Town of Milton
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ORDINANCE NO. 2018-008

TO ADOPT THE 2018 TOWN OF MILTON COMPREHENSIVE PLAN

WHEREAS, the Town of Milton's current Comprehensive Plan was certified in 2010 by the State of Delaware, Office of State Planning Coordination; and

WHEREAS, on February 6, 2015, the Office of State Planning Coordination accepted the November 25, 2014, letter as documentation of the Town reviewing its 2010 Comprehensive Plan and not requiring the Town of Milton to seek an extension at that time, and instead considered the certified 2010 Comprehensive Plan valid until said updates were adopted, however, an update was required by 2020; and

WHEREAS, the Town of Milton held numerous Public Hearings and Workshops with its Citizens, Planning and Zoning Commission, and Mayor and Town Council; and

WHEREAS, the Comprehensive Plan update was submitted to the Sussex County Planning and Zoning Director for review and comment; and

WHEREAS, after consideration of all public comment, the Mayor and Town Council voted unanimously to accept all comments and the document be made ready for submission to the Office of State Planning Coordination for Preliminary Land Use Service (PLUS) review on November 6, 2017; and

WHEREAS, on November 19, 2018, the Town received a letter from the Office of State Planning Coordination confirming that all Comprehensive Plan certification items had been addressed and the Town should adopt the Comprehensive Plan "pending certification".

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Town Council of the Town of Milton that the 2018 Town of Milton Comprehensive Plan is hereby adopted and effective immediately upon its Certification by the Governor of the State of Delaware.

I, THEODORE KANAKOS, Mayor of the Town Council of the Town of Milton, do hereby certify that the above ordinance was passed at the meeting of the Town Council, duly called and convened, held on the 3rd day of December, 2018, at which a quorum was present and voting throughout and that same is still in full force and effect.

TOWN OF MILTON

BY: _____
MAYOR

DATE: 12/4/18

Town of Milton, Delaware
Comprehensive Plan
2018



Adopted 2018

Acknowledgements

TOWN OF MILTON, SUSSEX COUNTY AND STATE OF DELAWARE

TOWN OF MILTON, MAYOR AND COUNCIL

Theodore "Ted" Kanakos, Mayor
George Kevin Kelly, Vice Mayor
Richard Baty, Councilman
Michael Coté, Councilman
Charles Fleetwood, Councilman
James "Sam" Garde, Councilman
Emory R. West Jr., Councilman

TOWN OF MILTON PLANNING AND ZONING COMMISSION

Richard Trask, Chairman
Lynn Ekelund
Larry Lieberman
Donald Mazzeo
Maurice McGrath
David Allin
Allen Sangree
George Cardwell

The Planning and Zoning Commission gratefully acknowledge the contributions to this Plan of the former Commission members whose terms expired prior to its completion. Their effort, insight and collaboration were invaluable.

Barry Goodinson, Former Chairman
Linda Edelin
Theodore "Ted" Kanakos
Kenneth Kaye
Mark Quigley
Charles Burton

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Stephen T. Smyk, Representative, 20th District
Constance C. Holland, AICP, State Planning Coordinator
Bernice Whaley, Delaware Division of Small Business, Development and Tourism

The Town of Milton is pleased to recognize the efforts of **Barry Goodinson**, the former Chairman of the Planning and Zoning Commission for his countless hours of effort in helping to guide this Plan to a successful conclusion.

We would like to thank **Hal and Jocelyn Godwin**, whose professional expertise and many hours of generous volunteer service greatly improved this plan. Special thanks are also due to **Russ McCabe**, for sharing his extensive knowledge of Milton and Delaware history and his remarkable writing skills. The deep exploration of Milton's history and character in this plan are his excellent work.

Further special thanks are due to the guest experts and facilitators, who helped the residents of Milton consider and better understand a range of issues and, in so doing, make planning decisions that are well considered and well informed. Many thanks to **staff from the Department of Natural Resources and Environmental Control, Delaware Department of Transportation, Delaware State Housing Authority and Office of State Planning Coordination.**

The People of Milton

Comments, survey responses, and participation by residents and business owners in the Town have been vital in preparing this Plan.

The Milton 2018 Comprehensive Plan

Making Connections Between People, History and The Broadkill

On behalf of the residents of the Town of Milton, The Milton Planning and Zoning Commission is pleased to present our community's 2018 Comprehensive Plan. This plan represents more than three years of intensive work that has engaged the people of Milton and has called upon the expertise of a host of topic-specific experts. It also represents countless hours of training, study and writing undertaken by Planning and Zoning Commission members.

At the center of this undertaking was a series of community meetings, where several specific topics for this plan (such as our core values, the town center, Broadkill River, historic preservation, transportation, etc.) were considered. We are grateful to the outside experts who provided information about these various issues and indebted to the many Milton residents who participated. This plan reflect the dreams, concerns, ideas and aspirations of the people of Milton, shared during these community meetings and through an extensive town-wide survey.

During these conversations and through comments and views shared through a town-wide survey, the recurring theme of *connectivity* emerged. Milton residents want to be connected. They want to be able to safely and easily make their way through town to exercise, visit neighbors and make use of the growing number of businesses and amenities. Miltonians also want to feel connected to the rich history that anchors the lives and personal stories of so many Milton natives that draws new residents to the community. We want to *hear* stories of the community's past shipping and canning industries and we want to *see* our history through careful preservation and restoration of our town's rich collection of historic structures. And, perhaps, most notably, the community has a deep and profound desire to re-establish and strengthen its connections to the Broadkill River, which occupies a place of primacy in the town's emotional and physical heart.

The goals and suggested implementation strategies contained in this plan are geared to advancing the community's expressed desire for connections that build a close and engaged community and that place us in even closer relationship with one another and with Milton's rich historic, architectural and natural heritage.

This is the Town's plan.

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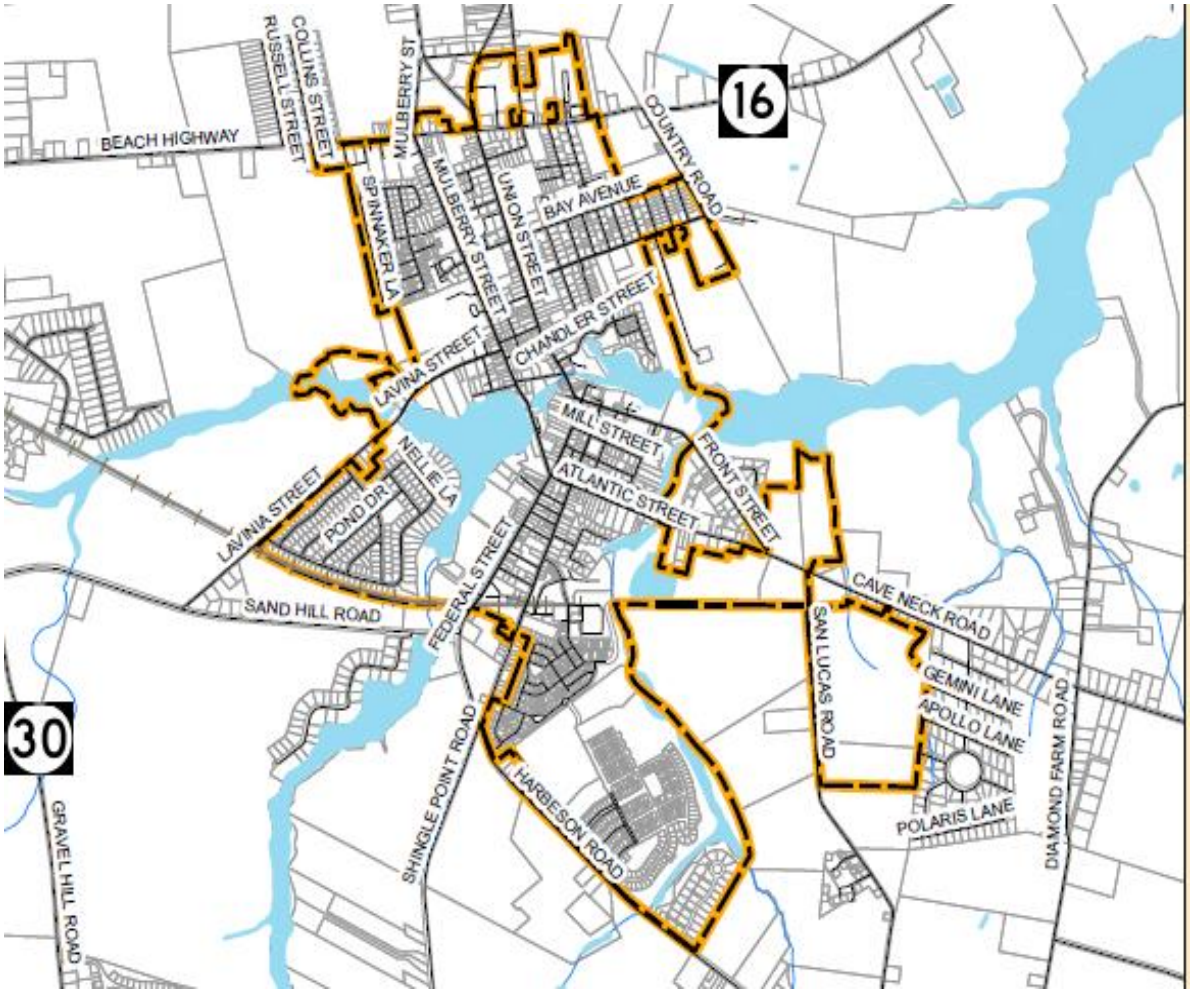
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Town of Milton, Delaware

I. INTRODUCTION, VISION AND CORE VALUES

The Town of Milton is a historic community at the head of navigation on the Broadkill River in eastern Sussex County, Delaware. It is in the coastal area 10 to15 miles west of Lewes, Rehoboth Beach and Dewey Beach, Delaware's popular and growing resort centers. The Broadkill River system, which connects Milton with the Delaware Bay, is a special and unique natural environment. An important feature of the Town is its designated National Historic District, including some 188 historic buildings. Milton's town center is in the middle of the district, where Union Street crosses the Broadkill River.

Milton served as an industrial and employment center for maritime and agricultural processing activity since its founding in the 18th, 19th, and early 20th centuries. Today, the Town's population is diverse and its land uses balanced with a variety of residential, commercial, industrial, civic, public, visitor and recreational uses. The Town's 2010 Census population of 2,576 persons grew during the 1990's at an average of 24 people per year. Growth increased from 2000 to 2010 by 919 persons, or an annual average increase of 92 people in approximately 40 new households. This increase is almost four times the annual growth rate of the previous decade. Significant business growth has followed the pace set by residents. The Town's population has grown since the 2010 Census and is now approximately 2900 (based on American Community Survey estimates in 2015). It's important to note, throughout the drafting of the 2018 Comprehensive Plan, the Town of Milton chose 2015 as a benchmark to compile data for the update.

The Comprehensive Plan addresses future planning and development within the Town of Milton and the surrounding area. The Milton Comprehensive Plan has been coordinated with the Sussex County Comprehensive Plan (2008), with the Office of State Planning Coordination and with the adopted and certified 2010 Town of Milton Comprehensive Plan.

Milton's Comprehensive Plan establishes a vision for a ten-year horizon and beyond with five-year reviews to capture events and build upon them. The Plan strives to guide the future development of the Town of Milton and its environs. This 2018 Comprehensive Plan establishes many goals that are intended to guide the town into a future of preservation of its heritage and assets, improvements in its infrastructure, and controls for its growth and development. Milton's history and Core Values are well worth preserving for future generations, just as they are enjoyed today.

The State of Delaware requires the Town to address several issues in its Comprehensive Plan and assists in obtaining some of the information needed. The Office of State Planning Coordination (OSPC) provides help with demographics and many other facts needed to develop an accurate baseline for the Plan. This Plan is the product of a robust citizen outreach and input process. The Town's Planning and Zoning Commission (P&Z) has held many open public hearings and workshops, obtained valuable resident input which has helped to inform the P&Z as it prepared this Plan. This outreach effort makes the Plan a product of the Town's residents, businesses, and leadership.

As part of the review of current town features, Milton submitted the current plan which was updated in 2010 as required by state law for a Preliminary Land Use Service review (PLUS). The Pre-Update Review prepared by OSPC with the assistance of other State agencies has been used as guidance and is included as Appendix C of the Plan.

Delaware Code Title 22, Chapter 7, §702, requires that the Town of Milton prepare, and periodically update, its Comprehensive Plan. The population of Milton is greater than 2,000 persons as of 2010, thus this Plan contains descriptions of the physical, demographic and economic conditions of the jurisdiction; as well as policies, statements, goals and planning components for public and private uses of land, transportation, economic development, affordable housing, community facilities, open spaces and recreation, protection of sensitive areas, community design, adequate water and wastewater systems, protection of historic and cultural resources, annexation and such other elements. In accordance with present and future needs and in the judgment of the municipality, the 2018 Town of Milton Comprehensive Plan promotes the health, safety, prosperity and general public welfare of the jurisdiction's residents. This Plan strives to not only meet the requirements established by the State of Delaware but also exceed those requirements as the guidance source document for the Town decision-making over the next 10 years.

The desired outcome of the 2018 Comprehensive Plan is to perform review and update of the 2010 Milton Comprehensive Plan and, upon adoption by the Milton Town Council, will be submitted to the Governor's Office for certification. The Plan identifies the most important goals for Milton as being the continuation of its tradition as a balanced and diverse community for all residents and uses, economic development to create jobs and tax base, encouragement of a diversity of housing types, and preservation of the natural environment.

Interpreting this Plan

Section 702, Title 22 of the Delaware Code codifies the legal requirement that the Town of Milton prepare a Comprehensive Development Plan. By law, the Milton Comprehensive Plan 2018 "shall be the basis for the development of zoning regulations and has the force of law (such that) no development shall be permitted except as consistent with the Plan".

The Delaware Superior Court affirmed in *Donnelly vs. City of Dover, 2011WL20086160*:

A City's comprehensive plan is intended to serve as a large scale and long term planning document. It cannot…serve unyieldingly as guide(s) to detailed questions of zone designation. A comprehensive plan necessarily addresses many issues of land use that inevitably involve tension among inconsistent though desirable goals and thus lead to conflict…

As a result, challenges to zoning decisions as not consistent with the comprehensive plan must be reviewed with an eye toward flexibility, [but not] so flexible as to render such plans a nullity.

With this in mind, the Town of Milton has crafted this Comprehensive Plan with care to identify the goals in the Plan that the Town is legally bound to pursue because the Plan has the force and effect of law. All other items not specifically directing affirmative action to achieve specified goals are expressly intended to be optional and of a suggestive nature.

Any reader of the Town of Milton Comprehensive Plan 2018 will note redundancy of certain goals and potential implementation strategies. After consideration, this is intentional, as issues such as parking, flooding and care for the Broadkill River are specifically applicable to more than one chapter of this Plan.

Vision Statement: The Town of Milton will continue to be an economically vital and fiscally sound community, respectful of its heritage, supporting a diverse population, providing a full range of housing, business, cultural and recreational opportunities in a safe, sustainable and attractive setting for residents, businesses and visitors.

CORE VALUES
Of the 2018 Town of Milton Comprehensive Plan

Core Values are those values that form the foundation for our actions. They underlie our work. They focus us. They guide us in making decisions and explaining our actions. In doing so, core values help provide a realistic understanding of what can be expected from our community leaders and from each other. Diligent attention to our core values reminds us what is important and provides stability and constancy.

The following are the CORE VALUES that undergird the Comprehensive Plan of the Town of Milton:

HISTORIC PRESERVATION.

We value protecting the buildings and town character that tell the stories of our past.

REHABILITATION AND PROTECTION OF THE BROADKILL RIVER

We value protecting the Broadkill River, that lies at Milton's physical, historical and emotional center and improving its stewardship. We value providing responsible access to the river for the enjoyment of residents and visitors.

CONNECTING PEOPLE AND PLACES.

We value encouraging safe streets and sidewalks to support commerce, tourism, walkability and creating a strong sense of a connected community.

HOUSING

We value encouraging opportunities to create a balanced range of housing options for all who desire to live, work and contribute to the future of our town.

ECONOMIC VITALITY

We value creating an environment that supports economic development and job creation while protecting Milton's irreplaceable natural and historic assets.

RESPECT AND FAIR DEALING

We value calling upon and respecting the contributions of all who would like to contribute their skills and experience to improve our community, as demonstrated through the creation of this Comprehensive Plan.

RESPONSIBLE GROWTH.

We value finding ways to provide the infrastructure necessary to support Milton's responsible development and to inviting annexation of contiguous properties into the town where fiscally sound and consistent with the Charter.

WELCOME VISITORS

We value making Milton an attractive destination for visitors by creating an environment that welcomes and supports a variety of cultural, culinary, entertainment and recreational organizations and businesses.

ENCOURAGE THE ARTS

We value continuing Milton's history of integrating the arts into the community's public life and planning choices.

HEALTH AND SAFETY OF OUR CITIZENS

We value making responsible choices for our built and natural environment to provide a safe and healthy environment for residents and visitors of all ages.

ATTENTION TO THE WELFARE OF OUR CHILDREN

We are committed to making choices that support formal and informal educational opportunities, support safe schools and create a healthy environment in which our children can grow and thrive.

PUBLIC PARTICIPATION

We value fostering a culture that encourages and values open communication, meaningful dialogue and mutual respect as the community continues to make decisions about its shared future.

SOLVING PROBLEMS

We value approaching our challenges with fresh ideas and hard work and calling upon subject-specific experts to provide expertise that will ground our decisions in facts, data, science, best practices and wisdom.

II. HISTORY AND CHARACTER

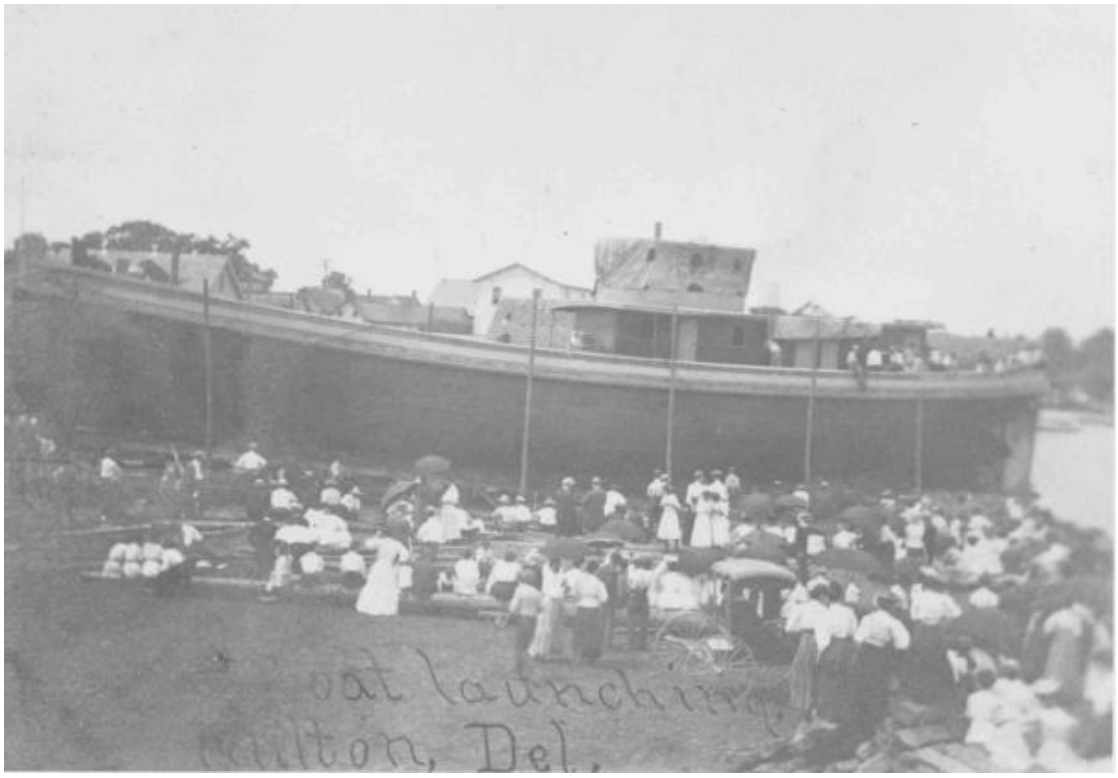
Milton's history is written in its streets, architecture, and relationship to the Broadkill River, industrial heritage, and image and reputation throughout Delaware and beyond. Located at the headwaters of the river, this location was first used as a seasonal home and trading place first settled in prehistoric times by Native Americans of the Lenni Lenape and Nanticoke peoples. In 1609, Captain Henry Hudson explored the lands that bordered the Delaware Bay and River, claiming them for the Dutch. Beginning in 1675, English planters began settling in the area, following earlier Dutch settlement at Lewes. With the defeat of Dutch forces by the English in the 1670s, European settlement expanded from coastal areas, reaching present-day Milton in 1680. The beginnings of the Town itself reach back to early 18th century lumbering, mill, shipping and shipbuilding activities at the head of navigation on the Broadkill River. By the mid-18th century, the strategic importance of the site's placement at the river's head of navigation, coupled with a rapid growth of agriculture and milling activities, had resulted in the beginnings of an established community.

Two factors seem to have prompted the development of Milton as an inland port. First, because of its interior location, it offered easy water transportation access to sources of forest and farm products. Second, because it was some 10 miles inland of Lewes via the circuitous Broadkill, it was secure from the pirate and foreign waterborne attacks that plagued coastal areas and the bay front towns in the early centuries. As the community's importance as a maritime commercial hub at the "Head of Broadkiln," the community's name was officially changed later to its present name, "Milton".

By 1809, according to *Delaware – A Guide to the First State*:

". . . besides a shipyard, there were seven granaries and four stores; tanyards were later established. Shipbuilding reached its peak between the Civil War and 1880, during which time there were on the stocks usually three or four schooners that measured as much as 175 feet in length. The stream was so narrow that there had to be excavations made on the opposite side to receive the vessels as they were launched ("lanched") down the ways. By 1887 shipbuilding had almost ceased, but six vessels plied regularly to Philadelphia and five to New York with grain, produce, lumber, cordwood, and other products (such as holly)."

The Town's shipbuilding heritage was further sustained by the amount of boats and ships built and launched in nearly two hundred years (1737 through 1915) numbering a total of 271 vessels.



The pattern of historic houses running up along Union, Federal, and Chestnut Streets was well established by the mid-19th century. Today, Milton's National Register Historic District contains many fine examples of architectural styles that parallel the community's period of prominence as a center for maritime commerce. Milton is well known for its stately "Governor's Houses", once occupied by men who served as governors of Delaware (or of Wyoming, in one case).

In 1865, the Town of Milton was formally incorporated by the state legislature with a town form of government. The community continued to prosper, and by the late 19th century, the industrial development of granaries and crop processing was well established in the south end of Town. Here the Queen Anne's Railroad (later called the Maryland & Delaware Coast Railway) crossed Federal and Chestnut Streets, with rail service across the Delmarva Peninsula connecting Baltimore (via Chesapeake Bay steamship) to coastal Lewes, points north through Ellendale, and six miles to the west. The town's economic and political importance is illustrated by the service of four local citizens as Governor of Delaware from the 1820s through the 1870s.

By the early 20th century, Milton's town center was well developed with general merchandising stores, shops, taverns and restaurants and a movie theater. In 1909, a fire destroyed 14 buildings in the downtown area.

Boating activity on the Broadkill once mostly related to trade and commerce, is still important today and has reoriented itself to fishing and recreation. Numerous state and national groups are working on conservation issues along the Broadkill.

The history of Milton is especially important in influencing historic preservation and revitalization efforts. In 1980, Sussex County renovated a former store on Union Street as the Milton Branch of

the Sussex County Library. After a strong local effort, the Milton National Historic District was listed on in the National Register of Historic Places on June 25, 1982. At the same time, Milton residents worked to advance the revitalization of the Town Center using the principles of the National Main Street Program. The town continues to participate in the Main Street Program, as an Affiliate. Major improvements were made to the Broadkill waterfront at Milton Memorial Park. Victorian light poles have been installed. The handsome "Governors' Walk" pedestrian promenade was completed along the central portions of the Broadkill. In 2009, new playground equipment and picnic tables and benches were installed. In addition, a new Victorian style gazebo was erected and functions as the site of Milton's free summer concerts. Since 2010, several new shops and businesses have opened in the downtown area. New bed and breakfasts have been established in the Historic District.



