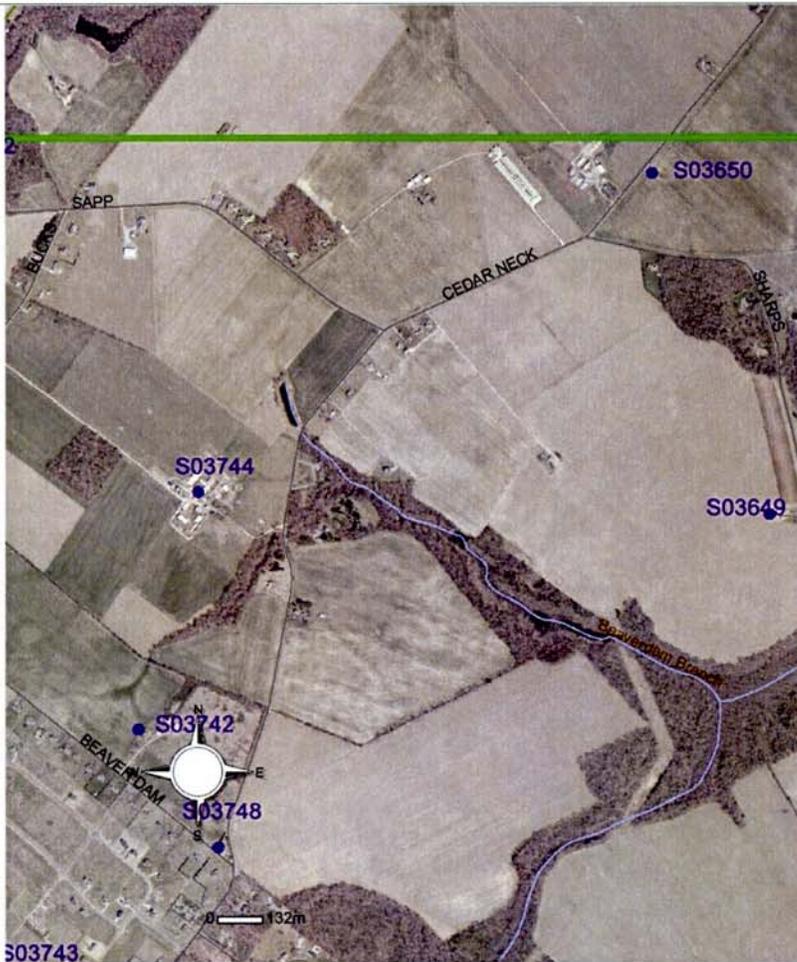
“This property is located in the vicinity of land used primarily for agricultural purposes on which normal agricultural uses and activities have been afforded the highest priority use status. It can be anticipated that such agricultural uses and activities may now or in the future involve noise, dust, manure and other odors, the use of agricultural chemicals and nighttime farm operations. The use and enjoyment of this property is expressly conditioned on acceptance of any annoyance or inconvenience which may result from such normal agricultural uses and activities.”

(b) For any new subdivision development located in whole or in part within fifty (50) feet of the boundary of land used primarily for agricultural purposes no improvement requiring and occupancy approval for a residential type use shall be constructed within fifty (50) feet of the boundary of land used primarily for agricultural purposes.

