



DATA SHEET FOR 2022 COMPREHENSIVE PLAN AMENDMENT

CHAPTER 6 – TRANSPORTATION – TEXT AMENDMENTS

Planning Commission Meeting: May 17, 2022

City Council Meeting: May 23, 2022

Ordinance Number : 2022-22

Applicant : City of Milford
201 S. Walnut Street
Milford, DE 19963

Application Type : Comprehensive Plan Text Amendment

ENC: Staff Analysis Report
PLUS Comments
Ordinance 2022-22



STAFF REPORT
April 28, 2022

Ordinance Number : 2022-22
Application Type : Comprehensive Plan Text Amendment

Ordinance 2022-22 is an amendment to Chapter 6, Transportation of the 2018 City of Milford Comprehensive Plan. The amendment incorporates the goals and objectives of the City’s 2021 Bicycle Master Plan Update and identifies the following transportation priorities;

- Work with DelDOT and the Dover/Kent Metropolitan Transportation Organization (MPO) to analyze several intersections along the N. Walnut Street and Rehoboth Boulevard corridor from Route 113 to SE Second Street.
- Investigate the feasibility of converting SW Front Street between N. Church Street and S. Walnut Street to allow for two-way traffic.
- Investigate alternatives for the Canterbury Road and Airport Road intersection to improve safety for vehicles and other modes of transportation.
- Investigate potential improvements to the Jefferson Avenue and S. Walnut Street intersection to improve vehicle and pedestrian movements in the area of the existing rail road crossing.

Enclosed is a copy of the State Preliminary Land Use Service (PLUS) comments dated March 18, 2022 for your review.



**STATE OF DELAWARE
EXECUTIVE DEPARTMENT
OFFICE OF STATE PLANNING COORDINATION**

March 18, 2022

Rob Pierce, AICP
Planning Director
City of Milford
201 S. Walnut Street
Milford, DE 19963

RE: PLUS review 2022-02-10 – Milford Comprehensive Plan Amendment – Chapter 6 –
Transportation – Text amendments

Dear Mr. Pierce:

Thank you for meeting with State agency planners on February 23, 2022, to discuss the proposed comprehensive plan amendment for the City of Milford. According to the information received, the proposed plan amendment would make text changes to Chapter 6, the transportation chapter (mobility element).

Please note that changes to the plan, other than those suggested in this letter, could result in additional comments from the State. Additionally, these comments reflect only issues that are the responsibility of the agencies represented at the meeting.

Office of State Planning Coordination – Contact Josh Thomas 739-3090

- The proposed comprehensive plan amendment would advance the city's efforts to promote non-motorized transportation. The amendment is focused on the updated 2021 Bicycle Master Plan and the incorporation of Level of Traffic Stress (LTS) analyses of bicycle facilities. Further, the amendment proposes recommended project candidates for future study. It also demonstrates intergovernmental coordination by detailing the process of working with the Department of Transportation (DelDOT) and the Dover/Kent Metropolitan Planning Organization (MPO) to prioritize and fund projects. For these reasons at a minimum, our office supports the amendments to your transportation chapter.

Department of Transportation – Contact Bill Brockenbrough 760-2109

- The City involved DelDOT in their development of the 2021 Bicycle Master Plan. DelDOT fully supports its adoption.

- DelDOT is willing to work with the City regarding the four locations identified. For the intersection of Airport Road and Canterbury Road, the term “traffic circle” was used where “roundabout” was probably intended.

Department of Natural Resources and Environmental Control – Contact K. Clare Quinlan 735-3480

- **Disclaimer Clause:** Staff from the Delaware Department of Natural Resources and Environmental Control (DNREC) reviewed the comprehensive plan amendment submitted for PLUS review. The absence of comments regarding specific resources does not indicate that there are not additional constraints or environmental issues on site, nor does it indicate DNREC support of a project. Developers and municipal officials are encouraged to reach out to Clare Quinlan at (302) 735-3480 if they have any specific requests for information.
- The City of Milford proposes text amendments pertaining to the Bicycle Master Plan Update and other transportation projects.
- DNREC reviewers are supportive of the City’s efforts to incorporate the 2021 Bicycle Master Plan into the Comprehensive Plan, and have no comments, concerns, or objections to the amendment.

Delaware State Fire Marshal’s Office – Contact Duane Fox 739-4394

- The DE State Fire Marshal’s Office has the responsibility to review all commercial and residential subdivisions for compliance with the DE State Fire Prevention Regulations. This Agency asks that a MOU be established between the DE State Fire Marshal’s Office and the City of Milford. The State Fire Marshal’s Office would be issuing approvals much like DelDOT, Kent Conservation, and DNREC. This Agency’s approvals are based on the DE State Fire Prevention Regulations only.
- The Delaware State Fire Marshal’s Office has no objection to the comprehensive plan update.
- Preliminary meetings with fire protection specialists are encouraged prior to formal submittal. Please call for appointment. Applications and brochures can be downloaded from our website: www.delawarestatefiremarshal.com, technical services link, plan review, applications or brochures.