Milton's economic history results from a mix of industrial and commercial uses, a diversity of population and income levels and a broad array of housing types. This healthy balance and growth has continued.

One area of significant change, however, is in the location of different types of commercial uses. For the first two hundred years in Milton, the town center was the location of virtually all of the community's commercial activity. Today's Milton retains its general focus on the historic center. Federal and Union Streets, as in the past, form a main north-south spine of movement, land use and civic life. But a more specialized pattern of commercial land use has taken hold.

Milton has always been an industrial center. It was for this reason that it was located where the river penetrated deeply into a hinterland that was rich in agriculture and timber. Successors to the

original granaries and cannery have redeveloped the property into the Federal Street Medical Park as well as other businesses located in the vicinity, such as a trucking company, a machine shop, a building supply company, a sign company, television studio, and Milton's largest private-sector employer, Dogfish Head Craft Brewery. All in all, it is estimated that there are approximately 1,400 jobs of all kinds in Milton.

Larger scale retail and business functions are choosing highway locations with high volumes of passing traffic and large amounts of free parking, conditions that are difficult to replicate in a downtown area. This pattern is affecting the development of roadside sites on Milton Ellendale Highway/Beach Highway/Broadkill Road (State Route 16) along Milton's north edge, including two shopping centers, Clipper Square at Milton Ellendale Highway (SR 16) and Mulberry Street (Road 197), and Milton Park Center at Milton Ellendale Highway and Union Street Extended (SR 5). Meanwhile, the town center has begun to specialize in generally smaller, more visitor-oriented uses with a diversity of local restaurants and personal service establishments.

Throughout this change, the historic Town Center remains the civic center, and has welcomed new office and commercial uses suited to its central location, pedestrian scale and historic ambiance. These include antique, gift and specialty stores oriented to visitors and professional or service uses. There are several restaurants in Town Center, as well as the renovated historic Milton Theater, now a general performing arts center and movie theater. Just as Milton's commercial land use patterns were once shaped by shipping on the Broadkill River, and later by railroading on the Queen Anne's Railway, today they are being influenced by the area's arterial roadways, and by a new division of labor between the historic Town Center and more highway-oriented uses along SR 16.

III. POPULATION and INVENTORY OF EXISTING CONDITIONS

A. COMMUNITY GROWTH PROFILE

Growth Trends

According to the 2010 Census, the Town of Milton had an estimated population of 2,576 people. This represents a growth trend that began in 1990, following an earlier period of population loss. The current steady increase in population is shown in Table 1 below:[1]

Table 1. Town of Milton Population Growth & Change, 1990-2030

Year	Population	Number Change	Percent Change
1990	1,417	58	4.3
2000	1,657	240	16.9
2005	1,780	123	7.4
2010	2,576	796	44.7
2015	2,869	506	19.6
2020	***3,082***	***296***	***9.6***
2025	***3,248***	***166***	***5.3***
2030	***3,378***	***130***	***4.0***

Source: 1880-2010: US Census. Estimates and Projections: Delaware Population Consortium, US Census 1990 and 2000 and 2010, ACS 2014.

The Plan uses the Delaware Population Consortium's projections for population growth in Sussex County and, using that source, it is possible to estimate future population growth in the Town. If Milton's population growth mirrors Sussex County's, the Town will grow to 3082 by 2020, 3248 by 2025 and 3,378 by 2030. The population forecast is shown in GRAY above.

Comparing actual Census figures of 1990 at 1,417, 1,657 in 2000, and 2,576 in 2010 and calculated using building permit data (in Table 2) from the same years, there appears to be a decline in the size of the average Milton household. Some of this decline can be attributed to the maturing of the Town's median age which is a prevalent condition throughout Sussex County. This maturing has a definite impact of the nature of growth, the income of future households, and the demand for services.

[1] Milton's population has doubled from 1990-2015 as the current from the Delaware Population Consortium shows. 2,869 people lived in Milton as of 2015

Table 2. Residential Building Permits 1990-2014
Town of Milton Incorporated Area

Year	Single-Family Homes	Multi-Family Units	Annual Totals
1990	18	50	68
1991	8	0	8
1992	1	0	1
1993	12	0	12
1994	3	0	3
1995	2	0	2
1996	2	0	2
1997	8	7	15
1998	5	0	5
1999	4	0	4
2000	2	36	38
2001	5	24	29
2002	50	48	98
2003	37	24	61
2004	16	51	67
2005	85	4	89
2006	100	0	100
2007	62	0	62
2008	56	0	56
2009	27	2	29
2010	14	4	18
2011	17	2	19
2012	13	5	18
2013	31	4	35
2014	44	0	44
Total	662	261	883
Av. Annual	27	11	38

Source:Town of Milton, Delaware State Housing Authority.
Town of Milton for 2003-2014 multi-family defined as three or more units in Town Zoning Code.

As is shown in Table 3 below, projected future approved residential building projects could add a total of 956 (plus additional lots that could be developed on unused parcels in town) units to the town, or approximately 2,230 people (956 dwelling units x 2.33 persons per household). When all are constructed and continuing with the same number of persons per household, the Town population could be approximately 5,200 people, or nearly doubling the present condition.[2] Given

[2] Based on the last two years of growth (to 2015), Milton has permitted approximately 40 new homes each year. At that rate 956 vacant lots will provide over 25 years of growth, opportunity within current town boundaries.

the present rate of permit activity, the Town has approximately 25 years of building potential on the currently vacant, unconstructed lots within approved subdivisions.

Table 3. Projected Future Residential Building Projects, Active Sub-Divisions/Developments as of 2015

Name	Total Units Approved	Vacant Lots
Chestnut Crossing	25	7
Merriweather	8	7
Preserve on the Broadkill I	27	14
Preserve on the Broadkill II	21	6
Cannery Village	384	162
Wagamon's West Shore	231	33
Heritage Creek	425	327
Holly Lake Villas	44	44
Key Ventures	342	342
The Orchards	14	14
TOTAL	1,521	956

OTHER LARGER PARCEL RESIDENTIAL DEVELOPMENT OPPORTUNITIES:

There are larger, but not subdivided parcels located within the current Town boundary on which residential development can occur. Development of these parcels should be encouraged due to availability of existing infrastructure. Among these are:

- A 132-acre parcel located with access to Atlantic Avenue.
- A 5-acre residential parcel located at Mulberry Street and Willow Street.
- A 5.5-acre parcel located along Lavinia Street adjacent to the Rogers Sign Company.
- A 3.95-acre parcel located along Federal Street immediately south of Milton Elementary School.
- A 3.6-acre parcel along Mulberry Street located between Willow Street and Tobin Street.

The sum of the lot potential based on current zoning is about 500 dwelling units. Beyond these larger parcels noted above there are many undeveloped single family lots located throughout town that could yield approximately 40 additional residences. Table 3 (956) plus approved but vacant (500) plus scattered lots (40) create a potential of approximately 1500 new residences.

Area Growth

See Exhibit A in Appendix E, Regional View

Growth in Milton is occurring in the context of overall growth in Sussex County, which, according to the 2010 Census, grew by 26.3 percent between 2000 and 2010 (156,638 to 197,929 persons) with most of that growth occurring before 2009, or prior to the economic downturn. According to the Office of State Planning Coordination (OSPC), growth in Sussex is due to the attraction of the ocean and Inland Bays, the migration of retirees to the area, and to jobs created because of increases in commercial and retail uses along Coastal Highway (Delaware Route 1) in the Lewes-Rehoboth area. Sussex's accelerated growth is expected to continue, with the 2025 population projected at 240,351, a 21.4% an increase from 2010 (Delaware Population Consortium, October 31, 2013). As land becomes scarcer and property values increase along the coastal areas of Sussex County, further growth in Milton is anticipated due to its easy access to coastal employment and recreation attractions. It is anticipated that property values in Milton will remain less than the coastal communities.

Several large parcels located north, northwest, east, south and west of Milton's corporate boundaries have been rezoned and sub-divided by Sussex County for a mixture of commercial and residential development. Due to the national economic slowdown which occurred before and during the 2010 Comprehensive Plan, the pace of new development slowed in the County as well as the State. Following a review of approved but undeveloped subdivisions, the Sussex County Council extended the sunset dates of some of the prior approvals based on the applicants' ability to demonstrate that it has been moving toward construction or that the pace of development has been slowed due to outside, mostly regulatory requirements. While the future of this area remains less than certain, Milton, by establishing its growth area and through planning coordination with Sussex County, will have opportunities to participate in the planning of future development in this area. Several of the larger parcels located northeast of the Town of Milton are used for agricultural purposes, currently and many of those are in the Agricultural Land Preservation Program, which does not permit development.

Milton's largest opportunities for growth through annexation continue in the eastern, southern and southeastern quadrants (see Appendix E, Exhibit G). Additional opportunities for growth are found to the west, where some rezoning has occurred by Sussex County, but no detailed planning or building has started. These areas offer opportunities for growth through annexation, when and if Milton and the parcel owners can determine mutual interests in expansion and can identify how services can be delivered to the parcels.

Population Characteristics and Demographics

All statistics in this section are from the 2010 US Census, except as noted.

The demographics of Milton are changing. Tables 4, 5 and 6 display population by age cohort, comparisons with Sussex County and the State of Delaware, and population composition by race. The last Decennial Census of Milton occurred in 2010 which indicated that its population was 75.8% white, 16.3% black and 7.9% other. The percentage of white population in Milton increased from 70% in 1990 while the percentage of black population decreased from 28% and the percentage of other races increased from 2%. Persons of Hispanic origin made up 9% of Milton's population in 2000. This was an increase from 1990 when 5% of Milton's population was composed of persons of Hispanic origin.

Compared to percentages at the county and state level, a similar percentage of residents over the age of 25 in the town of Milton have completed high school. (91% Milton; 85.8% Sussex County; 87.7% Delaware). The percentage of Milton's residents holding a bachelor's degree is comparable to percentages at the county and state levels (30.7% Milton; 22% Sussex County; 28.5% Delaware).

Median age in the Town of Milton in 2010 was 39.8 years, somewhat older than the 37.2 median for the US and the 38.8 median age for Delaware, but younger than Sussex County's median of 45.4 years. Sussex County is steadily aging, combining aging in place with a "gray influx" from surrounding States. According to the US Census 2010, 20.8% of Sussex County's population was 65 or over in 2010. The Delaware Population Consortium projects that the percentage of Sussex County's population 65 or older will rise to 24% by 2020, and 28% by 2030. The table (Table 5) below lists the distribution of ages Milton, Sussex County and the State of Delaware as reported by the US Census 2010 and the Delaware Population Consortium's estimate for 2015.

Table 4. Population Estimates Comparison 2010-2015

	Sussex County		Delaware	
	2010	2015	2010	2015
Total Population	197,929	212,868	899,673	941,634
Ages				
Under 5	11,524	11,616	55,952	56,981
5-9	11,113	12,453	56,513	58,092
10-14	10,733	11,757	56,947	58,379
15-19	11,252	11,215	64,445	58,013
20-24	10,235	11,293	63,102	66,695
25-29	10,871	11,369	57,844	63,782
30-34	9,951	11,841	54,223	60,551
35-39	10,388	10,782	55,135	55,171
40-44	11,867	11,357	60,903	56,330
45-49	13,972	13,204	67,465	62,696
50-54	14,501	15,978	66,268	68,737
55-59	14,544	17,241	58,326	67,586
60-64	15,948	17,229	53,784	59,700
65-69	14,082	17,595	42,219	53,214
70-74	10,448	13,993	30,925	39,189
75-79	7,604	9,673	23,967	27,602
80-84	5,137	6,462	17,284	19,222
85 & up	4,195	5,902	15,906	19,751

Source: American Community Survey, 2015

Table 5. Population Estimate of Town of Milton by Age Cohort

Age Cohort	Total
Total Population	2717
Under 5	199
5 to 9	95
10 to 14	142
15 to 19	94
20 to 24	154
25 to 34	359
35 to 44	322
45 to 54	319
55 to 59	188
60 to 64	224
65 to 74	422
75 to 84	138
85 +	61
Median Age	45

Source: American Community Survey, 2015

Table 6. Population Estimates Race Composition

Racial Composition	Number
White	2112
Black or African American	505
American Indian/Alaska Native	0
Asian	16
Native Hawaiian/Pacific Islander	3
Other	81

Source: American Community Survey, 2015

Table 7. 2010 Demographic Profile

U.S. Census Bureau/American Community Survey
2010 Demographic Profile Data
Geography: Town of Milton, Delaware

Subject	**Number**
Unmarried partner	117
In group quarters	10
Institutionalized population	0
Male	0
Female	0
Uninstitutionalized population	10
Male	7
Female	3
HOUSEHOLDS BY TYPE	
Total households	1,101
Family households (families) [7]	644
With own children under 18 years	262
Husband-wife family	422
With own children under 18 years	137
Male householder, no husband present	51
With own children under 18 years	28
Female householder, no husband present	171
With own children under 18 years	97
Non-family households [7]	457
Householder living alone	345
Male	123
65 years and over	37
Female	222
65 years and over	118
Households with individuals under 18 years	299
Households with individuals 65 years and over	353
Average household size	2.33
Average family size [7]	2.93

Table 8. Housing Occupancy

U.S. Census Bureau/American Community Survey
2010 Demographic Profile Data
Geography: Town of Milton, Delaware

Subject	Number
HOUSING OCCUPANCY	
Total housing units	1,340
Occupied housing units	1,101
Vacant housing units	239
For rent	45
Rented, not occupied	7
For sale only	47
Sold, not occupied	7
For seasonal, recreational, or occasional use	102
All other vacancies	31
Homeowner vacancy rate (percent) [8]	6.6
Rental vacancy rate (percent) [9]	9.1
Renter-occupied housing units	441
Population in renter-occupied housing units	1,097
Average household size of renter-occupied units	2.49

Source: US Bureau of the Census, 2010

Foot Notes for Tables 7 and 8

U.S. Census Bureau/American Community Survey
2010 Demographic Profile Data
Geography: Town of Milton, Delaware

X Not applicable

[1] Other Asian alone, or two or more Asian categories.

[2] Other Pacific Islander alone, or two or more Native Hawaiian and Other Pacific Islander categories

[3] One of the four most commonly reported multiple-race combinations nationwide in Census 2000.

[4] In combination with one or more of the other races listed. The six number may add to more than the total population, and the six percentages may add to more than 100 percent because individuals may report more than one race.

[5] This category is composed of people whose origins are from the Dominican Republic, Spain and Spanish-speaking Central or South American countries. It also includes general origin responses such as "Latino" or "Hispanic".

[6] "Spouse" represents spouse of the householder. It does not reflect all spouses in a household. Responses of "same-sex spouse" were edited during processing to "unmarried partner."

[7] "Family households" consist of a householder and one or more other people related to the householder by birth, marriage, or adoption. They do not include same-sex married couples even if the marriage was performed in a state issuing marriage certificates for same-sex couples. Same-sex couple households are included in the family households category if there is at least one additional person related to the householder by birth or adoption. Same-sex couple households with no relatives of the householder present are tabulated in nonfamily households. "Nonfamily households" consist of people living alone and households which do not have any members related to the householder.

[8] The homeowner vacancy rate is the proportion of the homeowner inventory that is vacant "for sale." It is computed by dividing the total number of vacant units "for sale only" by the sum of owner-occupied units, vacant units that are "for sale only," and vacant units that have been sold but not yet occupied; and then multiplying by 100.

[9] The rental vacancy rate is the proportion of the rental inventory that is vacant "for rent." It is computed by dividing the total number of vacant units "for rent" by the sum of the renter-occupied units, vacant units that are "for rent" that have been rented by not yet occupied; and then multiplying by 100.

Source: U.S. Census Bureau, 2010 Census.

Tax Base

A Town wide tax reassessment was completed in 2009. Table 9 below shows the changes that have occurred since the reassessment was performed. The new figures are shown as of 2010, the first tax year with new assessed values in place.

Table 9. Assessed Values

	Assessed Values			
	Land	Improvement	Total Exempt Value	Net Value Reassessed
2010	220,229,170	222,689,075	-63,448,500	379,539,745
2011	223,120,695	226,528,000	-79,631,100	370,017,595
2012	223,308,895	225,847,300	-80,371,800	368,784,395
2013	232,045,900	259,266,300	-98,748,100	392,564,100
2014	223,254,700	254,446,100	-82,295,500	395,405,300
2015	228,747,900	266,589,800	-83,976,100	411,370,600

2015 assessment values stand at $411,370,600 which is an increase of approximately $16,000,000 over last year, a 4% increase. For the 2015 tax year, the Milton Town Council adjusted the tax rate from .216 per $100 of assessed tax value to .24 per $100 of assessed value.

Employment and Household Income Characteristics

Milton's labor force in 2010 of 1,245 people composed 61.6% of its population over the age of 16. Approximately 4.9% of Milton's residents over the age of 16 were unemployed, State wide and at present that is somewhat higher than the reported unemployment rate of 3.7 percent. The predominant occupations of Milton's population were management, professional, and related occupations at 28.8% of the population, sales and office occupations at 25.5%, service occupations with 18.7%, and production, transportation, and material moving occupations with 18.3%.

Table 10 displays income statistics comparing the area Zip Code (19968), the Town of Milton and Sussex County.

Table 10 Income Comparisons

Income	ZIP 19968	Town of Milton	Sussex County
Median Household	$60,737	$41,076	$52,692
Average Household	$73,855	$61,462	$68,578
Per Capita	$30,621	$26,963	$27,748
Greater than $200,000	4.6%	3.6%	3.4%
Under 25 Years	$66,667	$66,667	$29,494
25 to 44 Years	$60,978	$50,395	$62,594
45 to 64 Years	$68,378	$66,172	$62,594
65+ Years	$47,550	$34,167	$45,369

Source: American Community Survey, 2015

The major industries of employment for Milton's residents in 2010 included educational, health and social services (18%), retail trade (17), and manufacturing (12%).

The following total jobs were reported by the Town of Milton's significant places of employment as of October 2009 and a later 2014 Survey:

Table 11 Town of Milton
Estimated Employment at Significant Employers by Survey

	Employer	Jobs
1.	Reed Trucking	65
2.	Atlantis Industries, Inc.	35
3.	Bayport Business Park	26
4.	Clipper Square	61
5.	Brittingham Elementary School	70
6.	Milton Elementary School	80
7.	Town of Milton	23
8.	Town Center Area in General (1)	100
9.	Rogers Sign Company, Inc.	20
10.	US Post Office	19
11.	Dogfish Head Brewery	156
12.	Milton Park Center	118
13.	Mariner Middle School	65
14.	Pediatric Adolescent Center	20
15.	Backyard Restaurant	24
	Total	882

(1) See Table 2 of the *Town Center Use & Parking Survey of February 1998 as updated 2009 and October 2014.*

It is estimated that there are an additional 500 jobs located elsewhere in Milton, bringing the total to approximately 1400 jobs which corresponds to estimates available from American Community Survey.

The median household income in 2010 for the town of Milton stood at $41,076. This is less than the median household income found across Sussex County in 2010 of $52,692. A total of 13.5% of individuals in Milton were below the poverty level in 2010, reduced from 18% in 1999, but still more than the 10.5% of Sussex County residents below the poverty level.

Existing Housing Characteristics

According to US Bureau of the Census information, Milton's housing units totaled 1,340 in 2010, with a vacancy rate of 17.8% and 7.6% of all units being for seasonal, recreational or occasional use. Renter-occupied housing comprised 40.1% of Milton's occupied units, as compared to 19.3% in Sussex County. Median housing value in 2010 was $226,848, in Milton, compared with $241,800 in Sussex. Median rent was $993 in Milton and $1,048 in Sussex County.

Most housing structures in the town of Milton are of the single-family detached variety with 67% single-family detached and 13% single-family attached. The remaining 20% consist of multi-family housing.

Statewide Housing Needs Assessment

In the Statewide Housing Needs Assessment prepared in 2014 for the Delaware State Housing Authority (DHSA), the Milton Census County Division area (larger than the Town incorporated limits) was indicated as having 4100 housing units in Sussex County. Delaware is one of 20 states where Census County Divisions (CCDs) are used for statistical tracking of subdivisions within each county. The Town of Milton is located within the Milton Division of Sussex County. Milton Census County Division is a geographic area used by DSHA for study purposes. The DSHA subdivides Sussex County into east and west (using US 113 as the boundary) with the Town of Milton being included in the East Sussex County analysis area. Statistics below this level of geography are often not available due to their sensitive nature. Prior information from the Statewide Housing Needs Assessment identified a total of 210 households living in substandard housing units in 2015. These are units needing substantial rehabilitation to make them structurally sound, safe and habitable. In addition, the Milton Minor Civil Division (MCD) encompasses a large area in both Kent and Sussex Counties, including the Town of Milton. The Milton MCD is used by DSHA and was found to have approximately 200 "at risk" households living in overcrowded conditions or having incomes less than 50 % of median and paying more than 50% of that income for housing expenses. Although no specific breakdown for Milton is available, the Assessment noted that the proportion of elderly in the Sussex County population (32% in 2015) was the highest in the State and is expected to grow to 35% by the year 2020. The fastest growing segment of the elderly population is the 85+ year old group. The growing population of elderly along with the population spending more than 50% of income for housing purposes, create demands for housing types and costs that are not readily available in the current market place.

The Existing Housing Market in Milton

Between 2005 and 2010, approximately 30 of the 188 historic district houses in Milton have been sold to new purchasers. Anecdotal evidence suggests that many buyers come from outside of Delaware are attracted by Milton's closeness to the Delaware Bay and Atlantic Ocean, its small town historic charm, and lower housing costs when compared to those costs in Lewes or Rehoboth Beach.

In general, sales of houses in Milton increased through 2006, and then lagged between 2008 and 2011. The Table 12 below notes the changes and mostly increase in the transfer tax increasing from 2012 through 2016.

Table 12 Transfer Tax Comparison by Year

Year	2012	2013	2014	2015	2016
Transfer Tax	$243,957	$213,246	$402,684	$518,850	$450,804

Commercial Real Estate Market

Milton began experiencing commercial growth in the late 1990's, both in the Town Center and along Milton Ellendale Highway/Beach Highway (SR 16). There has also been interest in additional Bed and Breakfasts and antique shops. Since the 2003 and the 2010 Comprehensive Plans, there has been additional commercial activity including the following:

- Milton Park Center (Food Lion, Family Dollar, Walgreen's, to include a mixture of restaurants, retail, and personal services)
- Milton Medical Park (multiple buildings providing an array of medical services)
- Major expansion of Dogfish Head Craft Brewery

IV. Town Center

Refer to Exhibit I in Appendix E

Background

Milton's Town Center is comprised of a mix of commercial and residential properties, many of which were constructed in the 18th, 19th and early 20th centuries. The primary north/south artery through the town center is Union Street/Federal Street. It is along this thoroughfare that most of the existing commercial buildings stand. The designated town center also extends along Front Street and Magnolia Street, both of which run parallel to the Broadkill River.

Milton's Town Center has seen several renovations since the adoption of the 2010 Comprehensive Plan. Those projects are reviving and invigorating the Town Center. Examples of these projects include new and frequent use of the Milton Theater built in 1920 and renovated in the 1930s, and the façade and interior improvements to the Mercantile Building housing antiques, crafts and giftware. Also, there have been expansions of existing restaurants coupled with repurposing and renovations of other structures resulting in new opportunities for entrepreneurs.

Milton's Town Center boasts several public green spaces, including Memorial Park, Governors' Walk and Mill Park. These spaces have been well maintained by Town staff and volunteers – many from the Milton Garden Club. Their efforts can be seen in the flowers that decorate the town center – and in the new antique reproduction town clock, that was purchased and installed by the Garden Club with Town support and gifted to the Town.

Along with these promising developments and opportunities, Milton's Town Center also faces some challenges. Fortunately, the Town believes that these can be remedied through thoughtful planning, partnerships, hard work and strategic and creative interventions. These challenges include limited space for expansion, vacant properties, flooding, obstructed and limited pedestrian routes, and limited parking.

Limited Space for Expansion: For its first two hundred years, Milton's Town Center was the location of virtually all the community's commercial activity, having developed close to the Broadkill River to support the ship-building, commercial, transportation and shipping trade that supported the town for much of its early history. Today, the historic Town Center remains the center of the town's civic activities but has evolved from its former role as the center for general merchandising to a new role as a specialized center for more visitor-oriented and leisure uses, including antique, gift and specialty stores, restaurants and the historic Milton Theater.