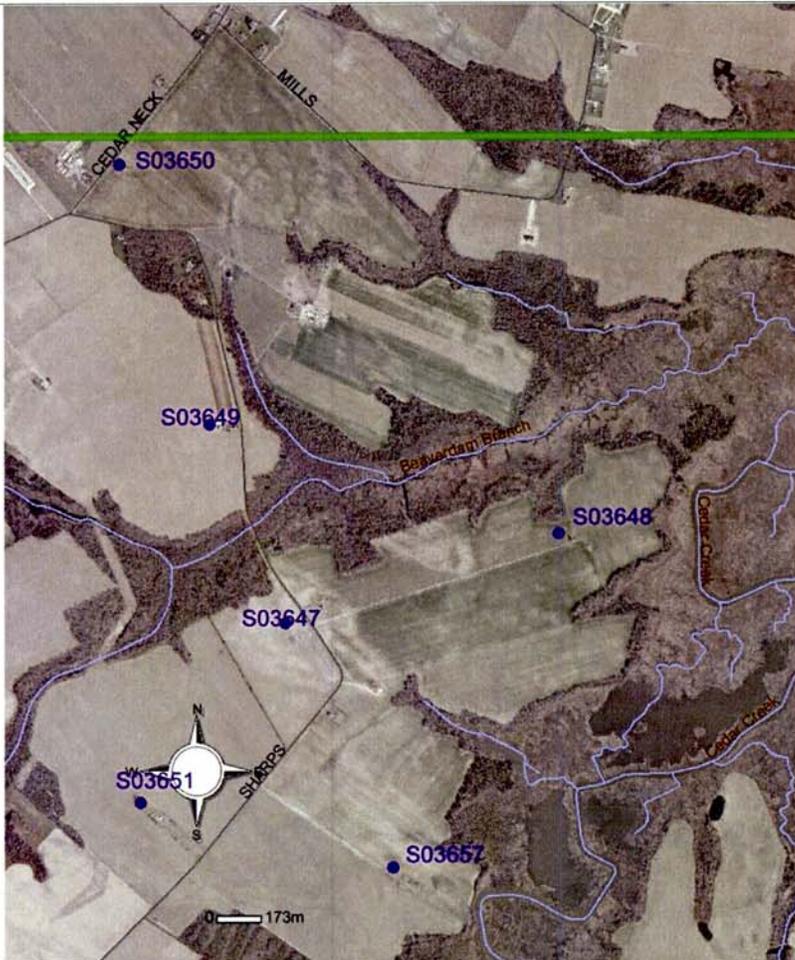
Appendix 4.

Historical and Cultural Resources in or Near the Master Plan Area



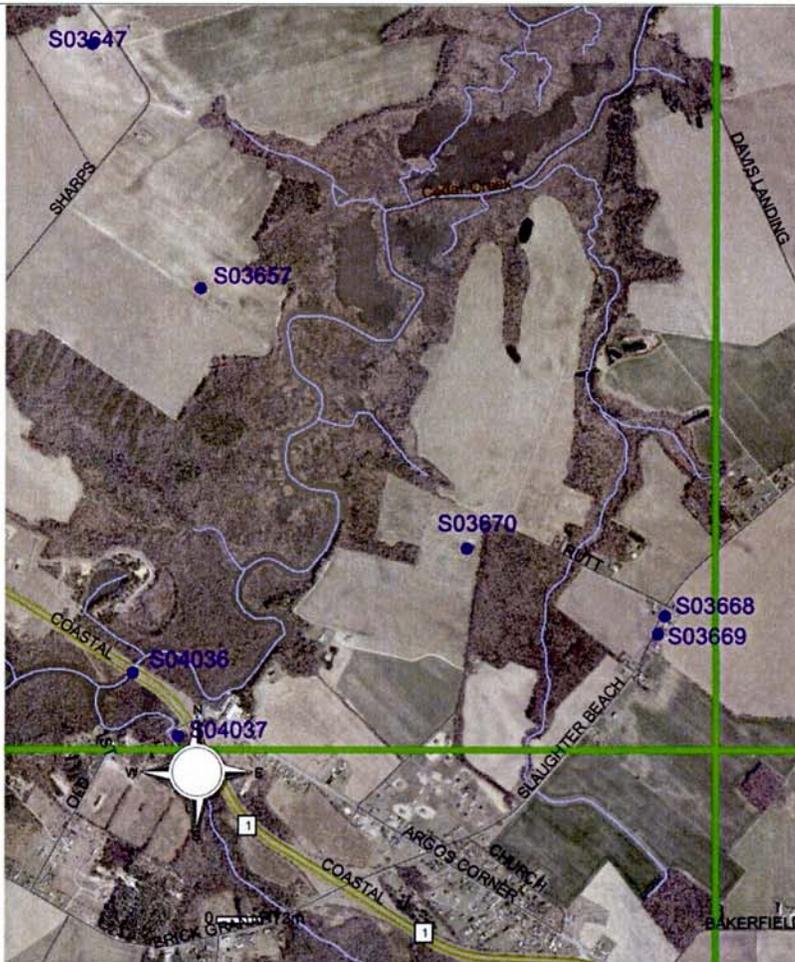


Disclaimer: This product is intended for informational use only. The Division does not warrant the accuracy of the information. All data utilized for this map product were considered current and available for use as of the date of the map. CHRTS does not warrant the accuracy of the information.