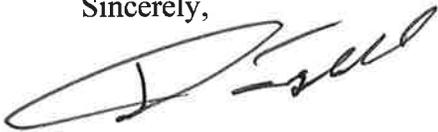
PLUS review 2022-02-10

Page 3 of 3

Once a decision has been reached on this proposed comprehensive plan amendment, please forward a copy of the plan amendment to the Office of State Planning Coordination for our records. The plan amendment must include the adopting resolution or ordinance, a revised version of any maps that were updated as well as any text that was approved in amending the comprehensive plan. If the amendment is not approved by the town, please notify the office so we can update our records.

Thank you for the opportunity to review this project. If you have any questions, please contact me at 302-739-3090.

Sincerely,

A handwritten signature in black ink, appearing to read "D. Edgell", written in a cursive style.

David L Edgell, AICP
Director, Office of State Planning Coordination

**CITY OF MILFORD
NOTICE OF PUBLIC HEARINGS**

Planning Commission Hearing: Tuesday, May 17, 2022 @ 7:00 PM

City Council Hearing: Monday, May 23, 2022 @ 7:00 PM

NOTICE IS HEREBY GIVEN that the proposed Ordinance is currently under review by the City of Milford Planning Commission and City Council. City Council has the option to approve or deny the application. By not adopting the ordinance, City Council will deny the application. By adopting the ordinance, City Council will approve the application and the reason for the language being written in the affirmative. This form of writing is not intended to influence any decision of City Council.

The Planning Commission of the City of Milford will hold a PUBLIC HEARING on an amendment to the City of Milford 2018 Comprehensive Plan on Tuesday, May 17, 2022 at 7:00 pm or as soon thereafter as possible.

A FINAL PUBLIC HEARING is scheduled on Monday, May 23, 2022 at 7:00 pm or as soon thereafter as possible before Milford City Council. Following the hearing, the ordinance may be adopted, with or without amendments.

ORDINANCE 2022-22
AMENDING AND ADOPTING BY ORDINANCE
THE 2018 CITY OF MILFORD COMPREHENSIVE PLAN
Amendment #11
TRANSPORTATION CHAPTER TEXT AMENDMENT

WHEREAS, pursuant to Title 22-Municipalities, Chapter 7-Planning Commission, Section 7-Establishment; Membership, of the Delaware Code, the City of Milford established a Planning Commission, and

WHEREAS, pursuant to Title 22-Municipalities, Chapter 7-Planning Commission, Section 702 Comprehensive Development Plan of the Delaware Code, the City of Milford adopted Ordinance 2017-24 the '2018 Comprehensive Plan' on January 22, 2018 to implement the current Comprehensive Plan, and

WHEREAS, during a PLUS review on February 23, 2022, the Planning Director prepared and consulted with the Office of State Planning the eleventh amendment to the 2018 Comprehensive Plan; and

WHEREAS, the amendment involves changes to Chapter 6 - Transportation of the 2018 Comprehensive Plan, incorporating language pertaining to the 2021 Bicycle Master Plan and identifying problematic intersections and roadways for future transportation studies; and

WHEREAS, the City of Milford Planning Commission held a duly advertised public hearing for public review and comment on the eleventh 2018 Comprehensive Plan amendment on May 17, 2022 and did recommend approval and adoption of the amendment to the 2018 Comprehensive Plan, and

WHEREAS, the Mayor and City Council held a duly advertised public hearing on the eleventh amendment of the 2018 Comprehensive Plan on May 23, 2022 at which time the amendment of the 2018 Comprehensive Plan was reviewed with the public.

NOW, THEREFORE, THE CITY OF MILFORD HEREBY ORDAINS:

Section 1. Purpose: The 2018 Comprehensive Plan is hereby amended to modify language in Chapter 6 – Transportation.

Section 2. Sections 6-3a and Figure 8 are hereby removed and replaced in their entirety with the below language;

6-3a. *Bicycle Traffic*

According to DeIDOT'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 a Bicycle and Pedestrian Master Plan. In 2021, it adopted an update to the bicycle portion of this master plan. Milford's full Bicycle Master Plan update can be seen at <https://www.cityofmilford.com/461/Bicycle-Master-Plan>.