Two of Milton's greatest assets – the Broadkill River and the town's stock of historic buildings – create challenges for expansion of the Town Center. Flooding issues further reduce opportunities for growth and expansion. Consequently, in response to the changing character of downtown Milton and the growing demand for goods and services to meet the needs of Milton's growing population, larger scale retail and business establishments began to seek locations with higher volumes of passing traffic and more abundant parking – conditions that will be difficult to achieve in the Town Center. Milton's initial response to this new pattern of land use was to develop commercial sites along SR 16, the town's northern edge, including two shopping centers, Clipper

Square at SR 16 at Mulberry Street, and Milton Park Center at SR 16 and SR 5.

Thus, Milton now has two commercial centers: The historic Town Center, which is focused on pedestrian-oriented cultural tourism, the arts, dining and community events; and the growing commercial district along SR 16, which caters to the larger community and regional need for goods and services and is more vehicle-focused.

Vacant properties: Even with the renovations and development discussed above, there remain vacant lots and parcels within the Town Center. Their development will depend largely on market forces and opportunities that could further cement positive gains made in the Town Center.

As is frequently found in renovations/revitalization of older downtowns such issues as parcel assemblage, parcel size, multiple owners and higher costs associated with infill-style development, can be challenges to realizing more activity in the Town Center. Vacant parcels can create gaps in the connectivity of uses within the Town Center and can be a cause for inhibiting continued renovation and revitalization.

Flooding: For much of its history, Milton's Town Center has been subjected to frequent flooding by the river, caused variously by storm surges that push water up the river from the Delaware Bay to the east and inundation of the Wagamon's watershed after heavy rainfall from the west. If present trends continue, the intensity and frequency of these floods are expected to increase in the future due to projected sea level rises and the increased severity of storms. These flood events will have a significant impact on Milton's Town Center, and its emergency services (fire and police).

Obstructed and limited pedestrian routes: Throughout the public conversation that helps to inform this Comprehensive Plan, the issues of connectivity and walkability emerged on a regular basis. These two desires were so pervasive, they become central to the community's expressed Core Values. In the survey conducted as part of this process, walkways, sidewalks and trails are critical to the community's future. Currently, the town center does not have a continuity of access to the town's residential neighborhoods and employment sites. Since parking supply is limited, improving walking and biking access to the Town Center will help to reinforce its importance within the Town and strengthen the Town Center's connection to its neighborhoods.

Limited parking: Parking in Milton's Town Center is limited. During the economic downturn, Milton's limited parking was not an ongoing challenge. However, as businesses open in the Town Center and activity increases, the limited parking will become a challenge to the Town Center's infill projects and further revitalization.

In addition to limited street parking, the town has a small number of parking lots. A municipal parking lot lies between Magnolia Street and the Broadkill River and contains approximately 55 parking spaces. Unfortunately, because it sits directly adjacent to the Broadkill and near Wagamon's Pond, the lot is prone to frequent flooding. This situation is expected to be exacerbated as sea levels continue to rise and development in the Wagamon's Pond watershed continues.

Additional parking is available in the M&T Bank and Volunteer Fire Department (Milton Company 85) parking lots, both of which are on Front Street, on the south side of the Broadkill River. Both lots are privately owned, but parking is often permitted during events occurring in the Town Center. Together these lots provide an additional 65 spaces. Unfortunately, like the Magnolia Street lot, these lots sit directly adjacent to the Broadkill River and in the designated floodplain.

A small parking lot behind the library is maintained by the Delaware Department of Natural Resources and Environmental Control (DNREC) and is reserved for users of the boat launch.

It is important to note that the concentration of parking along the Broadkill River also presents other concerns. First, waterside parking is not the best use of land adjacent to the Broadkill River. Second, the proximity of pavement to the river poses two significant environmental problems by increasing impervious surface within the traditional floodplain and creating a source of oils and other contaminants that become trapped in the run off.

While these parking areas may create opportunities for redevelopment to higher uses, having an adequate supply of parking must be part of any redevelopment/revitalization plan so that the Town Center is accessible not only to pedestrians and bicyclists, but also motorists and passengers.

Comprehensive Plan Goals for the Town Center

In light of the opportunities and challenges described above, this Comprehensive Plan sets forth the following goals for Milton's Town Center:

1. Develop a greater sense of continuity and cohesion by working with the property owners and by encouraging the development and use of currently-vacant buildings and properties in the Town Center;
2. Identify strategies to minimize the effects of increased flooding in the Town Center;
3. Identify opportunities to increase the number of available parking spaces to serve the Town Center;
4. Explore the feasibility of moving the firehouse and police station out of the Town Center to meet the needs of the growing community; and
5. Consider developing a Master Plan of the growing commercial district along Route 16 to meet the community's needs for goods and services, enhance the Town's character and plan for the region's increased traffic.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Include the south side of Front Street, between Chestnut and Collins Street, in the defined "Town Center." This ground is several feet higher than the nearby areas of the Town Center and could create opportunities for development that can take advantage of the preserved and opened water views.

- Include the remaining lots on the west side of Chestnut Street to Mill Street in the defined "Town Center."
- Undertake a public process to envision a new Front Street "gateway" to Milton making use of the potentially re-zoned "Waterfront District and "Town Center" areas.
- Undertake a study to determine opportunities to expand the existing walking trails in downtown Milton and connect them to a larger town-wide network.
- Work closely with DNREC and property owners to remove invasive vegetation and debris to open water views, while preserving or adding riparian buffers.
- Conduct a study of the Town Center to identify properties that may be acquired to expand the town's parking stock and move existing parking away from the Broadkill River.
- Explore strategies to encourage the development of the town center's two prominent vacant properties (112-114 Union Street and the intersection of Federal, Union and Front streets)
- Conduct a tree-by-tree study of the town center's street trees and tree boxes to evaluate their condition and appropriateness for each specific location. Develop a plan to replace trees that are not well suited with trees with branching habits and cultural needs that meet each location and condition. Develop a map and manual to provide Town staff with specific instructions for each variety's care.
- The Town evaluated its development codes involving zoning and found that it was appropriate to recommend changes to its Floodplain Management requirements which is Chapter 125 of the Town Code, specifically in terms of utility facility location which reinforces the Town's finding from the risk assessment that its greatest challenge is the protection of its utility assets. The Town will continue to seek funding from DNREC and/or other sources to conduct the necessary studies to determine the extent of future risks within the towns flood management areas.

V. The Broadkill River

Refer to Exhibit D1 in Appendix E

Background

The Broadkill River is central to the identity, history, and character of the Town of Milton. From the time of its earliest settlement by Europeans and for the Lenni Lenape and Nanticoke peoples who pre-dated them, the river has provided its inhabitants with natural resources, opportunities for commerce and transportation. Founded as "Head of the Broadkiln" in 1763, the town's location made it ideal for the construction of wood boats, thanks to an abundant supply of lumber (and the river's greater depth prior to erosion-caused silting). Milton's protected inland location provided security from ocean storms and it was secure from the pirate and foreign naval attacks that plagued the bay-front towns in the early centuries, most notably during the War of 1812.

In later years, access to sources of forest and locally-raised farm products made the port central to the developing and prosperous shipping community. The river also allowed for the development of several mills, as waterways leading to the Broadkill were dammed to create the millponds that are defining scenic elements of today´s Milton.

Today, the Broadkill River continues to occupy a place of primacy in the hearts, minds, and concerns of the residents in Milton. In a survey conducted as part of the development of this Comprehensive Plan (Appendix B), the Broadkill River was judged to be the town's greatest asset by most of the survey's respondents. The river's importance to Miltonians and the Town's visitors is best represented by the inseparable relationship between the Broadkill and the community's central gathering place – Memorial Park. Where hulls for sailing ships were once manufactured, and formed the core of Milton's economy, the activity in Memorial Park is now largely recreational. Bounded on two sides by the river, the park includes a boat ramp and six boat slips, as well as open space, a playground, bandstand and miniature train, owned by the Town and run by the Lions Club. Together, the river and its waterside park host many of the town's ongoing traditional gatherings, including a summer concert series, annual Horseshoe Crab and Shorebird Festival, and Canoe and Kayak Race.



Memorial Park serves as the starting point of Milton's Governors Walk, a riverside walking trail that celebrates the five native sons who became state governors (four serving Delaware and one who served the State of Wyoming). Governors Walk makes its way from Memorial Park through

an alleyway (between Irish Eyes and Mercantile at Milton) leading to Union Street. Crossing Union Street, it parallels the Broadkill River to Mulberry Street and loops south to "Mill Park," site of the John Milton statue. The pathway ascends a hill in the park and emerges on Federal Street, creating a lovely loop that provides pedestrians with an opportunity to enjoy Milton's Town Center, the Broadkill River and Wagamon's Pond. A walk through Memorial Park and Governor's Walk is highlighted by the beautiful gardens planted and maintained by the Milton Garden Club and the Town's Public Works Department.

While seen as Milton's greatest asset, the Broadkill River also poses significant threats and challenges. These include the following:

Flooding

For much of its history, Milton's Town Center has been subjected to recurring flooding by the river, caused variously by storm surges that push water up the river from the Delaware Bay from the east and inundation of the Wagamon's watershed after heavy rainfall from the west. Wagamon's Pond, a millpond created in 1915, collects water from an expansive and far-reaching watershed and is frequently outmatched by severe rainfall. These twin threats have inundated downtown Milton with varying degrees of severity over the years.

If current trends continue, the intensity and frequency of floods are expected to increase in the future due to projected sea level rise and the anticipated increased severity of storms, per maps provided to the Planning and Zoning Commission by Department of Natural Resources and Environmental Control (DNREC). There is a discussion of this topic in the Natural Environment, Environmental Protection, and Open Space Chapter that follows later in the Plan. It is critical, therefore, that all plans made for Milton's Town Center remain cognizant of the threat of the river and make realistic and responsible accommodations accordingly.

Impervious Surfaces Along the River

Most of the parking in the Milton's Town Center is concentrated along the Broadkill River. It is hard to argue that waterside parking is the best use of a beautiful natural resource, such as the Broadkill River. Impervious surfaces (such as concrete and asphalt) close to flood-prone waterways do not allow flood waters to be absorbed back into the soil. Flood waters are instead trapped on top of the impervious surface and will remain so until the surrounding flooding subsides. More troubling, the flood waters may become contaminated by salts, oil, antifreeze, gasoline and other toxic substances that accumulate on paved surfaces. These toxins may be washed into the river as the floodwaters subside.

The Town Center chapter of the Comprehensive Plan recommends that the Town expand its stock of available parking spaces in the Town Center. To reduce the amount of impervious surface near the river, it is also recommended that consideration be given to developing new parking venues located at an appropriate distance from the river and efforts should be made to reduce and/or eliminate the riverside impervious surfaces. This could be accomplished by transferring parking elsewhere AND replacing the impervious surfaces with pervious material. These new parking areas should be within reasonable walking distances to the proposed river and Town Center attractions to help visitors and residents take advantage of them.

Wastewater Treatment Plant
The sewage treatment plant, constructed in 1960, and located on the southern edge of the Broadkill River and 300 block of Front Street detracts from the natural beauty of the Broadkill waterfront and potentially deters downtown development. Necessary security measures prevent public access to the 6.1-acre waterfront site. The Mayor, Town Council and residents of Milton have been nearly unanimous in their desire to move the sewage treatment plant off the river, eliminating the dangers of raw sewage spills during flooding and allowing the waterfront to be used for a non-utility purpose. Agreements must be reached prior to any relocation of the present use from the waterfront.

Limited Visual and Physical and Recreational Access to the Broadkill River
While the Broadkill River is one of the town's important assets, physical and visual access to the river is limited in Milton's Town Center. Existing vegetation, signage, and fencing create visual and accessibility impairments. Recreational use of the water is primarily limited to Memorial Park and Wagamon's Pond and with no opportunities for access on the south side of the Broadkill River.

A low-cost approach to reduce the visual obstructions might be clearing the vegetation that blocks the river views from the streets and neighborhood. The Town should look for opportunities to increase visual access to the Broadkill River and, by engaging with property owners and DNREC, develop plans to improve view sheds while preserving or restoring the vegetative buffers along the river's edge. Doing this would increase the attractiveness of the Town Center and its connection to the Broadkill River, create additional attractions for out-of-town visitors, and may increase nearby property values.

Comprehensive Plan Goals for the Broadkill River
In light of the opportunities and challenges described above, this Comprehensive Plan sets forth the following goals for the Broadkill River:

1. Investigate opportunities to mitigate and accommodate to the expected increased flooding of the Broadkill River.
2. Investigate strategies to minimize the amount of impervious surface near the river.
3. Continue to work with Tidewater Utilities, DNREC and other concerned entities to develop a plan to move the wastewater treatment plant from the Broadkill River.
4. Identify opportunities and strategies to work with property owners to increase visual and physical access to the river while complying with the requirement for riparian buffers in order to maximize the river's benefits to the people of Milton.
5. Consider an increase in the amount of land within Milton and its projected growth area to be designated as a Marine Resource (MR) district, encouraging river-focused businesses and activities, highlighting the importance of the Broadkill River to the community, and attracting leisure and recreational tourism.
6. Work with relevant agencies of the Federal and State governments to determine if funding is available for Milton area projects under the Land and Water Conservation Fund. If such funding is available, try to secure it.
7. Work with relevant Sussex County and relevant State Agencies to enhance the natural environment along the Broadkill River in Milton's designated Growth Areas.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Investigate the possibilities to create a new "Waterfront District" between Federal and Collins streets along Front Street, and on the south side of Magnolia Street to:
    - Highlight the Broadkill River in Milton's town center;
    - Minimize possible property damage from expected increased flooding;
    - Create opportunities for outdoor active and passive recreation; and
    - Promote improved water quality through the creation of vegetative riparian buffers.
- Undertake a public process to envision a new Front Street "gateway" to Milton.
- Work with property owners and DNREC to remove invasive vegetation and debris to improve water views, while preserving or adding riparian buffers.
- Evaluate possibilities to create additional opportunities for active and passive river-focused recreation.
- Investigate and evaluate methods to reduce the use of impervious surfaces along the river to aid in the reabsorption of flood waters.
- Conduct a feasibility study of a greenway trail along the Broadkill River.
- Identify methods to improve physical and visual access to the Broadkill River.
- Extend Governors Walk to the South Side of the Broadkill River to connect to potential new waterfront amenities.

VI. HISTORIC PRESERVATION

Refer to Exhibit J in Appendix E

Background

In addition to the Broadkill River, Milton's intact historic structures are its most valuable and unique physical assets. Together, they give Milton the small-town charm and sense of history that is central to its identity. While the number of intact buildings and their familiarity to Milton's residents (many of whom live in or visit these buildings on a regular basis) can make these rare structures seem unremarkable, their value is not lost on Milton's residents. In the survey conducted for this Comprehensive Plan, Milton's historic structures were voted second only to the Broadkill River in importance to the town. Milton has several tools at its disposal to ensure the protection of its historic built environment.

The first tool is the listing of The Milton Historic District on the National Register of Historic Places, the Nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service (NPS), which is part of the U.S. Department of the Interior. The Milton Historic District was listed on the National Register in 1982. It consists of 87.2 acres with 188 buildings with various periods of significance.

The second tool is the Town of Milton becoming a Certified Local Government (CLG) in November 2006. It is one of seven CLG's in Delaware and one of 1946 CLGs, nationally. The purpose of a CLG is to partner with the State Historic Preservation Offices (SHPOs) and the NPS. Since the Town is certified, it can gain access to benefits of the Federal Historic Preservation Program. As with any Federal or state program, successful partnership requires an agreement by the Town to adhere to Federal and State requirements.

The SHPOs receive annual appropriations from the Federal Historic Preservation Fund. States are required to give at least 10 percent of their funding to CLGs as sub grantees. These grants can fund a wide variety of projects including: surveys, National Register nominations, rehabilitation work, design guidelines, educational programs, training, structural assessments, and feasibility studies, naming only a few projects that are eligible.

Beginning in 2014, the Town of Milton has received annual CLG grants. These grants have been used to partner with the University of Delaware Center for Historic and Architectural Design (CHAD) to re-survey the Milton Historic District which was originally surveyed in 1980. Final reports of the 2014, 2015 and 2016 resurveys are available at the Town Office. The general conclusion of the three surveys is the Milton Historic District is composed of a collection of buildings that, collectively, achieve a strong feeling of an earlier, historic landscape. The Town of

Milton's 2017 CLG grant again will partner with CHAD to develop a *Guide for Renovation in the Milton Historic District.*

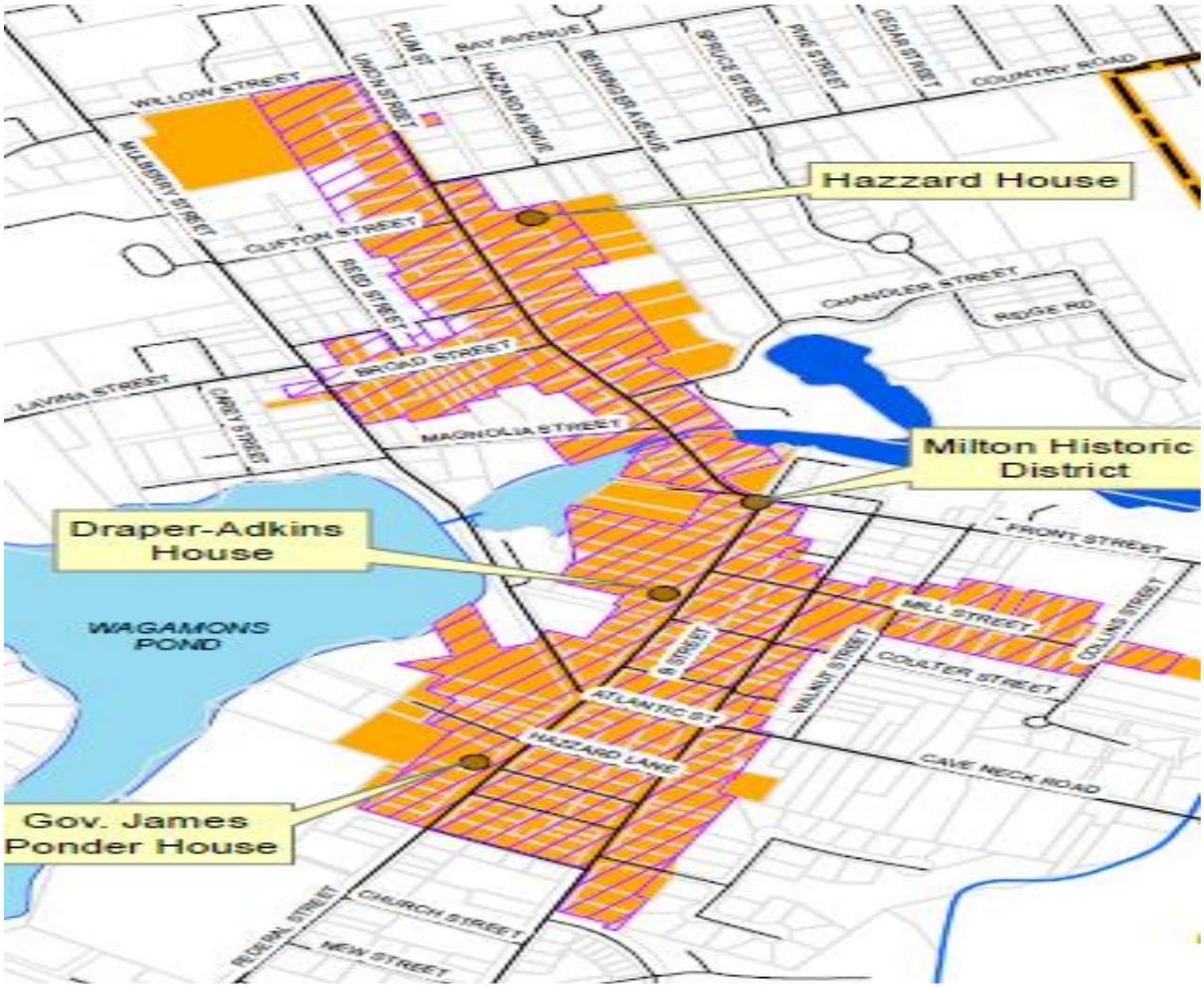
The third tool is The Milton Historic Preservation Commission (HPC), a volunteer commission of five-to-seven members, which reviews application for proposed changes to historic buildings to make sure those proposed renovations will preserve their historic and architectural integrity.

Per the Milton Town Code, the work of the HPC is guided by Milton Historic Preservation Ordinances and the *Secretary of the United States Department of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.* The purpose of the Standards is "to assist in the long-term preservation of historic materials and features. The HPC can also call upon The State of Delaware's Historic Preservation Office (SHPO) and the Milton Historical Society for technical assistance and information. The State of Delaware Historic Tax Credits provide financial incentives for property owners to make the necessary investments in their properties' proper preservation.

Traditionally, the focus of the HPC's work has been on its Historic Preservation Overlay District, which covers approximately 87.2 acres and includes 188 structures that are considered to be "contributing" to the historic character of the district by virtue of their age and condition (i.e., how intact they are; what materials have been used for restorations/renovations; whether those renovations preserved the style, scale and proportions of the original design).

A small map of the Historic District is shown below (Figure 1) with a larger and clearer map and inset provided in Appendix E, Exhibit J.

Figure 1: Map of Historic Overlay District, Town of Milton



Despite these resources, and even though Milton's history and buildings are understood to be central to the town's identity, the Town has experienced losses to its architectural and historic legacy. The University of Delaware's Center for Historic Architecture and Design (CHAD) conducted a three-year survey of the historic district. The survey was completed in 2016 and followed an earlier survey performed in 1980. Since the completion of the 1980 survey, certain patterns of change were observable during the analysis of the district. Representative alterations to structures in Milton that threaten historic integrity include changes to siding (the most common change being the addition of vinyl siding); the replacement of windows (often from early 20th century wood frame windows to vinyl windows); and the removal of chimneys. The effect of these alterations, however, did not disqualify the overall architectural integrity for most of the properties evaluated.

The survey also determined that ten extant structures have also been determined to be non-contributing having lost architectural integrity through additions, removals, and material changes to the structures. Since the initial survey, one property (circa 1961) has achieved contributing status, although not originally included most likely due to the date of construction. However, the

structure is now more than 50 years old, and its designation has been switched from "not included" to "contributing".

Further, two dwellings have been moved and lost their contributing status. Of the 12 buildings demolished, eight were deemed non-contributing, two were accessory buildings with a contributing structure remaining on the property, and the remaining two were demolished and a vacant parcel remains.

Despite these losses, the survey commends the town's efforts to preserve its historic district, stating that, "The result is a collection of buildings that collectively achieve a strong feeling of an earlier, historic landscape in Milton".

Comprehensive Plan Goal for Historic Preservation

In light of the opportunities and challenges, the goal for Historic Preservation is to make Milton an example of historic preservation best practices by preserving its unique built environment and developing programs that tell its stories, thus increasing Milton's attractiveness as a destination for cultural tourism. Milton has completed the "Guide to Rehabilitation and Construction in the Milton Historic District" which was published in 2017 and can be found online at http://milton.delaware.gov. This Guide along with the ordinances established in Milton gives the property owners the information needed to ensure that the heritage and economic wellbeing of the Town is strengthened through the preservation of Milton's architectural and historic resources.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Provide greater professional support to the Historic Preservation Commission, using consulting architectural historians on an as-needed basis, to help it more consistently apply the Secretary of the Interior's standards to projects in Milton's historic district;
- Increase the Historic Preservation Commission's and the public's knowledge and use of Delaware Historic tax credits.
- Develop an ongoing historic preservation education program for town enforcement staff, HPC members and the public.
- Develop a *Guide for Renovation in Milton Historic District*, like those prepared by other municipalities who have had success with historic preservation providing better information to the public, the Secretary's Standards and the processes through which preservation takes place in Milton. Include a thorough explanation of the state's historic tax credit program.
- Develop a guide for prospective and new property owners that can be distributed through area realtors, outlining the benefits and responsibilities of owning a historic property in Milton.
- Develop strategies to eliminate "carve-outs" in the Historic District.

- Explore the feasibility of expanding the town's historic district or the creation of new districts to highlight and preserve other important architectural and historic resources that tell Milton's story.
- Encourage the adaptive reuse of historic buildings discouraging their demolition.