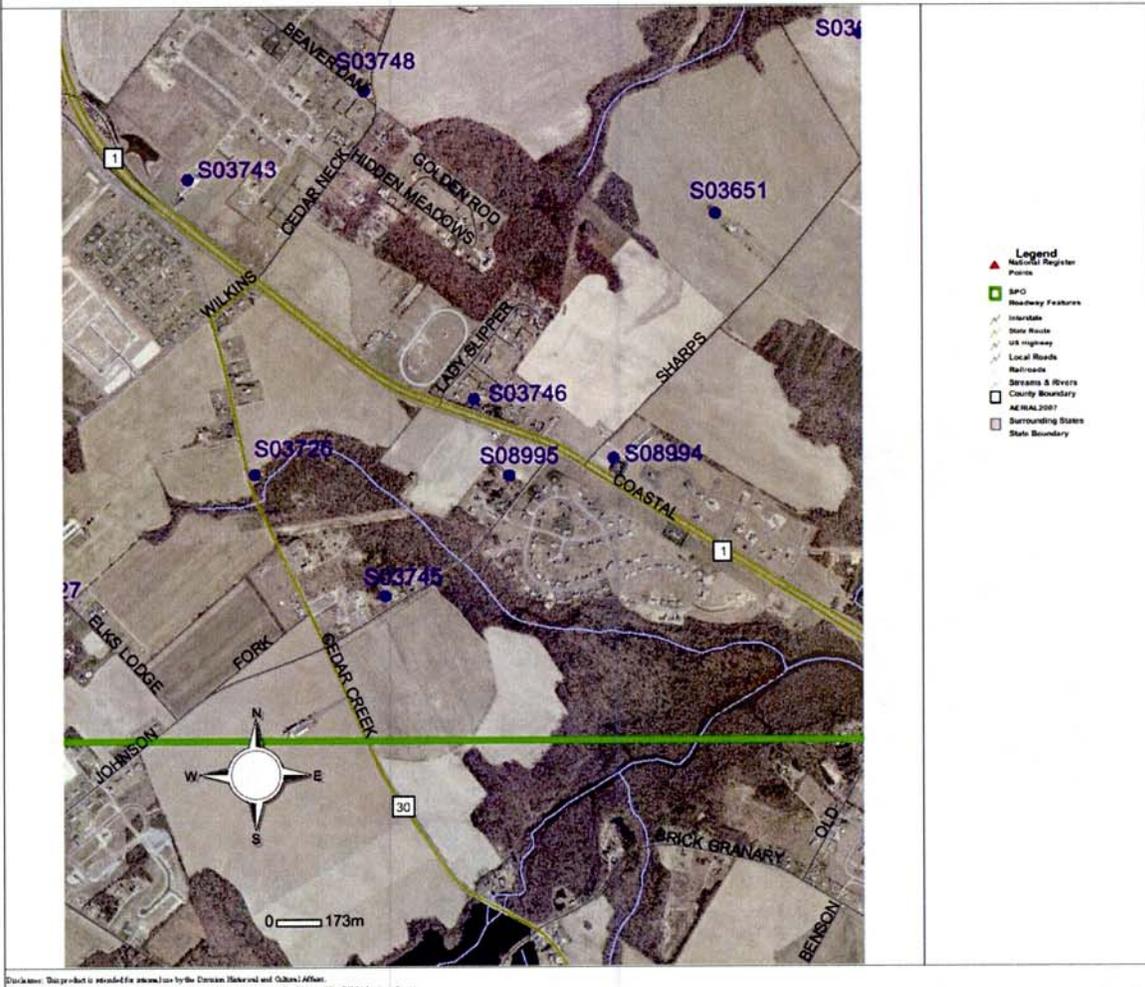
- Legend**
- ▲ National Register Points
 - SPO
 - Roadway Features**
 - Interstate
 - State Route
 - US Highway
 - Local Roads
 - Railroads
 - Streams & Rivers
 - County Boundary
 - AERIAL2007
 - Surrounding States
 - State Boundary

Disclaimer: This product is intended for informational use by the Division of Historical and Cultural Affairs.
 All data utilized for this map product is georeferenced and should not be relied for any other GIS/AI based application.