The 2021 Bicycle Master Plan update was a result of a 2-year planning effort, which included several meetings with the Bicycle Advisory Committee (BAC) and several public workshops. The master planning effort identified existing bicycle infrastructure, gaps and impediments in the existing network, reevaluated destinations within the community and made recommendations on proposed route locations and facility types. The bicycle master plan separates the bicycle network into three geographic locations that create loops radiating out from the town center; the northern loop, the southwest loop and the southeast loop. Each of these begin along the Mispillion River and reach out to the different neighborhoods on the periphery of the municipality. The loops connect employment, education, commercial services and recreation with neighborhoods.

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.

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 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.

Section 3. Sections 6-4e, 6-4f, 6-4g, 6-4h, and 6-4i are hereby added.

6-4e. *Bicycle Master Plan Update, 2021*

The 2021 Bicycle Master Plan update was a result of a 2-year planning effort, which included seven meetings with the Bicycle Advisory Committee (BAC) and three public workshops. The master planning effort identified existing bicycle infrastructure, gaps and impediments in the existing network, reevaluated destinations within the community and made recommendations on proposed route locations and facility types. The bicycle master plan separates the bicycle network into three geographic locations that create loops radiating out from the town center; the northern loop, the southwest loop and the southeast loop. Each of these begin along the Mispillion River and reach out to the different neighborhoods on the periphery of the municipality. The loops connect places of employment, education, commercial services and recreation with neighborhoods.

The goals and recommendations from the 2021 Bicycle Master Plan are incorporated into the City's Comprehensive Plan as outlined in Section 6.6.

6-4f. *N. Walnut Street and Rehoboth Boulevard Intersections*

There are several intersections along the N. Walnut Street and Rehoboth Boulevard corridor that require analysis for transportation improvements. These include major intersections between Route 113 and Marshal's Pond and impact a wide range of traffic types, including industrial truck traffic, school buses, local vehicular traffic, pedestrians and cyclists. Several of these intersections are near schools and improvements would have a positive impact connecting neighborhoods to school sites. Below are list of intersections that should be evaluated for vehicle and multi-modal upgrades:

- *Buccaneer Boulevard & N. Walnut Street*
- *Tenth Street, N. Walnut Street, N. Rehoboth Boulevard, NE Salevan Place, and N. Washington Street*
- *NE Front Street & N. Rehoboth Boulevard*
- *SE Front Street & S. Rehoboth Boulevard*
- *SE Second Street and S. Rehoboth Boulevard*

6-4g. *Southwest Front Street*

Investigate the feasibility of converting Southwest Front Street between N. Church Street and S. Walnut Street to allow for two-way traffic. There is currently a weight restriction on the bridge on Southwest Front Street that crosses the Mispillion River which prohibits oversized vehicles from utilizing Southwest Front Street. If the traffic flow was converted from a one-way condition to two-way, oversized vehicles could avoid the bridge when accessing properties on Southwest Front Street by exiting onto S. Walnut Street. Converting the traffic flow would require analysis of several signalized intersections along Walnut Street, including at Causey Avenue and Southeast Front Street.

6-4h. *Airport Road and Canterbury Road Intersection*

As the City continues to grow, increasing traffic volumes along Airport Road and Canterbury Road have created concerns regarding the current level of service for this intersection. The existing three-way intersection currently has a stop condition at Airport Road heading west bound onto Canterbury Road. The City would like to investigate alternatives for this intersection to improve safety for vehicles and other modes of transportation. Options could include a three-way stop condition, fully signalized intersection or traffic circle.

6-4i. *S. Walnut Street and Jefferson Avenue Intersection*

The intersection of Jefferson Avenue at S. Walnut Street is currently set at an offset and includes a rail road crossing. The City would like to investigate potential improvements to Jefferson Avenue between S. Washington Street to S. Walnut Street across the rail road to the west side of S. Walnut Street that would improve traffic flow and safety for motorists, pedestrians and cyclists.

Section 4. Section 6.6 is hereby amended by adding the following language under objectives.

- *Implement the recommendations from the 2021 Bicycle Master Plan.*
- *Work with the Dover/Kent MPO and DeIDOT to study and improve intersections along N. Walnut Street and Rehoboth Boulevard between Route 113 and Marshal's Pond.*
- *Work with DeIDOT to convert Southwest Front Street from one-way traffic to two-way flow.*
- *Work with the Dover/Kent MPO and DeIDOT to improve the intersection at Airport Road and Canterbury Road.*
- *Work with DeIDOT to improve the intersection at Jefferson Avenue and S. Walnut Street.*

Section 5. Dates.

Planning Commission Review & Public Hearing: May 17, 2022

City Council Introduction: May 9, 2022

City Council Review & Public Hearing: May 23, 2022

041822

Published: Beacon 042722