VII. COMMUNITY DESIGN PLAN

Background

A Community Design Plan should consider the best general patterns of architectural scale, styles and site design within the jurisdiction. This chapter of the 2018 Comprehensive Plan is per Title 22, Chapter 7, § 702(b) of Delaware Code and was not included in the adopted and certified 2010 Comprehensive Plan.

While components of a successful Community Design Plan may vary based on the size, location and age of a jurisdiction that prepares the chapter, the chapter typically includes the following topics:

- Neighborhood Design, intended to promote compact communities where residents can more easily access schools, recreation, shopping, social activities and public services**.**
- Design Characteristics which offer amenities and accessibility features such as a discernible town center, noticeable boundaries, walkable compact communities, variety of housing types, parks and open space, grid street networks, pedestrian safe designs, and quality architecture to note a few.
- Variety of Housing Types where people of all income levels should be able to afford quality housing without being segregated within the community. A range of housing choices allows all households to find a niche in a smart growth community-whether it is a garden apartment, a row house, or a traditional suburban home-and accommodate growth at the same time. A variety of housing alternatives also can reduce infrastructure costs, create housing opportunities closer to available jobs, and help to create a strong sense of community among residents.
- Community Layout or Design where the intent is to create pedestrian/bicycle compatible neighborhoods where streets are designed in grid patterns with lower speeds and reduced widths compelling motorists to drive slowly reducing crash potential.
- Parking design.
- Other Characteristics which could be considered are street light placement, sidewalk size, building setbacks and variable lot sizes.

The Community Design Plan's key tool is the preparation, adoption and use of a Design Manual. This manual, once prepared and adopted by the Town, should be used along with other land development regulations to support and enforce the Town's historic heritage by focusing on macro and micro design elements. On a macro level, new development should be consistent with the Town's historic scale and character, recognizing the existing grid street pattern, sidewalks, street widths, building sizes, heights and set-backs from streets, alleys and sidewalks. On the micro level, new development and renovations should utilize or emulate local and historic architectural elements and building materials. A neighborhood approach to design should be adopted by the Town in which the design of an individual structure is related to the design of its surrounding neighborhood.

While development occurs based on the timing of the market place, the design themes should be considered based not only on the development parcel's land use designation and zoning district but also on the parcel's visual and geographic connection to the existing Town of Milton. These design patterns may be expressed in the practices of private designers and developers, in the Town's Zoning, Site Plan and Subdivision requirements, in the design of public improvements by the Town, and in the development of new residential and commercial projects within the Town's jurisdiction and, working with Sussex County, within the proposed Growth Area.

The Community Design Plan should provide guidance to the Mayor and Town Council regarding sustainable community principles through design of new and redevelopment proposals as they progress through the Town's development regulation process.

To guide the Commission in performing this additional responsibility to the Town, the Town's current zoning and subdivision codes including site plan requirements and its specification and standard details should be subject to periodic review. The purpose of the review of the Town's development codes is to keep the town current on changes in the land development industry while promoting a theme throughout the town that should serve to reinforce the Town's goals of sustainability of its downtown and protection of the town's historic heritage. These values are reflected in responses from the surveys of its residents and businesses.

Comprehensive Plan Goal for Community Design
The goal of the Community Design Plan is to develop the "Community Design Manual for Milton" considering the principles outlined above.

Possible Implementation Strategies:
The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Review the Codes of the Town of Milton to determine if the following implementation strategies can be accomplished.
  - Establish a Community Design Work Group, seated for the sole purpose of developing the Community Design Manual for Milton. This committee should include members chosen specifically for their training and professional experience in the fields of urban planning, architecture, design, neighborhood preservation, landscape architecture, landscape design, and historic preservation. This could be an ad hoc committee and its work could be time-limited.
  - Prepare the Community Design Manual for Milton to supplement the Zoning Code and coordinate its recommendations with Sussex County and the Delaware Department of Transportation.
  - Consider augmenting the Planning & Zoning Commission with a design professional or architect.
- Evaluate specific design requirements in areas in the Town and coordinate those requirements with Sussex County, and the Delaware Department of Transportation (as appropriate) for areas within the proposed Growth Area. The Community Design

Manual for Milton should consider infill residential lot development, revitalization and rehabilitation of existing development, design of new commercial and industrial development, compatibility with the Historic District and Town Center, design of "Gateway" areas, maintenance or creation of connectivity between new/revitalized development and the Town Center, design of new/revitalized development along SR 16 corridor, and design of new/revitalized development along the Broadkill River.

- To guide the Commission and the Council, the Town should seek comment from design and development professionals in preparing recommendations for site plan and subdivision applications before the Town.
- In early 2017, Milton was added as a key location and contributing hub of the Delaware Bayshore Byway. Delaware's Bayshore Byway is a scenic two-lane road that follows roads and views along the Delaware River and Bay Estuary. From New Castle to the beach resorts just outside Lewes, the byway corridor offers visitors and locals an intimate experience with the largest preserved coastal marshlands and historic river towns along the east coast. The byway covers much of the state geographically and is approximately 100 miles of travel depending on your route selection.
    - The Town will begin to work with the State and the Delaware Greenways program to understand the benefits the town can realize in supporting this program through sustainability planning and future comprehensive planning within the Town.
- Establish development requirements for mixed-use community activity areas which promote alternative forms of multi modal transportation.
    - Promote mixed-use public transportation areas that improve walkability
    - Create a pedestrian environment through enhanced landscapes, streetscapes, and public infrastructure projects.
    - Align the community planning vision with the Sussex County's Comprehensive Plan to the extent feasible.
    - Provide for local, regional, and state planning priorities, principles, and practices ensuring the area is linked through a coordinated multi-modal transportation system.
    - Establish financing strategies that fund transportation improvements and programs.

VIII. AFFORDABLE HOUSING PLAN

Background

Generally, Affordable Housing is described as housing opportunities that are available to all persons or families, regardless of income. For planning purposes, approximately 30 percent of income is assumed to be used to support housing costs. The U.S. Department of Housing and Urban Development (HUD) defines Affordable Housing as:

AFFORDABLE HOUSING: *In general, housing for which the occupant(s) is/are paying no more than 30 percent of his or her income for gross housing costs, including utilities. Please note that some jurisdictions may define affordable housing based on other, locally determined criteria, and that this definition is intended solely as an approximate guideline or general rule of thumb.*

The State of Delaware requires all municipalities with a population greater than 2,000 to provide an Affordable Housing Plan as a component of their Comprehensive Plan. That component should include policies, statements, goals and plans which serve to define the municipality's strategy for providing affordable housing options and opportunities for current and future residents. The State believes it is critical that municipalities proactively provide a variety of housing options and opportunities to meet the needs of their current and future residents.

Housing prices are a function of market forces. The market has and will continue to fluctuate in price points resulting in a range of prices both for owner-occupied housing and for rental properties, leading to a range of housing prices and rents. The town does have current housing stock that provides affordable housing options and opportunities.

Milton desires to continue to provide options and opportunities for such housing. As the Town strives to achieve the goal that people who work in Milton can afford to live in Milton, it should continue its constructive dialog with the Delaware State Housing Authority ("DSHA") for information and assistance as well as coordinate with Sussex County and other State and Federal agencies.

The Town of Milton experiences economic forces which govern the housing market in the Town. Several of these economic forces were identified in the September 2014 Delaware Housing Needs Assessment (HNA), as prepared by the DSHA. The geographic area used to develop these statistics is much greater than the Town of Milton, or the Zip Code in which the Town of Milton is located, noted in Chapter III of this Plan. Among these forces are:

- Population Growth: Using the Delaware Population Consortium's projections for population growth in Sussex County, it is estimated that, within its current municipal boundaries, Milton's population is estimated to be 2,900 and is projected to grow to 3,082 by 2020, with projections of 3,248 by 2025 and 3,378 by 2030.
- Demographic Change: Based on projections found in the HNA, between 2015 and 2020, 16% of future rental demand will be for senior rental housing, whereas 32% of future home sales will be to seniors.

- Rental Cost: The HNA reports that 30-50% of area renters are paying more that 30% of their income on housing (housing cost burden). Coupled with transportation costs, this creates a substantial financial burden on renters.
- Home Ownership Cost: The HNA reports that 20-30% of area homeowners are paying more than 30% of their income on housing.
- Area Median Income: The 2015 HUD defined Area Median Income ("AMI") for a family of four is $63,300.
- Approved, but Unbuilt Housing: Noted elsewhere in this Plan, as of 2015 more than 950 new housing units have been approved for construction but remain unbuilt with none of these units likely to be considered as affordable housing. Construction and sale of these homes will most likely increase the average home sales price in town which could limit current residents from moving up into these units based on current average household income.
- Home Purchase Cost: In 2014, the median price of a newly constructed home in Milton was $329,908.
- Assistance Requirements: To qualify for Section 8 a renter household consisting of four persons cannot earn more than $31,600 (or 50% of AMI). Section 8 is a Housing Choice Voucher Program created under Section 8 of the Housing Act of 1937, funded by the U.S. Department of Housing and Urban Development.
- Rental Assistance Sources: Approximately half of Milton's 166 existing affordable housing units are sustained by some form, of rental assistance to make rent more affordable for low income families. The remaining 86 affordable housing units were financed by the Federal Government's Low Income Housing Tax Credits ("LIHTC"). LIHTC properties usually have units available for families earning 60% or less of the AMI ($37,980).
- Fair Market Rents: Historically, the HUD-established Fair Market Rent ("FMR") in the Milton area (as used by the HNA) has risen an average of 3.92% annually. The FMR for a two-bedroom unit in 1985 was $361. That same two-bedroom apartment's FMR increased to $987 by 2015.

Current Inventory of Affordable Housing Units and Opportunities to Expand

Six subsidized housing facilities in Milton provide our residents with 166 affordable housing units or approximately 11% of all housing units in 2014. Five of these projects are in the Northeast Quadrant of town. Two complexes along Bay Avenue, Luther Gardens (18 units) and Luther Gardens Annex (18 units) provide housing for moderate income senior citizens. Also on Bay Avenue, Luther Towers (48 units) provides housing for Milton's low income senior citizens and Park Royal Apartments (32 units) provides housing for low income families. The 48-unit Milton Landing on Palmer Street Extended provides housing for moderate income families. In the Northwest Quadrant, Spinnaker Lane Supported Living is a two-unit project for low income people with disabilities. Milton Landing (48 units), Luther Gardens (18 units) and Luther Gardens Annex (18 units) were created under the LIHTC program and will be eligible for conversion to market rate in 2028, 2020, and 2031, respectively.

There are current opportunities to find affordable housing throughout the Northwest and Northeast quadrants of the Town of Milton. Greater descriptions of these two quadrants can be found in the Land Use Chapter (Chapter XIII).

Current Affordable Housing Growth Opportunities

There are opportunities both for new residential development as well as infill on current lots located within the Town's boundaries and in the Growth Area. Procedurally, it is possible for any developer to file to amend their subdivision and site plan to reflect a revised housing density which can be a time-consuming process not likely to be undertaken unless a subdivision's site plan sunsets, or other advantages are perceived. Also, it should be noted that there are no regulations or procedures in place that authorize the Town to negotiate for affordable housing below market price.

The Town will consider working with area builders and non-profit organizations, and partnering with the Delaware State Housing Authority to build affordable housing on some of the available lots where there is capacity in the available infrastructure. The Town could consider adding incentives to the subdivision or site plan codes that would create opportunities for developers to provide affordable housing units.

Plans for Future Affordable Housing Opportunities

Throughout the Comprehensive Planning process there has been an ongoing discussion about the most appropriate housing mix in the Town and its growth area. Using the tools available to the Town, it wishes to promote a mix of housing opportunities attainable for individuals and families having a wide range of household incomes.

Milton's vision of affordable housing is not confined to subsidized housing. Rather the Town wishes to promote housing opportunities for various housing price points to accommodate all income levels. The Town understands the importance of having opportunities for starter housing for young singles and families who need a small down payment and low monthly payments to enter the housing market. It is also important to support opportunities allowing current residents, particularly seniors and families with grown children, to remain in their homes and neighborhoods.

In working to promote housing opportunities, the Town should seek State and County support to identify implementable programs and strategies to reduce financing, construction and housing operating costs. Statewide programs that address housing affordability and provide for a dedicated revenue stream from comprehensive and broad-based sources provide a much better chance of delivering affordable housing opportunities than Milton could create acting alone with its own resources.

Comprehensive Plan Goal of the Affordable Housing Plan

In light of the opportunities and challenges noted above, the goal of the Affordable Housing Plan is to support opportunities to provide housing to meet the wide range of household incomes within the Town of Milton.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives nor as funding mandates.*

- Work with non-profit organizations and respective property owners to promote the concept of building simple and affordable single-family homes within the fabric of the community. Concurrent with those efforts, the town should consider imposing design standards to be found in the Community Design Manual for Milton to ensure that any affordable housing constructed within existing residential neighborhoods is compatible with existing housing.
- Consider evaluating the impact of an inclusionary housing requirement through the Town's land development codes. The Town should attempt to ensure that new growth areas in Milton will include a range of affordable housing opportunities.
- Consider codifying an Accessory Dwelling Unit (ADU) Ordinance which would amend the Zoning Code and could provide the opportunity to create affordable and independent housing options to other family members of the owner.
- Consider a provision in the proposed mixed-use districts to promote a "Live Near Your Work" program that was previously available from the State of Delaware as a permitted use within a mixed-use district or Town Center District in lieu of commercial or retail space.
- Consider creating an opportunity to increase the inventory of housing mix and housing costs in the proposed Mixed Use Residential/Commercial Zoning District that this Plan recommends for Mixed Use Land Use in the Town's proposed Growth Area.
- Consider evaluating the changes in housing prices and range of availabilities of owner-occupied and rental housing on a periodic basis to determine the effectiveness of the programs and zoning districts in place.

IX. COMMUNITY AND ECONOMIC DEVELOPMENT/REDEVELOPMENT and SUSTAINABILITY

Background

Noting earlier information provided in this Plan, it is evident that the Town of Milton's economy and employment have shifted from manufacturing and agriculture to an economy relying on the provision of services rather than goods. As accessibility to Milton and its businesses has improved, the Town's economy is drawn into the County's and State's economies.

As noted in Table 11 of the Plan (page 25), those private sector firms with the greatest number of employees are the Dogfish Head Craft Brewery, retail and service centers (Milton Park Center and Clipper Square), Reed Trucking, and Atlantis Industries. As a collective area of employment, the Town Center has one of the highest concentrations of town employment. That number is the summation of several small businesses involving personal service, government and hospitality. Presently, total employment located within the Town is approximately 1400 jobs equating to approximately 1.3 jobs per household indicating that much of the Town's labor force is imported from other areas.



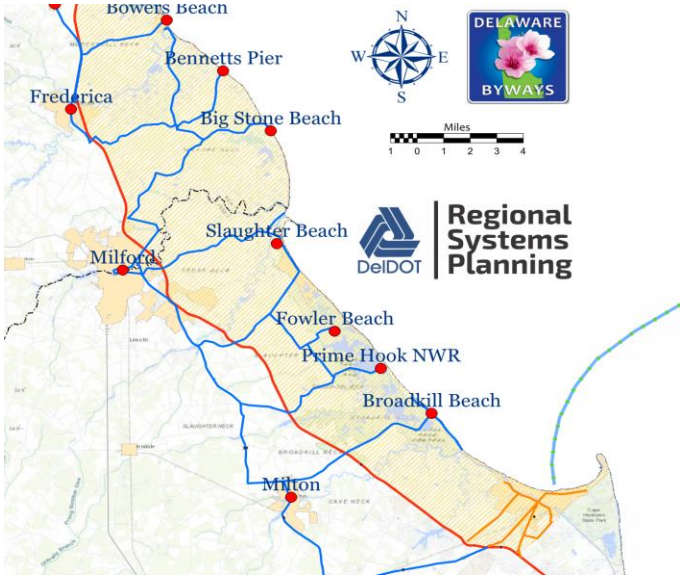


Residential home development is another major part of Milton's economy that drives both taxable income for the town's government and potential customers for both merchants and service businesses. The population growth in Sussex County has fueled residential growth in Milton since the turn of the century and the current and forecast migration to Sussex County should continue that trend.

The Town of Milton seeks new development as well as redevelopment of the current economic base to achieve a sustainable pace of growth, to develop and expand its tax base. In seeking to expand its economic base, the Town should take advantage of its natural and built assets such as the Historic Town Center, its accessibility to coastal attractions, the Broadkill River with its recreational opportunities, and its current core industries.

In promoting itself as a place where its residents and workforce can live, work and play, the Town should work with appropriate State agencies, public and private utilities, property owners and developers to make transportation access, public facilities and services, and adequate utilities available to support opportunities for economic development. Through its planning efforts, the Town should guide economic growth to those areas where public facility capacities are available and where there is a limited impact upon the natural environment and the Town's historic fabric. It should consider accomplishing this by forming cooperative partnerships with those commercial and service sectors of the Town's economy with the goal of protecting the natural and built environment, promoting the Town's cultural and environmental assets, and preserving and enhancing its neighborhoods.

Milton was newly added in early 2017 to the Delaware Bayshore Byway as a key location and contributing hub of the byway.



Location
Delaware's Bayshore Byway is a scenic two-lane road that follows roads and views along the Delaware River and Bay Estuary. From New Castle to the beach resorts just outside Lewes, the byway corridor offers visitors and locals an intimate experience with the largest preserved coastal marshlands and historic river towns along the east coast. The byway covers much of the state geographically and is approximately 100 miles of travel depending on your route selection. See all sorts of wildlife and understand the importance of bird migratory flyway zones & resting areas. Most of all, discover the small natural beaches and tranquil open vistas. Visit number of smaller town's that began and continue their history with maritime commerce.

Length
100 miles or more pending your level of interests and route.

Drive Time
Approximately two to three hours (assumes no stopping)

Full Enjoyment Time
Two to three days depending on the number of visits, camping/hotel, or walking ventures.

Attempting to address economic development using the Town's assets such as location, environment, and base industries, the Town should consider preparing and adopting an Economic Development Plan which focuses on each of the three major sectors of the Town's economy: Industrial, Commercial and Residential. This Plan should include the following considerations, listed below in no special order:

- Retention: The Town should encourage and focus on the retention of existing industries currently operating in Milton and promote future light industrial development to be sited in those areas identified by this Comprehensive Plan.

- Commercial Development: Commercial development should be centered within the Town Center and along SR 16 and SR 5 corridors. The Town should focus on attracting businesses to the Town Center that will represent a good fit with the Historic District where the Town Center is located. The Town should also focus on attracting larger scale businesses in its Growth Area along the SR 16 and SR 30 corridors where land availability and transportation access already exist.

- Residential Development: Milton is an attractive residential target location for those migrating to Sussex County because of its proximity to the Beach economy and attractions due to the Town's accessibility and its location away from the SR 1 corridor. Residential development will continue with the buildout of existing vacant lots within the Town's neighborhoods and already approved subdivisions. New developments that maintain the character of the Town should be encouraged while seeking opportunities to increase affordable housing availabilities to support the Town's growing labor market and workforce.

- Historic District as an Attractive Asset: Because of the contribution of the Historic District to the Town's character and attraction of new residents, the Town may also encourage and develop procedures to incentivize rehabilitation and maintenance of the inventory of historic structures in the Milton Historic District.

- Sustainability: The Town may detail strategies to promote Sustainability in Milton by promoting sustainable practices by residents, businesses, and local government which take advantage of potential cost savings while preserving the Town's heritage, its natural and built environment and promoting its future. Currently the Town has an established Sustainability Committee. This committee has defined Sustainability as "…satisfying current needs without sacrificing future well-being through the balanced pursuit of ecological health and economic welfare." Presently this committee is focusing on four areas: Water, Waste, Energy, and Native Plants. Their efforts involve research, outreach through events and tours and promulgation of recommendations.

Finally, the Town might consider becoming the first municipality in Delaware to be identified as an Age-Friendly Community. Presently, there are more than 130 jurisdictions throughout the United States and Puerto Rico that include more than 61,000,000 people that are identified as Age-

Friendly Communities. Although inclusion does not mean that AARP endorses the community as a place to live, nor does it mean that the jurisdiction is presently "age-friendly". What it does mean is that the Town is making a *commitment* to actively work toward making the municipality a great place for people of all ages. The application requires a letter of commitment from the Town and the eventual completion of an Age-Friendly Action Plan. This Action Plan involves making improvements and enhancements to the "eight domains of livability" which include Open Space and Buildings, Transportation (all modes), Housing, Social Participation, Social Inclusion, Civic Participation/Volunteerism, Outreach/Communication Methods, and Accessible Community and Health Services. Also, the Town will need to complete an AARP Community Survey which could be accomplished by the Town's Sustainability Committee.

Comprehensive Plan Goal for Community and Economic Development/Redevelopment
In light of the opportunities and challenges noted above, the goal of the Town's Economic Development Plan is to expand its economic and employment base while protecting the natural and built environment, promoting the Town's cultural and environmental assets, promoting its accessibility, and preserving and enhancing its neighborhoods.

Possible Implementation Strategies:
The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Work with developers, property owners, Sussex County and DelDOT to ensure the continued availability and quality of transportation access, public facilities and services, and adequate utilities. Through its planning efforts, the Town should guide economic growth to those areas where public facility capacities are available and impacts to the natural and built environment are limited.
- Promote economic development opportunities within the Town and the proposed Growth Area parcels as they become eligible for annexation.
- Make revitalization of its historic town center a priority by working with property owners to promote small-scale redevelopment and new commercial development including the use of vacant buildings and infill lots.
- Guide new commercial and industrial development projects to areas located along the edges of town where the land use designations and zoning districts permit larger scale projects and the parcels can be more easily accessed via highways with adequate design and capacity.
- Promote smaller-scale redevelopment and new commercial development within the Town Center, such as small incubators, where parking supply is limited, but can be served by present or programmed public facilities and services.
- Direct office and light industrial uses to the proposed mixed use districts which may be sited along SR 16, SR 30 and SR 5A within the proposed Growth Area. In designing these sites, work with DelDOT to reduce potential impacts to travel along these roadways as they serve to connect the Town and its center with Sussex County and the State of Delaware and promote the connection of these activities with the Town's neighborhoods and its center.

- Prepare utility and public service extension plans for those sites along State Routes 16, 30 and 5A within the proposed Growth Area so that they can be adequately served as the parcels are developed and annexed.
- Target new business recruitment with high quality, knowledge-based, technology-oriented service, office and other commercial/industrial businesses.
- Promote the Town's year-round accessibility due to its location near the Beach communities and within Sussex County.
- Actively search for funding to add electric vehicle supply equipment (EVSE) and charging where feasible in common areas and in any new or retrofitted parking areas to accommodate the increasing number of electric vehicles being used.
- Promote the Town during scheduled events that occur throughout the year.
- Encourage maintenance and rehabilitation of historic structures in the Milton Historic District.
- Develop incentives to encourage development and redevelopment in the Town Center.
- Continue to promote the Town as a place to visit and to relocate.
- Consider the preparation of an Economic Development Plan and implement that Plan's recommendations.
- Evaluate the benefits of applying to the AARP for designation of the Town of Milton as an Age-Friendly community.

X. INFRASTRUCTURE

A. TRANSPORTATION

Refer to Exhibit C in Appendix E

Background
Through survey and testimony, Milton's residents have listed connectivity as a very important value. As the Town grows beyond its traditional Town Center through subdivision and annexation, connectivity among the new and the existing neighborhoods and to the Town Center, may become planning and design challenges. Historically, the Town was connected to the surrounding area by the River, later by rail and road, and now by the highway network. Now residents and businesses are looking for more availability of other modes of travel such as bus transit, sidewalks, bike trails and even the use of the Broadkill River and its tributaries.

Beyond connection of neighborhoods, retail/commercial activities, social/recreational pursuits, Milton's residents and businesses need to be connected to other activity areas within Sussex County and the surrounding State of Delaware. As most of the roadways in and around Milton are owned by the Delaware Department of Transportation (DelDOT), the desire for internal connections should be balanced with the requirement for regional access. The principal mode of travel will remain the automobile. Thus, the availability of highway capacity, with minimal side street and driveway conflicts, will remain important both in terms of connecting the Town to its surroundings as well as travel within the Town.