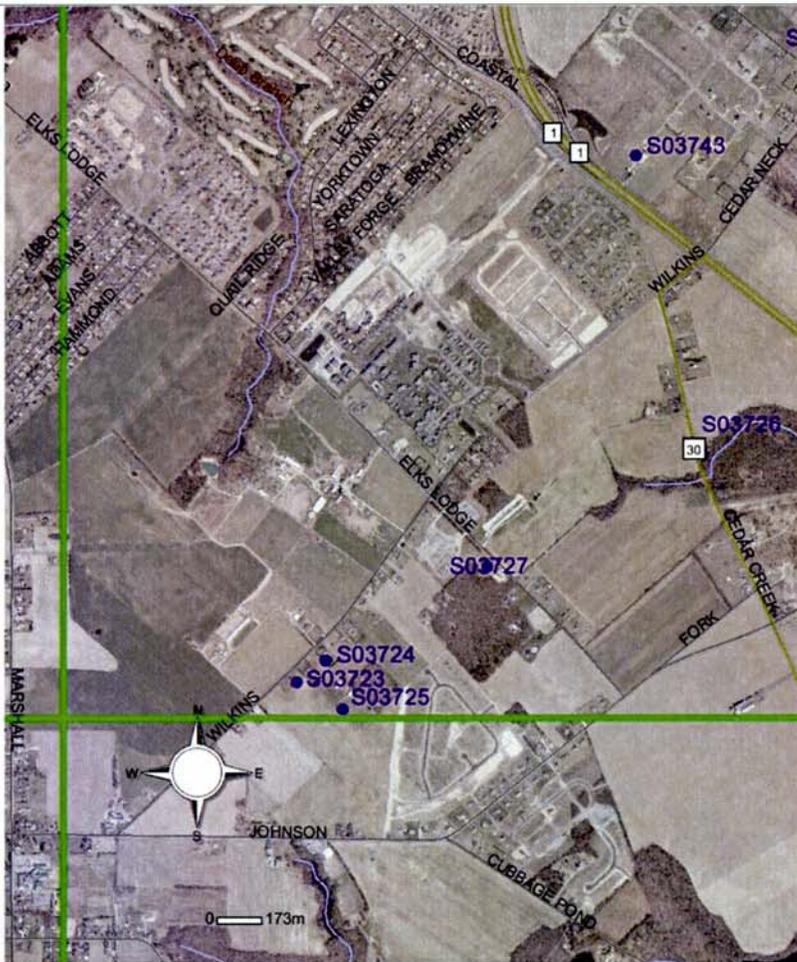


- Legend**
- ▲ National Register Point
 - SPO
 - Roadway Features
 - Interstate
 - State Road
 - US Highway
 - Local Road
 - Railroads
 - Streams & Rivers
 - County Boundary
 - ALR/AL2007
 - Surrounding States
 - State Boundary

Disclaimer: This product is provided for information by the Division of Historical and Cultural Affairs. All data utilized for this map product were considered accurate and deemed to utilize the best CRCA data available.



Disclaimer: This product is intended for information by the Division of Historical and Cultural Affairs.
 All data utilized for this map product were considered accurate and should not be relied for any other DHCRA business function.