Highway Network
The major roadways in the planning area within and around Milton are primarily owned and maintained by the DelDOT. The major roadway network, further defined below, can be a source of conflicting motorist, pedestrian and bicyclist needs between pass-through higher-speed regional travel and short distance, lower speed local travel which use the network to access businesses and residences situated along the roadways. Since Milton is located between major north-south arterial

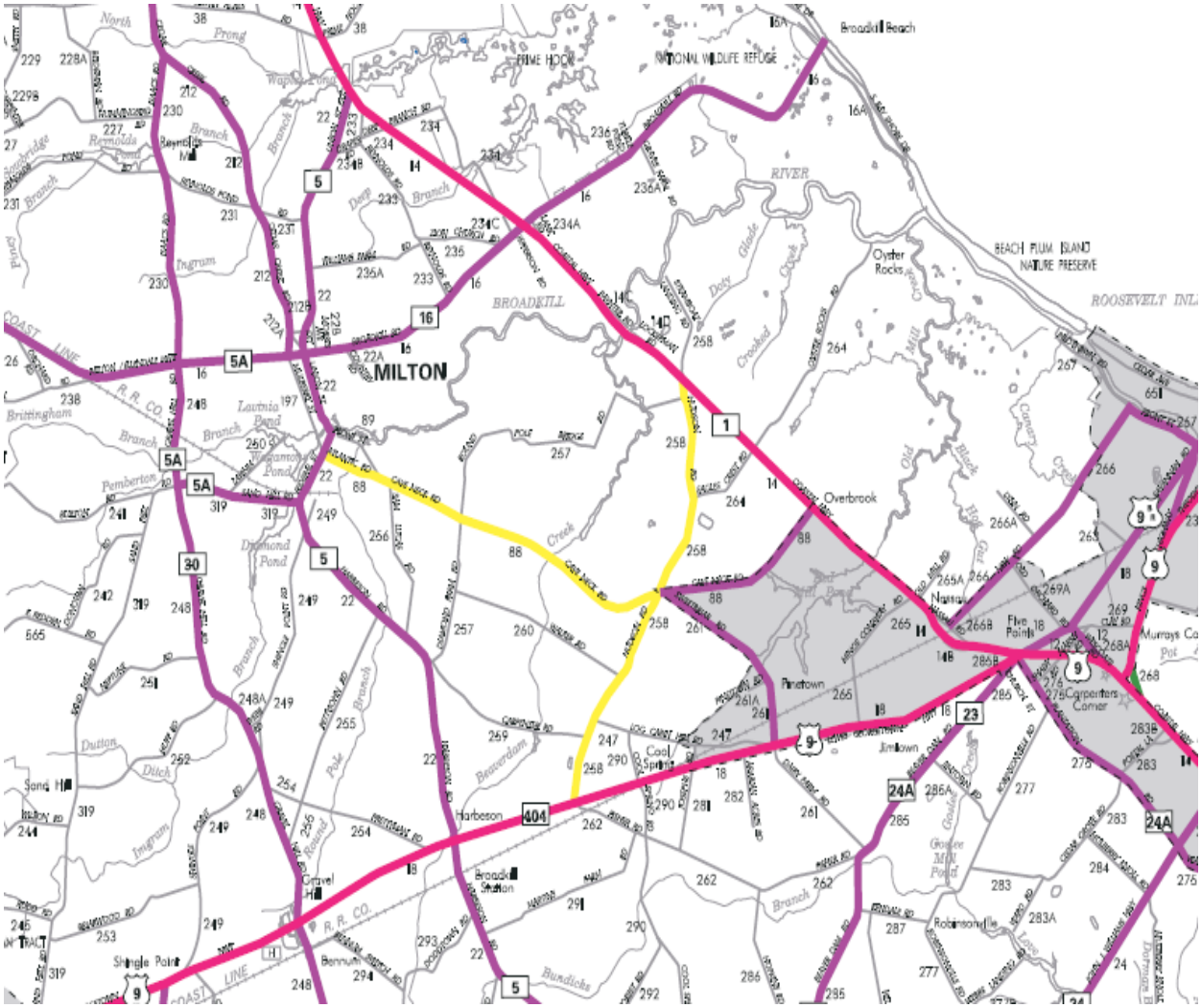
facilities such US 113 and State Road 1, the important roadways that connect these facilities carry both regional travel and local traffic.

For instance, traffic patterns to and from the William L. Preston, Jr. (Chesapeake Bay) Bridge and Coastal Highway (State Route 1) serving the beach communities and attractions have a significant influence on Milton area roadways and intersections. Connections between Milton and Milford, Dover, and Wilmington via Coastal Highway (State Route 1), DuPont Highway (US 13) and DuPont Boulevard (US 113) are also important. Another major influence on Milton's roads is freight movement via truck (with a major freight hauling company, Reed Trucking, located within the Town) which serves the agricultural processing companies of eastern Sussex County, including those of the poultry industry.

DelDOT, the agency responsible for approximately 90 percent of all lane miles of roadway within the State, is tasked with classifying those roadways based on how they function and how much access is afforded to the road from adjacent land uses. A snap shot of the DelDOT Functional Classification Map and Legend for roadways in and around Milton is provided in the figure 2 below. A map of better scale is available at https://www.google.com/search?q=functional+classification+map+of+sussex+county+delaware&tbm=isch&tbo=u&source=univ&sa=X&ved=0ahUKEwi3xPqThYnTAhUH42MKHX2tB7wQ7AkILg&biw=2259&bih=1099&dpr=0.85#imgrc=PDrrMg1aQiSZdM:&spf=199

Within the Town of Milton and its proposed Growth Area, the highest functional classification is a "Other Principal Arterial" for SR 5, SR 5A, SR 16 and SR 30. Atlantic Road and Cave Neck Road are classified as Minor Collectors. All other roads maintained by DelDOT within Milton are identified as Local Roads.

Figure 2. DelDOT Functional Classification Map of Sussex County including Milton



LEGEND
Small Urban Area Boundary
Other Principal Arterials
Major Collector
Minor Collector
Local Roads

While DelDOT owns and maintains the major roadways in and around the Town, the shorter-distance roadways are maintained by the Town of Milton and are reflected in the Municipal Street Aid Fund which identifies approximately 81 local streets and alleys which total of approximately 13 miles.

As noted above, within the Town boundary several of the major roadways are owned and maintained by DelDOT. The State-maintained network includes six important, two-lane arterials. They are described below, and any planned improvements are also noted in the description. Volume statistics, expressed in Annual Average Daily Trips (AADT) for 2001, 2008 and 2015 are

also provided. Each table also shows the Percentage Change (Pct. Chg.) in traffic based on an average of daily vehicle trips measured for an entire year.

Milton Ellendale Highway/ /Broadkill Road (State Route 16) crosses the northern edge of the Town and provides a continuous east-west route between the coastal communities along Coastal Highway (Route 1) and, via Seashore Highway (Routes 404) and Ocean Gateway (US 50), to the Chesapeake Bay Bridge. Throughout the Milton Planning Area, Route 16 is designated by DelDOT as a "Major Collector" meaning that its function is to carry longer distance, higher operating speed traffic through the Town while permitting access from minor roadways, commercial and residential driveways, as well. Milton Ellendale Highway/Beach Highway (Route 16) carries high traffic volumes during the peak times of the April-October shore season, especially on summer weekends. Traffic appears to be growing at just over 4% per year. Milton Ellendale Highway/Beach Highway (Route 16) along the north side of Milton can expect continuing and increasing pressures for business as well as residential development. The intersection of Coastal Highway (Route 1) and Milton Ellendale Highway/Broadkill Road (State Route 16) was reconstructed with an extension of the left turn lanes in the northbound, southbound and eastbound lanes. DelDOT has plans to construct a grade-separated interchange at this location, but this project is not currently scheduled.

Federal Street/Union Street (State Route 5) is a north-south route that connects the Indian River area with Coastal Highway (SR 1) at Waples Pond. Within the incorporated limits, SR 5 traverses Federal and Union Streets through the heart of the Milton Historic District. DelDOT classifies this roadway as a "Major Collector", also. However, as Route 5 becomes Federal and Union Streets, this distinction is blurred by its function to carry local traffic through the Town Center and Historic District that limits possibilities to make capacity changes and introduces chances for conflicting needs of motorists. As Coastal Highway (SR 1) in the coastal area experiences increasing congestion during the summer months, an increase in general resort-oriented traffic is also occurring on Union and Federal Streets (SR 5). This seasonal traffic is using Federal Street/Union Street (SR 5) as a bypass between Lewes at Lewes Georgetown Highway (US Route 9) and Seashore Highway (SR 404) and Milton Ellendale Highway/Beach Highway (SR 16), as a way of avoiding delay on Coastal Highway (SR 1) between these points. The Milton truck route (SR 5A) was completed in 2005.

Gravel Hill Road (State Route 30) is a north-south arterial route approximately 1 mile west of Milton. DelDOT classifies Route 30 as a "Major Collector". Here the classification and its design work to offer by-passing traffic capacity and connectivity with a minimum of conflict. It connects Millsboro at Indian River with Coastal Highway (SR 1) just southeast of Milford. Historically underutilized, Gravel Hill Road (SR 30) has been identified, as discussed above, as the north-south link in a Federal Street/Union Street (SR 5) Truck Bypass (SR 5A). As part of this effort, improvements include intersection upgrades at Union Street Extended/Union Street/Federal Street/Harbeson Road (SR 5 and Sand Hill Road (County Road or CR 319) and Gravel Hill Road (SR 30) and Sand Hill Road (CR 319). Sand Hill Road (CR 319) is also having its shoulders

widened to 8 feet. Bridge 806 has been widened and bridge 918 was replaced to make them adequate for truck traffic.

Atlantic Street/Cave Neck Road (County Road 88), comprising Atlantic Street within the Town and Cave Neck Road southeast of the Town, is an important intermediary roadway connecting Federal Street (SR 5) in Milton with Lewes to the southeast. DelDOT classifies this alignment as a "Minor Collector" in the more rural area southeast of the Town. This road is experiencing steady development pressure for new housing development, most intensely near Red Mill Pond at its Coastal Highway (Route1)/Lewes junction. The buildup of housing subdivisions along Cave Neck Road suggests that development pressure will continue along this street. Atlantic Street/Cave Neck Road is also used as a transit route. The DART bus Route 303 First State statewide transit service from Dover to Georgetown includes a scheduled stop in Milton.

Cedar Creek Road (County Road 212), designated by DelDOT as a Major Collector roadway, runs northwest of Town from Gravel Hill Road (SR 30) northwest of Milton to Milton Ellendale Highway/Beach Highway (SR 16). At Milton Ellendale Highway (Route 16), the road number changes to SR 197 and runs along Mulberry Street within the Town to CR 88 at Atlantic Street. Tractor-trailer trucks sometimes use Mulberry Street (SR 197) within the Town limits.

DelDOT, Sussex County and Town of Milton representatives, through DelDOT' s Capital Transportation Program (CTP) have identified the following intersection changes and improvements for Milton area roadway systems:

1. Coastal Highway (SR 1) and Beach Highway/Broadkill Road (SR 16) intersection. A Grade Separated Intersection is funded construction in FY2021 through 2023.
2. Coastal Highway (SR 1) and Union Street Extended (SR 5) intersection.
3. Cedar Creek Road (SR 30) and Coastal Highway (SR 1) intersection.
4. Sand Hill Road (CR 319) and Gravel Hill Road (SR 30).
5. Gravel Hill Road (SR 30) and Beach Highway/Broadkill Road (SR 16) intersection.
6. Seashore Highway (US Route 9) and Dairy Farm-Greenbrier Road (CR 261) intersection.
7. DuPont Boulevard (US Route 113) and Milton-Ellendale Highway (SR 16) intersection.
8. Harbeson Road (SR 5) at Seashore Highway (US Route 9) intersection.
9. Coastal Highway (SR 1) and Cave Neck Road (Road 88) intersection. ROFW acquisition for this intersection is funded in FY 2023 and FY 2024.

The CTP is a six-year program of transportation investments. It includes a variety of projects intended to make our system safer, reduce traffic congestion, accommodate the needs of economic growth and preserve the existing system in good working order. The 6-year CTP plan establishes the actual spends for each project phase that is anticipated to be started in a specific fiscal year. This is a multi-step process that considers several factors including project technical score, project readiness and project funding eligibility.

In carrying out its statewide transportation program, DelDOT is applying The Corridor Capacity Preservation Program (CCPP) to major state-owned arterials. Under this policy, each state owned and maintained roadway is classified by type.

DelDOT follows the project planning and development phased approach whereby facilities are studied to determine feasible alternative designs and strategies based on the problems noted generally involving crash reduction and capacity increase. Once a strategy or design is determined to meet the purpose and need and benefit exceeds the impact and cost, the project is advanced to design which dictates the extent of right-of-way requirement and area impact. Next the right-of-way is acquired, and the impact abated. Eventually, the project is funded for construction and then made available to traffic for its use. Depending upon the complexity of the project, the period can be many years to even decades between the project's inception and its completion.

Level of Service (LOS)

DelDOT recognizes that their LOS standards will not be appropriate to all areas. A local government, as part of its adopted comprehensive plan, may determine that acceptance of a lower LOS (D, E or F) for some portion of the day is necessary and appropriate for the pattern of development they seek to create. If a proposed development is located in, or affects, such an area, DelDOT will consider the local government's standards to the extent that adherence to them does not result in substandard LOS or an unacceptable operational condition outside that area.

In a town such as Milton, roadways in the Town area are graded by how efficiently the intersections manage traffic. Presently the Town has one signalized intersection (SR 5/SR 16) and several intersections that are controlled by STOP or YIELD signs on the minor streets. In both instances (controlled by traffic signal or by sign) the method used to "grade" the intersection is the amount of average daily per vehicle at that intersection during a one-hour time span.

As is normal in the traditional school setting, LOS grades are expressed as A through F with A being the condition in which the least delay is experienced by motorists and F being the most delay. As with all public facilities the goal is to design for the typical condition rather than expend public dollars for a brief situation, and typically LOS D is the desired condition. The Table 13 below found in the Highway Capacity Manual (HCM) expresses level of service by average seconds of vehicle delay and indicates the amount of average vehicle delay which occurs during LOS D.

Table 13. Intersection Level of Service

LOS	Signalized Intersection	Unsignalized Intersection
A	≤ 10 sec	≤ 10 sec
B	0–20 sec	10–15 sec
C	20–35 sec	15–25 sec
D	**35–55 sec**	**25–35 sec**
E	55–80 sec	35–50 sec
F	≥ 80 sec	≥ 50 sec

As there are twenty-four hours in a day, there are 24 separate opportunities to evaluate the intersection's ability to manage the traffic that use it. Normally there are periods (typically less than one hour) when the intersection's ability to manage traffic is challenged by the amount of demand and those periods are commonly called the peak hour. In more urbanized areas, this period of demand can exceed a single hour during the morning and afternoon peaks. The more urbanized the area, typically the longer the duration of the demand or peak period.

Away from the Town Center or neighborhood areas forming the town, or where controlled intersections are greater than one mile apart, the characteristics or attributes of the roadway section such as number of lanes, width of lanes, presence of shoulders, sidewalks, passing areas determine the level of service of that roadway**.** The desired design standard remains LOS D along the roadway, but rather than being measured in terms of delay (seconds per vehicle), the grade is established based on density of use (numbers of cars in a given distance of the roadway).

LOS A or free flow. Traffic flows at or above the posted speed limit and motorists have complete mobility between lanes. The average spacing between vehicles is about 550 ft. (167 m) or 27 car lengths. Motorists have a high level of physical and psychological comfort. The effects of incidents or point breakdowns are easily absorbed. LOS A generally occurs late at night in urban areas and frequently in rural areas.

LOS B or reasonably free flow. LOS B speeds are maintained, maneuverability within the traffic stream is slightly restricted. The lowest average vehicle spacing is about 330 ft. (100 m) or 16 car lengths. Motorists still have a high level of physical and psychological comfort.

LOS C or stable flow, at or near free flow. Ability to maneuver through lanes is noticeably restricted and lane changes require more driver awareness. Minimum vehicle spacing is about 220 ft. (67 m) or 11 car lengths. Most experienced drivers are comfortable, roads remain safely below but efficiently close to capacity, and posted speed is maintained. Minor incidents may still have no effect but localized service will have noticeable effects and traffic delays will form behind the incident. This is the target LOS for some urban and most rural highways.

LOS D or approaching unstable flow. Speeds slightly decrease as traffic volume slightly increase. Freedom to maneuver within the traffic stream is much more limited and driver comfort levels decrease. Vehicles are spaced about 160 ft. (50m) or 8 car lengths. Minor incidents are expected to create delays. Examples are a busy shopping corridor in the middle of a weekday, or a functional

urban highway during commuting hours. It is a common goal for urban streets during peak hours, as attaining LOS C would require prohibitive cost and societal impact in bypass roads and lane additions.

LOS E or unstable flow. Also known as operating at capacity. Flow becomes irregular and speed varies rapidly because there are virtually no usable gaps to maneuver in the traffic stream and speeds rarely reach the posted limit. Vehicle spacing is about 6 car lengths, but speeds are still at or above 50 mi/hr. (80 km/h). Any disruption to traffic flow, such as merging ramp traffic or lane changes, will create a shock wave affecting traffic upstream. Any incident will create serious delays. Drivers' level of comfort become poor. This is a common standard in larger urban areas, where some roadway congestion is inevitable.

LOS F or forced or breakdown flow. Every vehicle moves in lockstep with the vehicle in front of it, with frequent slowing required. Travel time cannot be predicted, with generally more demand than capacity. A road in a constant traffic jam is at this LOS, because LOS is an average or typical service rather than a constant state. For example, a highway might be at LOS D for the AM peak hour, but have traffic consistent with LOS C some days, LOS E or F others, and come to a halt once every few weeks.

Town Center Off-Street Parking

Since the automobile is the paramount choice for travel in and around Milton, the availability of off-street parking becomes an important means of access to areas within the Town. Previous studies of downtown parking (2009) have shown that there are approximately 320 public and privately owned off-street and 50 on-street parking spaces in the Town Center. Combined these spaces amount to one space per 430 square feet of building area. Many of these spaces are located within an area of recurrent flooding.

Parking is important to the vitality and revitalization of the traditional downtown of Milton as the businesses rely on access from the major roadways noted above. Therefore, maintaining an adequate supply of safe and convenient parking is necessary to support the businesses within the Town Center, just as a network of safe and adequately maintained sidewalks connect the Town Center to the surrounding neighborhoods.

As part of the Town Center survey, the area to the west of the existing parking lot adjacent to the former Chamber of Commerce offices, on the west side of Federal Street (SR 5) was identified as having potential for future parking development. There is the potential to reorganize this parking lot and enlarge it to the west.

Adding parking to support the downtown uses will require concerted action by both the public and private sectors sharing a mutual interest in the vitality of the downtown area. As space is limited within the Town Center and the emphasis is on developing the area into thriving businesses and services.

In concert with providing additional parking opportunities, the Downtown should become the focus of improved trail, sidewalk and bikeway connectivity including amenities such as secure

bicycle parking areas. Improving other mobility options creates an opportunity to reduce the area needed to accommodate automobile parking in the downtown area.

As noted elsewhere in the Plan, the parking facilities serving the Downtown are subject to recurring flooding as identified in the 2015 Coastal Management Assistance Grant Study. Based on the flooding and limited availability of easily accessible land outside the flood-prone area and knowing the demand for parking will increase, securing safe and affordable parking to support Downtown development will be an issue to be considered.

Milton Scenic Trail and Bikeway Planning

The Sussex County Convention and Tourism Commission worked with Milton officials and volunteers to develop the "Southern Delaware Heritage Trail" scenic auto and bike tour trail which follows Federal and Union Streets (SR 5) through Milton. The bike route portions of the trail include use of segments of Cave Neck Road/Atlantic Street (CR 88) and Sweetbriar Road (CR 261), Hudson Road (CR 285) and Cedar Creek Road (CR 212) around Milton. Phase I of the Heritage Trail project includes the installation of signs carrying the trail logo, preparation of a brochure, advertising in *Mid-Atlantic Travel Magazine* and numerous media releases. Future phases of the project will include marketing to canoeists interested in the McCabe Preserve-to-Milton canoe trail, to bird watchers and to nature photographers.

As part of Delaware's statewide transportation planning for bikeways, DelDOT has identified Union Street (SR 5), Front Street (SR 89) along the Broadkill River and Cave Neck Road (CR 88) and Cedar Creek Road (CR 212) as segments of Statewide Bike Route One through Milton. The completion of the truck bypass reduces conflicts between bicyclists and heavy truck traffic within the Historic District.

Milton and its surrounding area is characterized by flat terrain and most of its major roadways include paved shoulders. These characteristics support the use of bicycles as a legitimate mode of transportation rather than their use as a recreation outlet. Using available infrastructure, augmenting what is available with viable and safe connections can lead to an important alternate to automobile use for trips less than five miles among the Town's neighborhoods and its cultural/recreational/commercial activity areas.

Milton Area Greenway and other Bicycle Routes

As part of Delaware's Greenway program, Milton is being marketed as a side-trip destination of the Greenway Auto Tour. In addition, the "American Discovery Trail" (ADT) makes use of portions of Lavinia Street (CR 250), Mulberry Street (CR 197) and Atlantic Street/Cave Neck Road (CR 88) through Milton. The American Discovery Trail is marketed on publicly distributed maps and information as a place for biking, hiking, boating, fishing and scenic auto touring. The Town coordinates with DelDOT to add or improve the bicycle and pedestrian facilities found along the Southern Delaware Heritage Trail and the American Discovery Trail.

The ADT has its eastern terminus at Cape Henlopen State Park in Delaware on the Atlantic Ocean at the mouth of Delaware Bay near the bunker overlook for the World War II coastal battery at Fort Miles, an appropriate trail head in the First State. The route of the ADT through Delaware travels about 44.6 miles of sidewalks and rural roads, most with paved shoulders. The trail passes

through the towns of Lewes, Milton, and Bridgeville, but is mostly in open farmland to the Maryland State Line. The trail alignment crosses through areas deemed appropriate for development which may create necessary alignment shifts.



"Milton's Governors' Walk" has become one of the most successful greenway projects in the State of Delaware. With financial assistance through the Transportation Enhancement Program, the Delaware Land and Water Conservation Trust Fund, and other sources, Governors' Walk has been completed, and continues through Milton Memorial Park.



A vacated railroad line crosses the southwestern area of the Town from Lavinia Street, just south of Wagamon's West Shore Development to Federal Street paralleling Sand Hill Road (SR 5A). Reuse of this alignment as a bicycle-pedestrian route will connect this residential area with the traditional town core and its trail segment. Continuation of this trail segment across Chestnut Street through the Dogfish Head Brewery site could connect this segment with Cave Neck Road (CR 88) further strengthening the route as well as further connecting neighborhoods with an established trail segment. This segment would involve agreement with private property owners.

Milton's Sidewalk Network

Given the relatively small and compact area of current Milton, along with the potential for development of parcels along the Town's periphery, extensions of the sidewalk network will be an important component to the area's overall mobility. Survey results show that the Town's residents value the current sidewalk network and wish to extend it to connect current, but isolated, residential development, as well as to the growth area developments. Extension and improvement of the Town's sidewalk network strengthens the role of the Town Center while promoting walking as a legitimate form of area transportation and lessens the demand for additional parking within the Town Center.

Building sidewalks or reconstructing older and/or deteriorating sidewalks, in compliance with the Milton Code, may require rights-of-way from or easements on private property, sometimes utility relocations, and frequently stormwater management requirements. These requirements increase the cost and add to the complexity of providing a continuous, safe and adequate network. Fortunately, many streets within the town are very low volume facilities marked with low speeds which could make them useable to safely accommodate pedestrians, bicyclists and motorists, in a complete streets manner.

Bus Transit

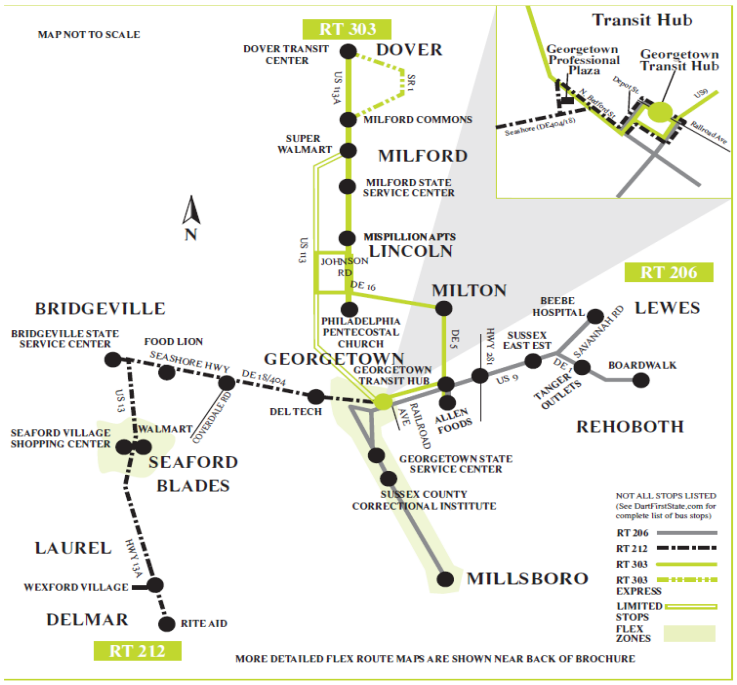
Milton is connected to Georgetown, Milford and Dover via the 303 Route operated by DART. This route operates on very long headways (time lapses between buses at a stop) and does not offer traditional suburban 30 or 45-minute service which is the standard needed to support commuter travel. Research shows that 30 to 45-minute service is the basic level of attractiveness to gain "choice" riders (those who have other mobility options). Thus, this route connection offers little opportunity to connect residents of Milton with job opportunities in Sussex or Kent Counties, and the opposite where those seeking jobs in Milton could rely on transit to meet their commuting needs.

The traditional Town area has transit supportive densities (greater than 5.0 dwelling units per acre), sidewalk infrastructure connecting neighborhoods with the bus route, street lighting to promote use for commuting and designs positioning buildings close to the street, but the supply side (bus service) is very limited.

In accordance with Federal requirements under the Americans with Disabilities Act of 1990, DelDOT provides small buses to carry certified disabled passengers unable to board a traditional bus or unable to walk to the nearest bus stop. The normal radius is three-quarter mile from the route.

The current bus route map showing service in the area is found on Figure 3.

Figure 3. Current DART Bus Route through Milton



The current route map and schedule can be found on line at:

http://www.dartfirststate.com/information/routes/pdfs/winter/rt303.pdf?date=1491836784170

As the town continues to grow and a larger percentage of that growth will consist of seniors, the demand for transit service will become more important as a mobility option for its residents. Also, growth in younger families, desired as an outcome of this Plan, will also increase the demand for other mobility means beyond use of automobiles. Thus, the Town should focus its efforts to create an environment where transit could become more effective as a means of moving people and work with DelDOT/DART to increase the availability of service including frequency and destinations.

Water Transportation along the Broadkill River

Historically, water transportation along the Broadkill River played an integral part of Milton's history and local economy. During the 18th and 19th centuries, this meant shipbuilding and shipping using the Broadkill for water access to Lewes and Delaware Bay into the Atlantic Ocean. Presently, the focus has shifted to recreational and educational uses of the river way for fishing, canoeing and boating in the historic Town Center and the near-wilderness recesses of this hidden river corridor. The Town Dock, the Boat Launch, and Milton Memorial Park all serve these needs on the banks of the Broadkill in the Town Center.

The Nature Conservancy and the Town created a canoe trail along the Broadkill River from the Town Limits to the McCabe Preserve natural resource area west of Coastal Highway (SR 1). East of Coastal Highway (SR 1) is the location of the Prime Hook Natural Wildlife Management

Refuge, Broadkill Beach and the beginning of the Lewes and Rehoboth Canal. The Broadkill also provides river access to the Delaware Maritime Industrial Park on the canal in Lewes.

With improved public access, landside support facilities and opportunities, waterborne transportation could be worth pursuing both as a mode of transportation as well as an attraction to the Town.

Air Passenger and Freight Service

Air freight and general aviation service for Milton exists at the Delaware Coastal Airport off the Lewes/Georgetown Highway (SR 9) east of Georgetown. Built in 1943 as a US Navy auxiliary air field, the airport has two runways, a 5,500-foot main runway and a 3,100-foot crosswind runway. It presently serves approximately 60-based aircraft and 50,000 annual operations. There are small private airfields on Coastal Highway (SR 1) and in Ellendale. The closest air passenger service, via shuttle, is provided at the Salisbury-Wicomico Regional Airport in Salisbury, Maryland. International flights are available from airports in Philadelphia and Baltimore and can be reached in less than three hours driving time.



Rail Service

A rail spur along the old Queen Anne's Railroad alignment from Ellendale to Lavinia Street (Road 250) is owned and maintained by the Delaware Transit Corporation, a part of DelDOT. The spur is leased to the Delaware Coastline Railroad, which in turn contracts to store rail cars there for other railroads.

Comprehensive Plan Goal for Transportation

In light of the opportunities and challenges noted above, the goal of the Transportation Plan is to provide convenient and safe access, and circulation within, around or through Milton, while minimizing the impact on adjacent land uses. The goal promotes the expansion of opportunities to use of all modes of travel.

Possible Implementation Strategies

The following implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Coordinate with DelDOT on future methods for determining the existing level of service at important intersections and gateway intersections in and around the Town of Milton.
- Establish a Level of Service standard within the Town and coordinate that standard with DelDOT and Sussex County within the Growth Area. The LOS standard should not be construed as sacrificing motorist, pedestrian or bicyclist safety.
- Identify possible connections between existing and planned residential developments with the Town Center and promote the reuse of former rail alignments where available.
- Promote greater use of bicycles and walking for short distance travel.
- Work with DelDOT to identify opportunities to reduce potential conflicts between traffic not destined for the Town and local vehicle trips.
- Promote use of and accessibility to the American Discovery Trail (ADT) by connecting the ADT to Town attractions, the Broadkill River and its neighborhoods.
- Review all development regulations to reference current standards and specifications required by DelDOT and DNREC.
- Work with DelDOT, Sussex County, and related agencies to implement access management, pedestrian and bicycle safety projects, and roadway improvements that will benefit the Milton area. These improvements should address the needs of all modes of transportation including bicycle, trails, transit, automobile, paratransit and freight movement.
- Coordinate with DelDOT to provide signage directing interested motorists and bicyclists into the Town Center while also providing signage to guide other motorists and bicyclists around the edges of Town.
- Conduct a Town Center parking needs study to determine the amount of parking supply necessary to support revitalization of the Town Center and potential location(s) for the additional parking.
- Coordinate with DelDOT and Sussex County to identify areas where Transportation Improvement Districts could be established and determine the feasibility of the use of Transportation Improvement Districts to maintain safe and convenient accessibility to the Town Center and its business districts along SR 16.
- Promote the increase of transit service by working with DelDOT/DART to reduce bus transit headways and improve landside facilities (such as sidewalks, lighting and passenger shelters) for transit users.
- Work with DelDOT to include complete streets/context sensitive design features in any highway improvement project, site plan or subdivision within the Town to promote the safe use of the street network by all users, including pedestrians, bicyclists, motorists and freight deliverers.
- Require, where feasible and not detrimental to an environmental resource, interconnection of all new developments to reduce impacts on major roadways.
- Support the efforts of County, Regional and State agencies to assure continued air and rail service in the area.
- Evaluate all development proposals for viable connectivity options to the existing neighborhoods, commercial districts and the Town Center to promote safe pedestrian and bicycle mobility.

B. PUBLIC FACILITIES AND SERVICES

Background

The Town of Milton provides municipal water services as well as police protection. The Milton Elementary School on Federal Street (SR 5), Mariner Middle School on Harbeson Road (SR 5) and the H.O. Brittingham Elementary School on Mulberry Street (CR 197) are part of the Cape Henlopen School District. The Town sanitary sewer services are provided by Tidewater Utilities, Inc. Fire protection and emergency medical services for the Town are the responsibility of the Milton Volunteer Fire Department, Company 85. The library, located in the Historic District, is the Milton Branch of the Sussex County Library System. The Town Police Department is located at the corner of Federal (SR 5) and Front (CR 89) Streets. Town Hall is located on Federal Street (SR 5). The Public Works Department, which oversees the water system and maintains the Town streets and properties, has an office on Front Street.

The Milton Memorial Park, between Chandler Street and the Broadkill River, is a municipal park that includes a boat launch and floating dock, miniature railroad track, long-term boat slip rentals, walkways and sections of the Governors' Walk waterfront promenade. In 2007, as a part of preparation for the Town's Bicentennial Celebration, the Town established a new park, named Mill Park, on Mulberry Street across from and overlooking Wagamon's Pond. The park has four pergolas, with park benches beneath them, and is beautifully landscaped. In December 2008, a bronze statue was installed in Mill Park of the poet John Milton seated on one of the benches beneath a pergola.

More information regarding public utilities (Potable Water, Sanitary Sewer, and Natural Gas) are included in Section X. C. of this Plan.

Public Schools

Milton is served by the Milton Elementary School on Federal Street (SR 5), the H. O. Brittingham Elementary School on Mulberry Street (CR 197), and the Mariner Middle School on Harbeson Road (SR 5). These facilities are under the governance of the Cape Henlopen School District headquartered in Lewes. A comparison of past enrollments at each Milton facility are given in the following table, which shows enrollment growth in each school. Three of the Cape Henlopen School District facilities are located within the Town limits, but the enrollment includes pupils from households not situated within the Town limits.



Table 14. Near-Term Actual School Enrollment in Milton, 2008 - 2015

Year	Milton Elementary	HO Brittingham Elementary	Mariner Middle
2008	516	445	488
2015	555	584	552

Source: Delaware Department of Education website.

The Milton Elementary School, built in 1932, was formerly the Milton High School and then Milton Middle School. It contains 34 classrooms, a gymnasium, library and cafeteria. The H.O. Brittingham Elementary School was built as an elementary school in 1965. It has 32 classrooms, a gymnasium, library and cafeteria. Construction of the new Mariner Middle School, including 44 classrooms, was completed and opened in September 2003. Additional classroom space is currently under construction. Now that the new middle school is complete, the old Milton Middle School is used as an elementary school, along with H.O. Brittingham Elementary School. Students attending 9th through 12th grades can be enrolled at Cape Henlopen High School, in Lewes. The 2015-2016 academic year enrollment was 1334 students. H.O. Brittingham Elementary School is being replaced and expanded on site and the project is fully funded. Milton Elementary School is also fully funded for renovation and expansion.

Public Parks and Recreation Areas

The Town operates and maintains the Milton Memorial Park on the Broadkill River in the Town Center and Mill Park across from Wagamon's Pond. The three school facilities owned by the Cape Henlopen School District all have playgrounds and/or athletic and gymnasium facilities. The Milton Little League ball fields at the east end of Atlantic Avenue are owned by the Broadkill Post of the Veterans of Foreign Wars of the United States. These facilities serve many of the needs of the population, however, a previous survey conducted by DNREC in 2002, though it did not reflect a sufficient sample size, did find that for those who responded there was a stated interest in playgrounds, walking and biking paths, hiking trails, swimming pools, and indoor recreation

facilities. As the Town moves forward with new recreational uses, those proposed facilities should receive consideration for installation.



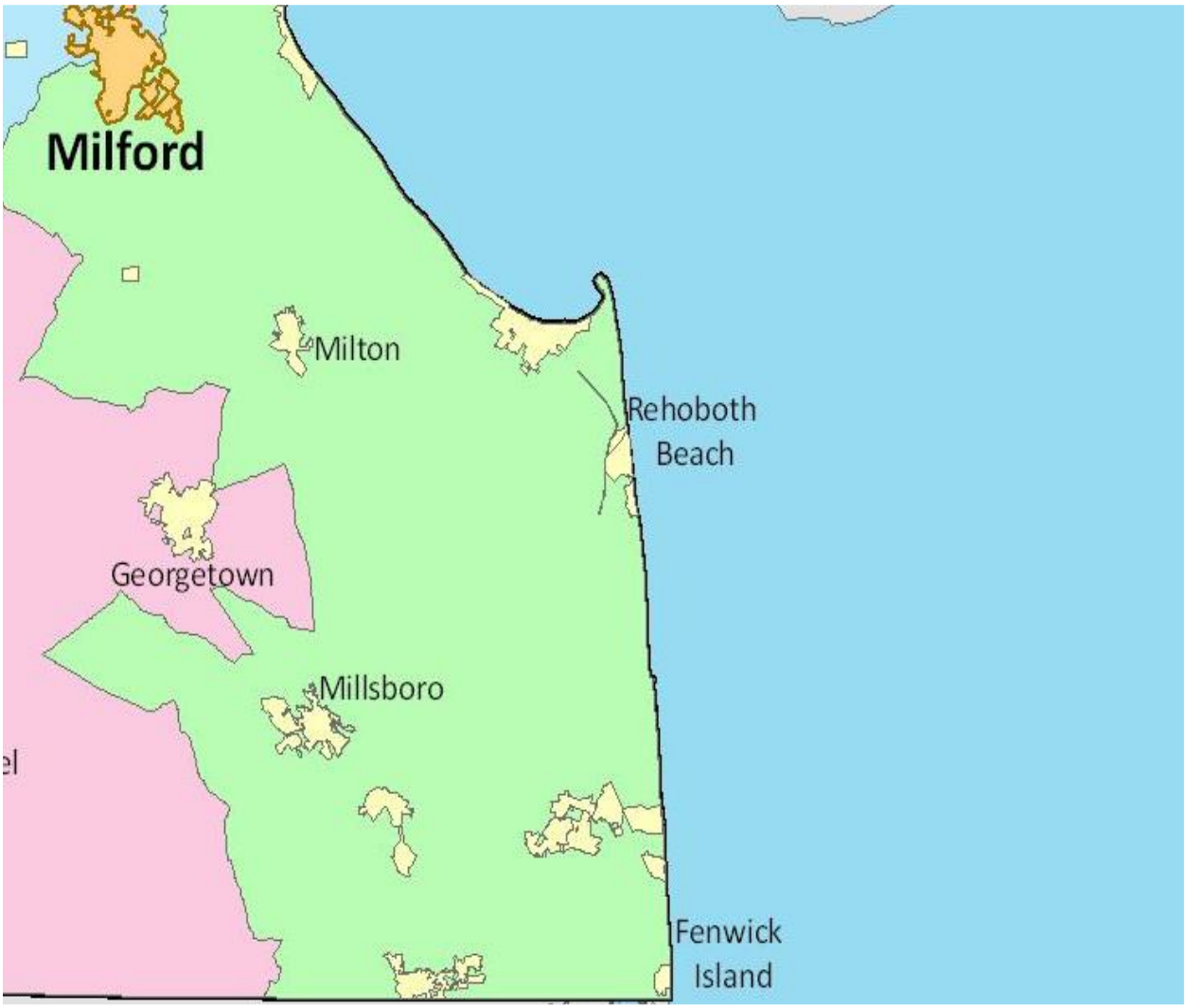


In 2008 and 2009, a major renovation was done in Memorial Park, replacing all playground facilities with new state-of-the-art equipment, providing new brick walkways, a larger gazebo, and all new picnic tables, benches and grills. This "new" park on the riverfront provides numerous opportunities for enjoyment by residents and visitors of all ages. Renovations, brick walkways, pergolas, new gardens, benches, and the Town's first piece of public art, a statue of the poet John Milton, were added to Mill Park in 2008. The statue is a gift to the Town from the Milton Community Foundation. Mill Park, owned by DNREC and leased to the Town, is now the site for passive recreation. In 2009, in conjunction with the State, the first phase of the Rails-to-Trails project was completed. Eventually this walking, passive recreation facility will extend through Town and out to Lavinia Street.

The famous ponds in the Milton area, including Wagamon's Pond, Diamond Pond and Waples Mill Pond, as well as the Broadkill River offer water-related recreation opportunities for hiking, fishing and boating unmatched by most communities. There are boat ramps at Milton Memorial Town Park and Wagamon's Pond, maintained by DNREC.

The Delaware Department of Natural Resources and Environmental Control (DNREC) prepared the Delaware Statewide Comprehensive Outdoor Recreation Plan (SCORP) evaluating needs for planning and development of recreational uses throughout the State, segmented into five zones. The Town of Milton is within Zone 5 (represented in GREEN below) and is located in eastern Sussex County. Appendix A of the SCORP document recognizes Milton Bicentennial Gardens, the Milton Fishing Pier, the Milton Governors Walk, the Milton Little League Park, Milton Memorial Park, and the Milton Rail-to-Trail segment as available recreation facilities within the Town. As Comprehensive Plans are used by the municipality to determine needs for future outdoor recreational facilities, the SCORP-based data and findings are integral in meeting comprehensive land use plan requirements. More importantly, SCORP data and findings provide information for locally-directed decision making necessary to identify the need and scope of outdoor recreation facilities that keep pace with demographic changes, population growth and annexation.

Figure 4. Delaware Statewide Comprehensive Outdoor Recreation Plan



In 2011, DNREC conducted telephone surveys throughout the State and found that, within Zone 5 (Eastern Sussex) over 65 percent indicated that outdoor recreation was very important to them. The SCORP document is available on line at

http://www.dnrec.delaware.gov/parks/Information/Documents/2013%20Scorp/2013SCORP.pdf

While the data collected within this zone included residents of the Town of Milton, there is no way beyond generalization to apply that statistic to the Town. The Town did conduct a survey during the initial stages of this Plan and those responding to the survey indicated that improvements to the Towns' recreational infrastructure was very important and approximately 67 percent responded that improvements were needed.

Milton Police Department

The Police department is housed in the former Town Hall, and has renovated that space. The Town of Milton budget authorizes a Police Chief and seven full-time police officers. Major roadways such as SR 5 and SR 16 are patrolled by Delaware State Police. The Sussex Correctional Institution in Georgetown is used when detention facilities are needed.

The Town's Police Department has made good use of the Neighborhood Watch program throughout Town. Signage and local vigilance are keys to the program's success.

As the Town develops and population and land area increase, the Town's police department must be kept aware of development and should be involved in design of that development as a means of promoting safety and security for the Town's residents and businesses. One such program to promote safety and security, is referred to as Crime Prevention through Environmental Design (CPTED).

CPTED is action to design the physical environment in ways that reduce or remove identifiable crime risks. This typically requires the formation of a working group composed of persons representing community, business and law enforcement interests who comment on site plan, subdivision, redevelopment and revitalization efforts. To be effective, there must be a partnership among the Town, the development and the local communities. Frequently, much of the attention is placed on lighting, security hardware, street and building access control, visibility, and landscaping as components of site design.



Milton Volunteer Fire Company 85

As is true throughout Delaware except for the City of Wilmington, the Town of Milton is served by an all-volunteer fire department (Company 85, Milton Volunteer Fire Department). Operating out of its present station located at 116 Front Street in the Town, Company 85 has a compliment of 75 volunteers, officers and fire fighters, managed by a Board of Directors. The Company can respond with a fleet of eight vehicles (two ambulances, three water pumper trucks, one aerial truck, one water tanker and one brush truck). The Company also has one boat. The emergency medical technicians assigned to the Company are full time and paid.

The Company is one of twenty-one volunteer fire departments located within Sussex County, along with the Emergency Operations Center and Emergency Medical Services units. It maintains

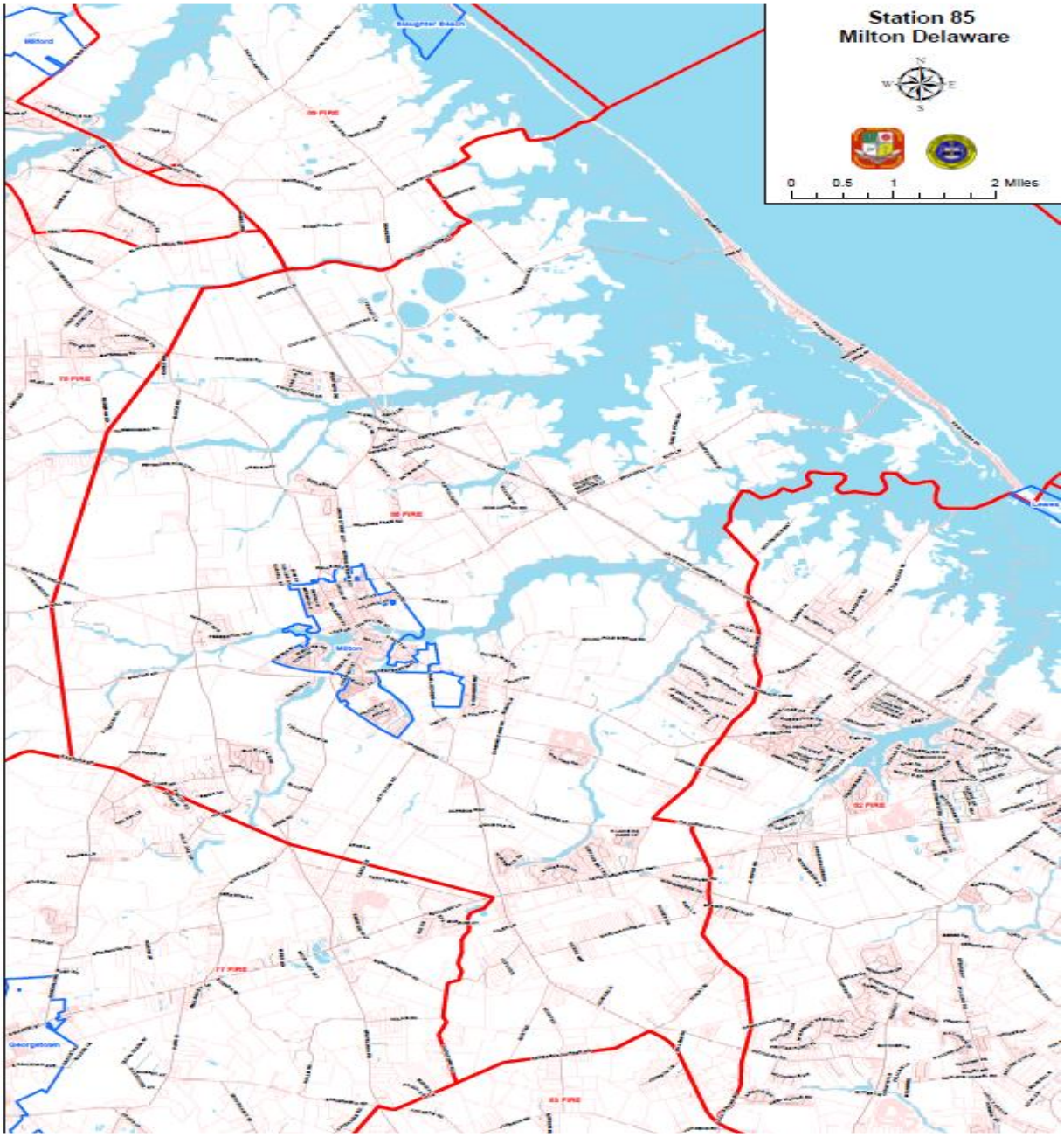
mutual aid agreements with each of the other Sussex County companies well as statewide agreements.



The Fire District over which Company 85 is charged with first due response is larger than the Town's 1.63 square miles as well as the identified Growth Area. The Company's Fire District area is shown in Figure 5. Due to the size of the fire district as well as the increasing population and new development activity, the Company is considering creation of substations at Broadkill and Harbeson that could reduce response times, as well as add expansion capabilities to the Company. Due to land holdings in the Town, Company 85 has the opportunity for expansion.

The Company has seen a growth in calls predominately for emergency medical services (EMS) as would be expected by both the increase in area population as well as the growth in the older population cohort. In 2015, Company 85 responded to 272 incidents and 44 requests for mutual aid. Due to improvements in life-safety requirements in building codes, structure fires are not keeping pace with the growth in EMS calls.