- Legend**
- ▲ National Register Points
 - SPO
 - ▬ Roadway Features
 - ▬ Interstate
 - ▬ State Road
 - ▬ US Highway
 - ▬ Local Road
 - ▬ Railroads
 - ▬ Streams & Rivers
 - County Boundary
 - ▬ M.H.A.L. 2007
 - ▬ Surrounding States
 - ▬ State Boundary

Disclaimer: This product is intended for informational use by the Division of Historical and Cultural Affairs. All data obtained for this map product is the responsibility of the user and should not be used for any other purpose.

| State Historic Preservation Office Map Key | | | |
|---|-------------|-----------------------|--------------------|
| Map Number | Item | Type | Location |
| CRS Map 3, 4 | S03647 | dwelling | Sharps Rd |
| CRS Map 3 | S03648 | agricultural complex | Sharps Rd |
| CRS Map 2, 3 | S03649 | dwelling | Sharps Rd |
| CRS Map 2, 3 | S03650 | dwelling | Cedar Neck Rd |
| CRS Map 3, 5 | S03651 | agricultural complex | Sharps Rd |
| CRS Map 3, 4 | S03657 | agricultural complex | Sharps Rd |
| CRS Map 4 | S03668 | dwelling | Slaughter Beach Rd |
| CRS Map 4 | S03669 | dwelling | Slaughter Beach Rd |
| CRS Map 4 | S03670 | dwelling | Rutt Rd |
| CRS Map 6 | S03723 | agricultural complex | Wilkins Rd |
| CRS Map 6 | S03724 | agricultural complex | Wilkins Rd |
| CRS Map 6 | S03725 | dwelling | Wilkins Rd |
| CRS Map 5, 6 | S03726 | dwelling | Cedar Creek Rd |
| CRS Map 6 | S03727 | dwelling | Elks Lodge Rd |
| CRS Map 1 | S03728 | dwelling | Cedar Beach Rd |
| CRS Map 1 | S03729 | dwelling | Cedar Beach Rd |
| CRS Map 1 | S03730 | dwelling complex | Cedar Beach Rd |
| CRS Map 1 | S03731 | agricultural complex | Cedar Beach Rd |
| CRS Map 1 | S03732 | dwelling complex | Sapp Rd |
| CRS Map 1 | S03733 | agricultural complex | Rehoboth Blvd |
| CRS Map 1 | S03734 | dwelling | Cedar Beach Rd |
| CRS Map 1 | S03737 | dwelling | Sapp Rd |
| CRS Map 1 | S03738 | dwelling | Beaver Dam Rd |
| CRS Map 1 | S03739 | dwelling | Beaver Dam Rd |
| CRS Map 1 | S03740 | agricultural complex | Beaver Dam Rd |
| CRS Map 1 | S03741 | agricultural complex | Beaver Dam Rd |
| CRS Map 2 | S03742 | agricultural complex | Beaver Dam Rd |
| CRS Map 2, 6 | S03743 | agricultural complex | Coastal Hwy |
| CRS Map 2 | S03744 | agricultural complex | Cedar Neck Rd |
| CRS Map 5 | S03745 | dwelling | Johnson Rd |
| CRS Map 5 | S03746 | dwelling | Coastal Hwy |
| CRS Map 2, 5 | S03748 | school | Cedar Neck Rd |
| CRS Map 1 | S04035 | State Bridge No. 927 | Cedar Beach Rd |
| CRS Map 4 | S04036 | State Bridge No. 933A | Coastal Hwy |
| CRS Map 4 | S04037 | State Bridge No. 934 | Brick Granary Rd |
| CRS Map 5 | S08994 | Promise Land Farm | Coastal Hwy |
| CRS Map 5 | S08995 | dwelling | Coastal Hwy |



**Institute for
Public Administration**

Institute for Public Administration

School of Public Policy & Administration

College of Arts & Sciences

University of Delaware

180 Graham Hall University of Delaware Newark, DE 19716-7380

phone: 302-831-8971 e-mail: ipa@udel.edu fax: 302-831-3488

www.ipa.udel.edu

The University of Delaware's Institute for Public Administration (IPA) addresses the policy, planning, and management needs of its partners through the integration of applied research, professional development, and the education of tomorrow's leaders.

The University of Delaware is an equal opportunity/affirmative action employer and Title IX institution.
For the University's complete non-discrimination statement, please visit <http://www.udel.edu/home/legal-notices/>