Figure 5. Company 85 Fire District



Comprehensive Plan Goal for Public Facilities and Services

In light of the opportunities and challenges noted above, the goal for public facilities and services is to provide, sustain and expand current facilities, services and parks to meet the current and future needs of the Town's residents, visitors and businesses.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Identify opportunities to improve pedestrian and bicycle connections to the Town's parks and recreation.
- Evaluate areas along the shore line of the Broadkill River for boat and kayak launching locations.
- Encourage developers to provide small parks, tot lots, sitting areas, trail access, or parcels of open space as part of conditions of development approval. Developments located along the waterfront should follow the natural protection techniques described in the Natural Environment, Environmental Protection Chapter.
- Organize and train a small task force of persons representing the Town, its businesses, economic development, the Development Community and crime prevention to develop the Crime Prevention through Environmental Design (CPTED) initiative and seek training opportunities for this group. At a minimum, these initiatives should address lighting, security hardware, street and building access control, visibility and landscaping.
- Encourage the Neighborhood Watch Program throughout the Town.
- Keep Company 85 appraised of new development and/or redevelopment proposals so that the Company can maintain an adequate level of service consistent with current levels of fire response and emergency medical service calls.
- Involve Company 85 in review of any variation to current street design standards.
- Conduct a public safety requirements study with assistance and guidance from the Police Department and Fire Company to determine ten -year equipment and staffing requirements based on the Town and its Growth Area. Use the study's results to determine facility needs and location(s).
- Use results of Sea Level Rise 2015 Coastal Management Assistance Grant Study as input to location and/or enhancement of all public and emergency service facilities.
- Conduct a study in cooperation with owners of property along the Broadkill River identifying points of accessibility and potential land side activities to promote the use and protection of the River.
- Conduct a park and recreation facilities and needs study to identify facility needs, ranking those needs based on public input, cost to construct and operate the facilities, and land requirements.
- Evaluate the need to require dedication of public facilities as a condition of development approval or payment of a fee in lieu, thereof.
- Evaluate development in the Growth Area to identify sites that are appropriate for new, other or relocated public facility requirements.
- Work with the Cape Henlopen School District to ensure the continued presence of, and access to, school facilities within the Town of Milton.
- Work with the Cape Henlopen School District to continue to provide community recreation at the public schools.

- Consider the potential for providing a community center for teenagers.

C. UTILITIES

Electricity, Natural Gas and Solid Waste
The planning area receives electrical service from Delmarva Power and Delaware Electric Cooperative. Verizon and Comcast provide telephone service. Natural gas, through Chesapeake Utilities, is available in one new development, Heritage Creek, as well as Dogfish Head Craft Brewery and the 500 block of Chestnut Street. Other newer developments in Town have contractual relationships with propane providers. The town contracts with private haulers for trash and recyclables pickup.

Potable Water
Milton's town-owned municipal water system serves properties within the incorporated limits plus a small number of users outside the limits. Some of the information obtained for this section was from the Town of Milton Water Master Plan, adopted in 2009.





The Town of Milton is presently served by four water supply wells, designated as Wells No. 2, 4, 5 and 7. Wells No. 2, 4 and 7 are found near the water tower and water treatment building at the corner of Behringer Avenue and Chandler Street. Well No. 5 is found at the wastewater treatment facility on Front Street. Two treatment facilities house chemicals and chemical feed equipment. Each of the four pump houses contain a well head and controls. Some also house chemicals and chemical feed equipment. Wells 2, 4 and 7 are linked to an emergency generator enabling water to be supplied in case of a power outage. Well No. 3, originally installed in 1962, is now out of service. Well No. 7 was installed in 2008. The original well screen was corroded and efforts to clean and restore the screen were unsuccessful.

The existing water system controls were updated in 2008 and are in the water treatment building. The controls monitor system pressure at the water treatment building and transmit that value to a small digital pump controller. The pump controller allows the operator to establish high and low

alarm set points and lead, and multiple lag pump set points to start and stop the well pumps. The digital pump controller is connected to the original pump controls installed in 1998 to provide alarm capabilities and to physically start and stop pumps.

A schematic diagram of the existing water supply, treatment, storage and distribution systems is included in the Master Water Plan as well as the specific location of each well. The depth, diameter, pumping rate, and other information regarding each well are tabulated below:

Table 15. Well Description

	No. 2	No. 4	No. 5	No. 7
Year Constructed	1974	1982	1983	2008
Diameter (in.)	8	8	8	8
Depth (ft.)	80	470	460	90
Screened Interval	47-67	420-470	420-460	70-90
Pump Type	Submersible	Submersible	Submersible	Submersible
Pump HP	10	20	20	20
Capacity (gpm)	225	260	235	400

Wells No. 2 and No. 7 are shallow wells that draw from the Columbia unconfined aquifer. Wells No. 4 and 5 are deep wells that draw from the Federalsburg confined aquifer. The discharge lines of Wells No. 2, 4 and 7 are interconnected enabling water from the three wells to be blended before entering the distribution system. Well No. 5 enters the distribution system directly.

Overall, water pumping records show typical seasonal variations with highest demands occurring in the summer months of June through September with lowest during the winter months. The 28 million gallons pumped during the peak three month period of June, July, and August2015, are equivalent to a consumption of approximately 307,140 gallons per day (GPD). The average demand in 2015 was 242,503 GPD.

Water withdrawals are regulated through the DNREC, Division of Water Resources, Water Allocation Permit Program, and the Delaware River Basin Commission Comprehensive Water Resources Plan. The Town is an active participant of both programs. The current water withdrawal limits are summarized in Table 16 below:

Table 16. Well Water Withdrawal Limits

Well	Allocation No.	Maximum Withdrawal Limits (GPD)	Expiration Date
2	87-0009A-R2M	360,000	8/14/2018
7	87-0009A-R2M	482,400	8/14/2018
4	87-0009B-R2M	374,400	8/14/2018
5	87-0009B-R2M	374,400	8/14/2018

Maximum pumpage from all wells combined must not exceed 500,000 gallons in any 24-hour period or 10,000,000 gallons in any 30-day period.

With the growth expected in Sussex County and the planned and potential development within and around the Town, water demands will increase in the next 20 years. Based on projected growth trends for the Milton area, including potential development within the Town, the Water Demand Projection graph is identified in the Town's Master Water Plan. As noted earlier, growth in residential demand has moderated to approximately 40 new homes per year

Determining water supply needs is normally based upon daily estimated demands. The Recommended Standards for Waterworks (10 States Standards), endorsed by the Delaware Division of Public Health (DDPH), states that the total source capacity should equal or exceed the peak daily demand and should equal or exceed the average daily demand with the largest well out of service.

Water Quality information can be found in the Water Department Supervisor's monthly reports that are provided to the State's Office of Drinking Water. These reports are on file at Milton Town Hall. Adequate storage is a vital element of any water system. Storing water before actual need allows water supply wells and treatment equipment to be sized for the average daily demand rather than peak hourly demand and provides reserve supplies for contingencies such as firefighting. The Town's existing storage consists of two elevated storage tanks. Tank No. 1, at the corner of Behringer Avenue and Chandler Street, was built in 1984 and has a capacity of 150,000 gallons. The tank is in good condition, the exterior and interior wet areas were cleaned and repainted in 2014. The second tank (Tank No. 2), found behind the H.O. Brittingham Elementary School, was built in 1989/90 and has a capacity of 75,000 gallons and is scheduled to be repainted. Tank No. 2 was moved onto a new foundation in 2016. The total existing storage capacity is presently 225,000 gallons. The Town has entered a multi-year maintenance contract for the elevated storage tanks.

Domestic demand and fire protection must be considered in the Town's finished water storage needs. Ten States Standards recommends a minimum storage volume equivalent to the average daily consumption, for systems not providing fire protection. Using 2015 well pumping data by the Town, the current average daily domestic demand is approximately 280,000 gallons.

The Delaware State Fire Prevention Regulations require a storage capacity, more than domestic demand, based on the following formula:

Storage Volume = (fire flow x duration) + 2%

A fire flow of 1,500 GPM for two hours is required for industrial areas within the Town. Therefore, storage required for fire protection is equal to approximately 184,000 gallons. Combining both domestic demand storage and fire protection storage, the Town's current total storage should equal or exceed 464,000 gallons.

Milton's water system is a typical municipal distribution system that connects all sources, storage, and customers with a continuous system of pipes. The system provides domestic water and fire protection with 176 hydrants found throughout Town. All service connections are metered. The existing system consists of water mains ranging from 2" to 12" in diameter. Many older mains in

Town vary from 2" and 8" diameter cast iron or asbestos concrete pipe, both outdated materials. Newer 8", 10" and 12" mains are constructed of PVC and HDPE pipe. Overall, the system is well looped and dead-end mains are primarily found at the boundaries of the water system. Both elevated storage tanks and three wells are on the north side of the river. The fourth well is on the south side of the river. During the last ten years, the Town has upgraded the distribution system by expanding a large diameter water main loop that has interconnected all elevated storage tanks and water supply wells and replaced older water services in selected areas.

The overall strength of the Town's water system can be evaluated by hydrant testing throughout Town. Town wide testing was previously completed in 2014. Recently, additional testing was completed in new subdivisions and in areas where the water system has been upgraded. Hydrant testing results show most hydrants throughout Town can supply 500 GPM at 20 psi residual pressure in accordance with the State Fire Prevention Regulations. However, hydrants at the extreme ends of Chestnut Street, Sussex Street, and Atlantic Street that are located on non-looped 4" mains do not meet those standards. Fire prevention in those areas will require connecting to nearby hydrants on larger or looped water mains that may be further from the fire location. Although this situation provides adequate fire protection, the Town should plan water main upgrades which strengthen those areas to minimize future risks and public safety concerns.

The Growth Area represents the area into which the Town may expand and provide service. However, the existing older water mains decrease in size as they approach the Town boundaries. These mains will need to be replaced and looped as the Town expands in area and population. Water main improvements should plan for future expansion by extending large diameter mains to boundary areas where annexation is most likely. Although these older mains can provide adequate supply of water for domestic demand, and over the life of this plan, their age could become a problem. Asbestos cement pipe has been known to become weak with age thus leading to maintenance problems. Older unlined cast iron mains can be affected by tuberculation that reduces their carrying capacity. Determining when these mains will need replacement is impossible without removing some older sections of pipe for examination. However, it is likely if several homes in an area are experiencing low pressures the problem can be traced to water main degradation. Most of the old lead goose neck water service connections have been replaced with non-lead components.

The Town can provide water service to customers that are within its Certificate of Public Convenience and Necessity (CPCN) area. The Town's current CPCN, shown on Exhibit IV-4, of the application, was last revised in 2005 through a CPCN application to the Delaware Public Service Commission. By regulation any lands that are annexed should be automatically added to the CPCN area. If the Town would like to expand service to lands that are not annexed or that may be annexed at some future time, a CPCN application and supporting documentation must be submitted to the Public Service Commission for review and approval. A copy of the Town's Water System Map is provided as map exhibit in Appendix E on Exhibit L.

As the Town continues to grow and expand their boundaries, protection of the Town's source water areas becomes critical. The town has implemented per 7 Del. C. 6082 (b), Chapter 181 of the Town's Code that includes the goals and objectives related to the protection of source waters in and around the Town. The purpose of this chapter is to ensure the protection of the public drinking water supply from contamination. The Town of Milton adopted the States overlay maps delineating, as source water protection areas: wellhead protection and excellent groundwater recharge potential areas. To ensure the protection of these drinking water supplies, Chapter 181 establishes a zoning overlay to be known as the "Source Water Protection Overlay." The purpose of the Source Water Protection Overlay is to protect public health and safety by minimizing contamination of aquifers, preserving, and protecting existing and potential sources of drinking water supplies. It is the intent to accomplish this through both public education and public cooperation, as well as by creating appropriate land use regulations that may be imposed in addition to those currently imposed by existing zoning districts or other state and county regulations.

Sanitary Sewer

In July 2007, Tidewater Environmental Services, Inc. (TESI) acquired the Town's waste water treatment plant and collection infrastructure from the Town. Since that time, improvements have been made, mostly upgrading the transmission and collection infrastructure, plus improvements and refinements to the treatment infrastructure at the plant. The plant is under permit from the Delaware Natural Resources and Environmental Control (DNREC) limiting the discharge via outfall pipe into the Broadkill River in accordance with approved TMDL.



The current waste water treatment plant is located within a flood prone area of the Broadkill River. The long-term plan is to relocate the plant and redirect collection infrastructure to a site located along Sam Lucas Road. The point of discharge into the Broadkill River would remain at the same location, as this location is among forty-five throughout Delaware where outfall discharge permits are authorized by DNREC statewide and one of four permits authorized on the Broadkill River. The Broadkill River is one of twenty watersheds within that State in which DNREC has established

Total Maximum Daily Loads (TMDL) requirements. In the interim, the plant's operation relies upon Rotating Biological Contactor technology to meet current DNREC requirements.

Tidewater Environmental Services, Inc. understands the Town's potential for growth and is currently working on measures that will accommodate the Town of Milton's expected growth as indicated in this Plan for the future annexation of properties into the Town. TESI has begun their studies, planning, design and permitting of a new wastewater treatment plant located within the Town of Milton on Sam Lucas Road. Included with the new treatment plant will be the required collection system improvements in order to convey the wastewater to the treatment plant. The new plant will have an average daily design flow of 350,000 GPD and will utilize membrane bioreactor technology to treat the wastewater. The current average daily flow of the Town of Milton is approximately 160,000 GPD. The new treatment plant will have capacity of more than two-times the current Town flow in order to provide capacity for future growth.

Comprehensive Plan Goal for Utilities

In light of the opportunities and challenges noted above, the Goal of the Utilities Section of the Comprehensive Plan is to sustain and, where necessary, improve the quality of these utility services while meeting required public safety and environmental standards.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Continue to update the water system mapping program to identify segments of the network that require upgrades to ensure consistent water quality and pressure.
- Coordinate system upgrades at the ends of the network to meet pressure and flow standards necessary to support land use recommendations in the Growth Areas along the current borders of the Town.
- Update the Town's Water Master Plan, evaluating capacities and capabilities of the wells to determine in advance when new facilities will be required to meet quality, capacity and pressure demands.
- Require engineering review of all new subdivisions, site plans and annexation proposals highlighting not only the utility needs of the proposed development but also the impact on the Town's current utilities operations and service.
- Evaluate present standards, specifications and design for utilities periodically, and update as necessary and appropriate.
- Use results of Sea Level Rise 2015 Coastal Management Assistance Grant Study as input to location and enhancement of all water facilities.
- Promote water conservation awareness among the Town's residents and businesses.
- Continue to cooperate with Tidewater Environmental Services, Inc., to support the relocation of the current waste water treatment plant.

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Solid Waste and Recycling

Universal recycling has begun in Delaware, which means it's easier than ever to recycle. More recycling in Delaware means we use our resources more efficiently; we can wait far longer to build more landfills, and we can even create jobs in the recycling industry. Recycling also conserves valuable natural resources and energy, reduces greenhouse gas emissions, and helps us take responsibility for our waste today, as opposed to leaving a burden for future generations.

The Town of Milton in partnership with Blue Hen Disposal currently provides municipal solid waste collection services within its municipal jurisdiction. Milton provides mandatory weekly services that includes residential cart services; bi-weekly recycling collection; and weekly to bi-weekly yard waste collection. The Town requires by Code, that all business have a commercial trash service contract while doing business within the Town of Milton.

Comprehensive Plan Goal for Solid Waste and Recycling

The Town is committed to selecting management alternatives that minimize long-run costs to our ratepayers and maximize our future flexibility so as to produce a sustainable long-range solution to municipal solid waste, recycling and moderate risk waste.

XI. NATURAL ENVIRONMENT, ENVIRONMENTAL PROTECTION AND OPEN SPACE

Refer to Exhibits D1 Natural and Environmental Lands, D2 Agricultural Lands and K Source Water Resources in Appendix E

Background

Milton's location at the head of navigation on the Broadkill emphasizes the River's importance and its influence. The River offers a unique natural environment with excellent plant, fish and wildlife habitats and special educational and recreational potentials.

The Broadkill gathers waters flowing toward Delaware Bay from a line of divide east of the Redden State Forest on DuPont Boulevard (US Route 113). Waters west of that divide are part of the Nanticoke River system. In the Broadkill tributary system, the Pemberton, Brittingham, Ingram, Waples and Round Pole Branches flow east into Lavinia, Wagamon's and Diamond Ponds along the west and south edges of Milton, or directly into the river between the Town Center and Rattlesnake Hill. The Pemberton and Brittingham Branches west of Milton are characterized by woodlands and wetland habitats.

Elsewhere in this Comprehensive Plan, there is an extensive discussion of the Broadkill River, its historic and physical connection to the Town of Milton and its impact on the downtown area. The River coupled with sea level rise and increasing storm severity both in terms of hurricanes and "Nor'easters" has an impact on downtown development as well as several public facilities including potable water and sanitary sewer. The Town conducted a study of sea level rise impacts and risk to public facilities assets. This study, funded in part through the Department of Natural Resources and Environmental Control (DNREC), will be used to guide planning and funding decisions regarding public facilities and utility placement.

Milton's ponds were created as millponds in the 18th century by impounding their tributaries. They are now important visual and environmental assets in Milton. The river is tidal as far as the Town Center. Its waters change from brackish freshwater to salt water approximately ½ mile upstream of the Coastal Highway (Route 1) bridge.

The Town Center area between Magnolia and Front Streets lies at an elevation of between 5 and 10 feet above sea level, while the remainder of the Town is typically at 15-25 feet or above. During Nor'easter storms like the storm experienced in March 2015, the winds push the tide into the Broadkill through the Roosevelt Inlet at Lewes and may cause flooding up to elevation 8 or 9 in Milton. Flood-prone areas within the 100-year floodplain (typically at elevation 10 and below) are shown on the Federal Emergency Management Agency (FEMA) Maps of Milton. Flood-prone areas include much of Milton Memorial Park, much of the Town Center, potable water wells, as well as the sewage treatment plant on Front Street.

From the Town Center, the Broadkill winds its way some 15 miles eastward through a watery natural environment with several unique habitats and conservation areas. The Nature Conservancy's 143-acre Edward H. McCabe Preserve is located on the south bank two miles downstream of Milton. The Smith Farm Landing is two miles further downstream on the north side; the adjacent Smith farmlands are under easement to the Delaware Agricultural Lands Foundation. The river then passes beneath a low bridge at Coastal Highway (Route 1) and the nearby Steamboat Landing site and then meanders through the marshy Prime Hook National Wildlife Refuge area to join the Lewes Channel and flow into the Delaware Bay and Atlantic Ocean via the man-made Roosevelt Inlet. Here the channel also merges with that of the Lewes and Rehoboth Canal.

The Town of Milton is located within the greater Delaware River and Bay Drainage; specifically, within the Broadkill watershed. The pollutants targeted for reduction in the Broadkill watershed are nutrients (e.g., nitrogen and phosphorus) and bacteria are shown below in Table 17. As mentioned previously, the Pollution Control Strategy (PCS) will require specific actions that reduce nutrient and bacterial loads to level consistent with the goals and criteria specified in the State Water Quality Standards. The PCS for the Broadkill is pending review and has no projected completion/approval date, so specific actions have not been identified at the time of the preparation of this Comprehensive Plan.

Table 17. TMDL Nutrient Reduction Requirements

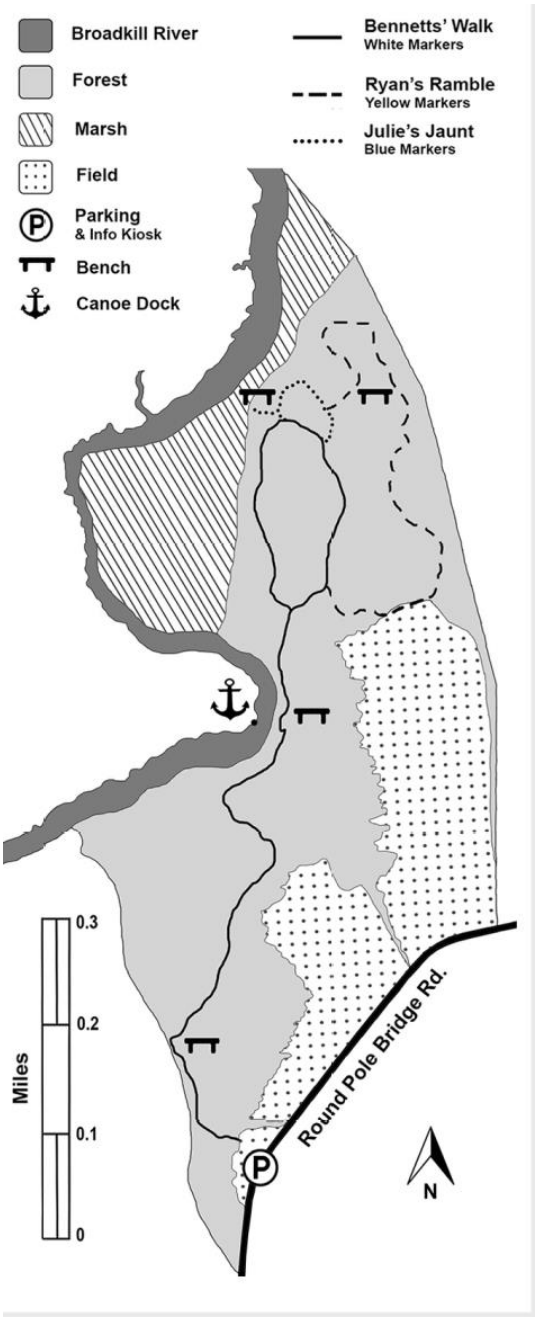
Delaware River And Bay Drainage	Nitrogen Reduction Requirements	Phosphorus Reduction Requirements	Bacteria Reduction Requirements
Broadkill watershed	40%	40%	75%

In 2001, the General Assembly passed a law requiring that, beginning in 2007, municipalities and counties with populations greater than 2,000 persons, adopt as a part of their comprehensive plans overlay maps delineating, as critical areas, source water assessment, wellhead protection, and excellent ground-water recharge potential areas. The Town of Milton adopted Ordinance No. 2015-009 which amended Chapter 220 of the Town Code creating a new chapter 181 entitled Source Water Protection Areas, Wellhead Protection Zones with requirements and Excellent Ground-water Recharge Potential Areas

The purpose of Chapter 181 is to ensure the protection of the public drinking water supply from contamination. The Town of Milton adopted the overlay maps delineating, as source water protection areas: wellhead protection and excellent groundwater recharge potential areas. This will ensure the protection of these drinking water supplies. Chapter 181 establishes a zoning overlay to be known as the "Source Water Protection Overlay." The Source Water Protection Overlay is superimposed on current zoning districts and will apply to all new construction, redevelopment, or expansion of existing buildings and new or expanded uses. The purpose of the Source Water Protection Overlay is to protect public health and safety by minimizing contamination of aquifers, preserving, and protecting existing and potential sources of drinking water supplies. It is the intent to accomplish this through both public education and public cooperation, as well as by creating appropriate land use regulations that may be imposed in addition to those currently imposed by existing zoning districts or other state and county regulations.

The Nature Conservancy and the Town of Milton have worked together to establish the Milton-McCabe Preserve Canoe Trail, see Figure 6. This links the Town Center and its boat launch with a new canoe dock, kiosk and hiking trail at the McCabe Preserve. The McCabe Preserve improvements include a small parking area, benches along an interpreted hiking trail and resting area with a river view. The Milton-McCabe Preserve Greenways Trail, built with a grant obtained by the Town, was formally dedicated by the Town and the Conservancy on June 6, 1998. Many State and non-profit groups are now working together to preserve the unique environment of the Broadkill.

Milton and the farmlands surrounding it are located on the flat coastal terrain of eastern Sussex County, on lands first cleared for agriculture in the 17th century, with sporadic woodlands and gentle slopes along the waterways. Soil classifications within the study area are based on information obtained from U.S. Natural Resources Conservation Services (NRCS). The ramifications for development of the involved soil types are given in Table 18 provided on the following page. The relative suitability of study area agricultural lands for long-term agricultural preservation is shown on Exhibit D2 in Appendix E, drawn from statewide mapping prepared for the Delaware Agricultural Lands Preservation Foundation.



The Nature Conservancy

Figure 6
Edward H. McCabe Preserve

Table 18. Milton Area Soil Characteristics

Soil Map Unit	Surface Texture	Slope	Limitations for: sm commercial buildings	Basements	Roads/Parking	Note
Downer						
DnA	loamy sand	0-2%	Not limited	Not limited	Not limited	(4)
DnB	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
DuB	loamy sand	0-5%	Not limited	Not limited	Not limited	(4)(7)
Downer						
DoB	sandy loam	2-5%	Not limited	Not limited	Not limited	(4)
Evesboro						
EvD	loamy sand	5-15%	Somewhat lmtd(5)	Somewhat lmtd(5)	Somewhat lmtd(5)	(1)
Fort Mott						
FmB	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
Fort Mott-Henlopen						
FhB-Fort Mott	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
FhB-Henlopen	loamy sand	2-5%	Not limited	Not limited	Not limited	(4)
Hambrook-Urban land						
HkB	sandy loam	0-5%	Not limited	Somewhat lmtd(3)	Somewhat lmtd(2)	(4)(7)
Henlopen-Rosedale						
HrA, HsA-Henlopen	loamy sand	0-2%	Not limited	Not limited	Not limited	(4)(7)
HrA, HsA-Rosedale	loamy sand	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)(7)
Ingleside						
IeA	loamy sand	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)
Ingleside						
IgA	sandy loam	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)
IgB	sandy loam	2-5%	Not limited	Somewhat lmtd(3)	Not limited	(4)
IuB	sandy loam	0-5%	Not limited	Somewhat lmtd 3)	Not limited	(4)(7)
Longmarsh & Indiantown						
LO-Longmarsh	mucky loam	0-1%	Very limited	Very limited	Very limited	(6)
LO-Indiantown	mucky loam	0-1%	Very limited	Very limited	Very limited	(6)
Manahawkin						
Ma	muck	0-1%	Very limited	Very limited	Very limited	(6)
Rosedale						
RoA	loamy sand	0-2%	Not limited	Somewhat lmtd(3)	Not limited	(4)
Udorthents						
UzC	sandy loam	0-10%	Not limited	Somewhat lmtd(3)	Somewhat lmtd(2)	(7)

Notes:

(1) rapid permeability, moderate moisture capacity, low fertility

2) potential frost action

(3) seasonally wet w/in 4-6 ft.

(4) excellent agricultural soil, may need irrigation

(5) slope creates some limitation for development

(6) flooding, ponding

(7) a significant portion of map unit is 'urban land' (already developed, impervious)

Source: Sussex Co, SSURGO v9 (10/16/2006)

The soils map of Sussex County can be found at the following web address:

http://opendata.firstmap.delaware.gov/datasets/0cc3dc1c05564b49af8eb89f6cc4cbb7_2?geometry=-75.397%2C38.762%2C-75.203%2C38.786

The natural environment of the Broadkill River contains unique and natural environments; the Broadkill River and the wetlands surrounding its entire length from Prime Hook to Milton are considered Key Wildlife Habitat because they are part of a large complex that can support an array of plants and animals. Moreover, from Milton to the border of the Nature Conservancy's McCabe Preserve, the Broadkill is surrounded by unique and sensitive freshwater tidal forested scrub-shrub wetlands, mixed broadleaf freshwater tidal marsh or Atlantic White Cedar bogs and swamps. These habitats are considered Habitats of Conservation Concern because they are rare within the state and have the potential to harbor a high diversity of species of Greatest Conservation Need.

Efforts to preserve parcels along the Broadkill include enrolling the 470-acre Smith Farm site, except for its Broadkill Landing edge, in Delaware's Agricultural Lands Preservation (DALP) program. The property's development rights have been purchased by the DALP Foundation and the land placed under permanent protective easement. There is every reason to believe that the conservation partnership for the Broadkill will strengthen in the years to come.

Comprehensive Plan Goal for Natural Environment, Environmental Protection and Open Space

In light of the opportunities and challenges noted above, the goal of the Town's Natural Environment, Environmental Protection, and Open Space Plan is to promote, preserve and protect the natural environmental assets and open space that contribute to the Town and its identity.

The Town of Milton respects the private property rights of all of land owners in the Town's annexation area.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Continue to strengthen the Town's partnership with land owners to preserve and protect the Broadkill River and its tributaries as an important natural resource.
- Promote pollution control strategies using reasonably available best management practices to reduce nutrient and bacterial pollutant runoff loadings into the Broadkill River and its tributaries.
- Evaluate and as appropriate incorporate reasonably available best management practices into the development regulations of the Town.
- Coordinate with the Department of Natural Resources and Environmental Control to protect sensitive wetlands including tidal shrub wetlands, forested areas, rare-threatened-endangered wildlife and floral species within the Town, and those areas which annex into the Town.

- Prepare and complete a study of the buffer area along the Broadkill and its tributaries within the Town limits, to identify the extent of a defendable buffer that complies with Delaware regulations. Upon adoption of the study, map the buffers.
- Recognize, where practical, forested areas as open space and protected forested areas.
- Evaluate areas within the Town, and as annexed, areas adjacent to the current town boundaries, to establish greenways, green infrastructure network and to promote their preservation through coordination with property owners and developers.
- Educate the Town's residents and businesses that air and water quality are health and quality of life issues.
- Continue to enforce and when appropriate re-evaluate the Town's source water protection ordinance.
- Prepare and adopt a Parks/Open Space, zoning district to protect lands that are acquired through the Delaware Land and Water Conservation Trust Fund and parcels which could be eligible for acquisition.

XII. ANNEXATION AND GROWTH

Refer to Exhibit G Growth Area in Appendix E

Background

The Town is situated along major transportation corridors of Sussex County and is surrounded by parcels currently and generally in low density residential and agricultural uses in the unincorporated area of Sussex County. Some of these parcels are presently identified in the State's Agricultural Preservation Program. As such these parcels are subject to County development regulations and, as they develop, will have an impact of the character of the Town. For these reasons, the Town has drawn Growth Boundaries based on the Certificate of Public Convenience and Necessity (CPCN) areas of utilities and geographic relationship to the Broadkill River.

The Growth Area is shown on Exhibit G of Appendix E of the Plan and reflects changes since the adoption of the 2010 Comprehensive Plan. The Town has updated all mapping tools throughout the Comprehensive Plan to note all changes since the last update in 2010. Exhibit F shows the Town limit boundary and existing zoning classification from previous annexations. Exhibit G shows the Future Land Use/Potential Expansion area for future annexations. It is noted that the enabling zoning districts must be drafted and adopted to implement the recommended Land Use Designations.

The Town has identified Land Use Designations for each parcel and proposes to work with parcel owners to create a plan for parcels along SR 16, SR 5A, SR 30 and along the Broadkill River. These Land Use Designations will be implemented through the drafting and adoption of new zoning districts to permit mixed use commercial/residential development along the highway corridors, a new light industrial district compatible with neighboring residential, and new marine resource district to promote sensitive development along the Broadkill River. The goals of these master planned areas are to provide interconnections to reduce the short distance travel demand along these major transportation corridors; to create the opportunities for partnering with the County, the parcel developers and DelDOT to establish Transportation Improvement Districts to reduce the development impacts to the highway and pedestrian/bicycle networks; and to identify land for possible relocation and/or expansion of necessary public facilities.

As the Town considers future growth beyond the current Town boundaries, it is necessary to note that current growth has been at a slow, but steady pace over the past several years and that this growth has generally been supportive of the Town's historic character. The outcome of the annexation of the approximately 3,600-acre growth area will alter the Town's character and place demands on the Town's available services. It is also noted that the Town Charter (Section 3) and the Town Code (Chapter 67) promulgate the requirements and procedures for annexation.

Annexation of the parcels along the Broadkill River offer the Town the opportunity to protect its natural environment. Annexation of parcels, that would be developed in a mixed-use setting, create opportunities to sustain the historic character of the downtown, and offer space to relocate uses away from flood prone areas noted in the Sea Level Rise and Sustainability study discussed elsewhere in this Comprehensive Plan. Annexation of industrial lands will expand the Town's

revenue base, create job opportunities for its residents, promote the location of firms to increase base industries in the Town, and offer a range of industrial/commercial activities in and around the Town.

To ensure that new growth pays for itself, the Town will consider future annexations based upon adequacy and cost of the services that the Town would provide to the newly annexed area. Once these factors have been considered then the Town may seek to enter into annexation agreements for areas that are contiguous with Town boundaries and connected to its street system. By continuing to adopt progressive zoning, generally demonstrating good positive government, and implementing selected public improvements along the edges of Town, the voluntary process of annexation may be encouraged.

Comprehensive Plan Goal of Annexation and Growth

In light of the opportunities and challenges noted above, the Goal of annexation in the Comprehensive Plan is to identify areas that meet State Code and Town Charter requirements for mutually beneficial incorporation into the Town of Milton that do not prove to be detrimental to the Town's fiscal or service capabilities.

Possible Implementation Strategies

The following implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Focus on greater direct connection to SR 16, SR 30 and SR 5A by annexation and by planning utility extensions to selected intersections, and corridors where there are interests in annexation and where significant parcels for redevelopment are located.
- Conduct necessary fiscal and service impact studies to determine costs and benefits of annexation proposals.
- Encourage annexation along the Broadkill River where parcels could help protect the natural resource of the River.
- Require master plans for large parcels that are being annexed to provide for interconnectivity with adjacent parcels.
- Cooperate with Sussex County, property owners, annexing parcel developers and DelDOT to identify, design and construct necessary transportation network improvements (highway, pedestrian and bicycle) to offset the impact of the developments on the present infrastructure possibly using the Transportation Improvement District (TID) approach.
- Evaluate annexing parcels for public facility needs.
- Identify Gateway locations, working with property owners, Sussex County and DelDOT, to be considered during the design of transportation infrastructure improvements as the Town expands through annexation.
- Consider appropriate incentives for annexation in cases where incentives are desirable, assistance in paying for advertisement costs or assistance in paying a portion of the water connection and assessment costs when the property owner requests connection to the water system.

XIII. LAND USE

See Exhibit E, in Appendix E Existing Land Use

Background
The approximately 1.63-square mile incorporated area of the Town is naturally divided between north and south by the Broadkill River and between east and west by Union and Federal Streets (SR 5). The Town's land use pattern has been shaped by the resource economy of Eastern Sussex County, the area's natural environment, topographical characteristics and the development and evolution of the modes of transportation. The Town Center developed naturally where the junction of land and waterway transportation could serve the surrounding agricultural territory. The residential portions of the Historic District grew along Union, Federal and Chestnut Streets as population grew, with newer residential streets radiating to the south, east and west. Industry developed in the south side with the advent of rail. Proportionate to Milton's small size, commercial and service development is now growing substantially on new sites along Milton Ellendale Highway/Beach Highway (SR 16). Opportunities for new commercial/industrial growth can occur along SR 30 and SR 5A which are truck routes and bypasses of SR 1.

The overall development prospect for Milton, with implementation of the Comprehensive Plan, is one of stable, positive, varied and significant growth with the likelihood of additional annexations along the boundaries of the Town. Any significant new commercial or industrial development will require a deliberate economic development effort with help from County and State economic development agencies.

The most recent and proposed subdivisions in Milton are: Cannery Village, Preserve on the Broadkill, Shipbuilders' Village, Wagamon's West Shore, Holly Lake Villas, The Orchards, Chestnut Crossing, Merriweather, Heritage Creek and Key Ventures.

Now as in the past, Milton is ringed by farmlands in active use. Those farmlands classified as highly suitable for agriculture by the Delaware Department of Agriculture's agricultural lands mapping analysis are shown in Exhibit D1- *Natural and Environment Lands*.

The following analysis of existing land use examines the following sub-areas of the Town and its surrounding area.

The Milton National Historic District
The Milton Historic District, shown on Exhibit F in Appendix E, contains 188 listed buildings of which 150 are historic houses. From Willow Street to the Broadkill River, the Historic District centers on Union Street with an arm along Broad Street. South of the river, it widens out to a larger area between Federal, Chestnut, Walnut and Collins Streets, with its southern boundary at Sand Street.

Since the last Comprehensive Plan, the Town of Milton's Historic Preservation Commission and the University of Delaware's Center for Architecture & Design (CHAD) Department have been

working on obtaining information and making recommendations to expand the Town of Milton's Historic District.

Town Center

Milton's Town Center consists of an approximately 27.9-acre area centered on the intersection of the Broadkill River and Federal and Union Streets. It is an integral part of the larger Milton National Historic District. While the remainder of the Historic District is zoned residential (R-1), the Town Center area is zoned Town Center (TC) allowing the flexibility that is needed to create a thriving downtown. The Town Center district is depicted on Exhibit I in Appendix E.

The information available is based on a downtown parcel and building use, employment and parking inventory previously conducted by the Town of Milton Building Inspector and Nutter Associates. The inventory was updated based on the Town Center Zoning District by the town in October 2009. The acreage is composed of 68 parcels containing 56 buildings totaling approximately 135,600 SF. The area is supported by approximately 320 public and privately-owned off-street parking spaces and is the source of employment for over 100 jobs. There are also 13 vacant parcels allowing for more development potential.

The nonresidential inventory includes the Town of Milton offices, Police Department, restaurants, retail stores, a theatre and performing arts center, the Lydia B. Cannon Museum of the Milton Historical Society, a bank, and the Milton branch of the Sussex County Library, Company 85 Fire Department, and other facilities.

The Town Center has evolved from its former role as a center for general merchandising to a specialized center of visitor-oriented retail, civic, office and personal service uses. It is also the location of the Milton Memorial Park, including a marina, boat launch, parking area, playground, picnic areas, benches, a gazebo, walkways, and a miniature railroad attraction, especially designed for children.

New downtown improvements (public and private) that have been completed include two segments of the Governors' Walk project, renovation of the old Milton Sausage and Scrapple building that now houses several small businesses, renovation of the Lydia B. Cannon Museum of the Milton Historical Society, a major addition to the Milton branch of the Sussex County Library, and renovation of the Milton Theatre. The Town government, its Economic Development Committee, the Milton Chamber of Commerce, and local businesses and residents are committed to continued economic development and marketing of the Town Center.

Northeast Quadrant

The northeast quadrant, bounded by Union Street (SR 5), the Broadkill River, the Beach Highway (SR 16) corridor and the eastern Town limits, is a primarily residential area with a variety of housing types and sites. The Bay, Behringer, Chandler and Atlantic Avenue area is the location of numerous older single-family homes within or adjoining the Historic District. Many of these are undergoing renovation. The Odd Fellows Cemetery is located at midpoint on Union Street (SR 5). Three apartment complexes of recent vintage, Luther Towers and Luther Gardens (housing for the elderly) and Park Royal Apartments (HUD-assisted family housing) are located along Bay Avenue. Bay Avenue has remaining undeveloped sites which could be considered for single-

family or higher density housing. There are numerous vacant land parcels, noted earlier in the Housing Chapter, with some still in agricultural use, scattered throughout the section between Bay Avenue and SR 16.

A key development site within the area is the 16-acre residentially zoned Preserve on the Broadkill tract, fronting on the Broadkill River. The Preserve tract extends from Atlantic Avenue south to the waterfront between the Milton Memorial Park and the town limits. Access is from Atlantic Avenue or Chandler Street. Construction of the project, consisting of attached and detached houses, is underway.

The State Route 16 corridor is experiencing growth in this quadrant. East of SR 5, the SR 16 corridor is characterized by several commercial sites including an industrial plant and several commercial and service businesses. The 48-unit Milton Landing project on Palmer Street Extended is the residential project in the northeast quadrant and is a non-profit assisted multi-family housing project for moderate-income families. It should be noted that land along the south side of Route 16 within the corporate limits is zoned commercial (C-1). An estimated 150,000 square feet of new space has been developed along the SR 16 corridor. Milton Park Center presently includes 61,000 square feet for retail and professional services.

Southeast Quadrant

The southeast quadrant is characterized by new developments and lower density, and generally older residential development within and adjacent to the Historic District. In this area, the Historic District broadens to include houses along Chestnut and Walnut Streets, including some along Collins Street. The Front Street (CR 89) area contains undeveloped land presently zoned both commercial and residential. The Sewage Treatment Plant is in this section of Front Street. An undeveloped riverfront parcel occupies a prominent Broadkill site at the Round Pole Branch.

The south end of town at Federal Street and New Street is Milton's light industrial area. There are more than 300 jobs located in this area. Uses include transportation on New Street, a medical park, construction materials storage and sales and, on the west side of Federal Street, a plastics plant on Park Street. The Dogfish Head Craft Brewery occupies the former Draper King Cole plant which closed in 1998. Cannery Village, a residential development is under construction. South of Cannery Village is the site of the Mariner Middle School that opened in September 2003 and has increased the number of class rooms to meet the current and anticipated enrollment. Beyond the Middle School to the southeast is another developing residential subdivision named Heritage Creek, developing in multiple phases. There is a proposed mixed-use residential development, formerly owned by Key Ventures, which has access to Cave Neck Road (CR 88).

Southwest Quadrant

Wagamon's Pond and the Ingram Branch of the Broadkill are distinctive waterway features of the southwest quadrant. West of Wagamon's Pond is the 90 plus acre waterfront site approved for 231 single-family homes known as Wagamon's West Shores which is under construction.

Northwest Quadrant

The northwest quadrant, bounded by Union Street, Wagamon's Pond, SR 16 corridor and the western Town limits, experienced significant growth during the 1990s compared to then-existing residential development. There has been a steady development of new commercial and service

uses along SR 16, especially on the south side of the road, within the corporate limits. This land is zoned commercial. The Bayport Business Park is an approximately 25,000 square foot mixed commercial and service use project developed in the 1990's that currently accommodates multiple tenants. The Clipper Square retail plaza, with 9 shops and approximately 28,000 square feet, was developed in 1994-5 at the southwest corner of SR 16 and Mulberry Street (CR 197).

Shipbuilder's Village, with a mix of townhouse, duplex, and single-family units, is a large phased housing subdivision of approximately 50 acres adjacent to the H.O. Brittingham Elementary School on Mulberry Street.

There are townhomes located along Tobin Drive. There are also several parcels of undeveloped land ranging in size from 0.5 to approximately 5.5 acres along Mulberry Street in this area, which offers more opportunities for infill-residential development.

Development within the Unincorporated Surrounding Area

Generally, active farmlands and sparsely developed parcels surround the incorporated area of the Town of Milton. There has, however, been a gradual development of very small units of service businesses or small groups of homes on individual sites near the intersections of SR 16 with north-south roads like Gravel Hill Road (SR 30), Cedar Creek Road (CR 212), Union Street (SR 5) and Ponder Road (Road 232). In 2009, The Sussex County Council approved the rezoning of 29.0 acres of land (AR-1 to HI-1) west of Gravel Hill Road. Town annexation has not occurred in the Union Street Extended (SR 5)/Cedar Creek Road area immediately north of Milton Ellendale Highway/Beach Highway (SR 16). The road frontages on these roads are vulnerable to conversion to unbroken strips of new home and small business development with driveways connecting directly to these traffic ways. With each parcel having individual access to Route 16, there is a potential problem for current traffic flow as well as a concern about the appearance of the Town's western gateway. As points of access are granted by DelDOT, the Town should be proactive with that agency to minimize the number of access points that will reduce conflict and capacity constraints along this important roadway.

The Collins-Russell Development, East Side Village, Cave Colony, and Su-Sax (also known as Diamond Overlook) subdivisions are examples of the diversity of housing development in the unincorporated areas around the Town. This includes manufactured home subdivision development along SR 16, including the Wall Street (CR 212B) area between Union Street Extended and Cedar Creek Road and farther east along Broadkill Road west of Coastal Highway. There are also scattered points of service and/or small business use development, usually along SR 16.

Future Land Uses

Residential

The Town will continue to work with property owners and land developers to promote a mix of residential housing types within varied locations throughout the Town by the development of available vacant parcels, redevelopment of existing residential uses and infill within the Town limits. The Town will continue to evaluate and as necessary revise the Town's zoning and subdivision codes to promote opportunities for various housing styles and affordable housing

Commercial
Commercial activity will continue along the SR 16 corridor and within the traditional Town Center. Due to parking and land constraints, auto-oriented commercial development will be better served along SR 16 and, through possible annexation, along SR 30. Other commercial activities better suited to neighborhood and small business use, which rely on pedestrian, bicycle and automobile connections to surrounding residential development, will be better suited within the Town Center.

Industrial
As part of this Comprehensive Plan, the Town wishes to maintain and expand opportunities for additional light industrial uses. Clean industrial development creates an expansion of the Town's economic base, offers opportunities for employment of its residents and promotes diversity of its industrial base. Annexation of parcels identified as Limited Light Industrial which are adjacent to the Town's Corporate Boundaries offer the best opportunities for larger scale, clean industrial development which can be made compatible with nearby established residential communities. Industrial development along the periphery of the Town allows these uses to take advantage of a very good highway network linking to major regional transportation facilities.

Based upon these continued strategies, the 2018 Comprehensive Plan's Future Land Use Element will serve as the Town of Milton's guide for land use, development, public facilities decisions, land preservation and conservation. The Future Land Use Element will guide the revision and the implementation of the Zoning Code (Chapter 220) Ordinance and other related codes and policies. It will guide Milton's assistance to Sussex County in updating its 2008 Comprehensive Plan in future land use and zoning decisions in the area where annexation into the Town can occur. It will guide the establishment of a Town Growth Boundary in cooperation with Sussex County.

ZONING, RELATED PLANS & OTHER CODES

Land use designations shown in the adopted Comprehensive Plans are implemented by the local Zoning Ordinance. The parcels within the Town's incorporated limits are regulated by the Town of Milton Zoning Ordinance, Chapter 220. Uses on parcels located outside of the Town Limits are governed by the Sussex County Zoning Ordinance, Chapter 115.

Town of Milton Zoning Ordinance
The Town of Milton has been conscientious about zoning, which is the most fundamental of American planning and land use regulations. Prior to the completion of the *1985 Town of Milton Comprehensive Plan*, zoning within the Town area was governed by the Sussex County Zoning Ordinance and Map. Within the incorporated limits, the town center, south side industrial area and certain commercial/business parcels along Milton Ellendale Highway/Beach Highway were zoned UB – Urban Business. The remainder of the incorporated area was zoned UR – Urban Residential. Outside the incorporated limits, the predominant county zoning designation was, and remains, AR-1 – Agricultural Residential One. MR – Medium Density Residential was applied to medium density residential development areas outside of the incorporated limits. The Town will continue to coordinate and cooperate with Sussex County and Office of State Planning Coordination (OSPC) officials regarding zoning, land use and subdivision matters.

Following the adoption of the 1985 Comprehensive Plan, the first Town of Milton Zoning Ordinance was adopted in 1987. The Town Zoning Map was first included as part of the Town of Milton *1997 Community Information Guide*. As of 2016 the current Milton Zoning Ordinance (Chapter 220. Zoning) includes nine districts (including a Historic Preservation Overlay District), found on the Town's Official Zoning Map (see Appendix D, Exhibit F) and are noted with the District Title and Intent below as follows:

R-1 Single-Family Residential Use

The intent of the R-1 Single-Family Residential Use District is to delineate areas where predominately single-family detached, low-density residential development has occurred or is desired and likely to occur in the future and to protect the integrity of these residential areas by encouraging diversity in dwelling styles and construction that preserves existing land features and neighborhood scale. The R-1 District will prohibit the intrusion of any use that is not compatible with this predominant type and intensity as well as clear cutting of trees on the lot or major alternation of existing topography. The R-1 District recognizes the value of such other permissible uses as churches, schools, libraries and other educational buildings, and playgrounds. §220-13. A.

R-2 Single-Family Residential Use

The intent of the R-2 Single-Family Residential Use District is to delineate areas for the development of detached or attached single-family residential uses at densities like those of the R-1 Use District, but with the ability to utilize design and planning concepts to create a planned and desirable residential living environment while protecting existing and future uses. The R-2 District protects the integrity of these residential areas by prohibiting the intrusion of any use which is not compatible with these types and intensities of use. §220-14. A.

R-3 General and Multifamily Residential Use District

The intent of the R-3 General and Multifamily Residential Use District is to delineate areas where conditions are favorable for development of multifamily dwellings and where specific conditions of site size, unitary ownership, topography, utility provisions, street capacity and accessibility, landscaping, buffering and scenic quality, compatibility with neighboring uses and areas and drainage are such that multifamily dwelling development exists or is desired and likely to occur and be appropriate in future years. §220-15. A.

T-C Town Center Use District

The intent of the T-C Town Center Use District is to delineate the Town Center area which is historic and pedestrian in scale and is predominately utilized and is appropriate for a more intensive and traditional mixture of interactive retail, cultural, conference and meeting, lodging, business and personal service, financial, institutional, office, residential and governmental uses and to provide and promote a full range of Town Center uses that serve the needs of the surrounding town and county populations and to ensure that any use permitted is compatible with the character of the district and its permitted types and intensities of use. The purpose of the T-C District is also to recognize the unique historic character of the Town Center's part of the heritage of the Town of Milton and Sussex County. §220-16. A.

C-1 Commercial and Business Use District

The intent of the C-1 Commercial and Business Use District is to delineate areas in the Town which are currently used or are appropriate for general commercial or business uses which provide a range of retail and personal services to fulfill recurring needs of residents and visitors and which by the nature or scale of the operations permitted and careful site planning area compatible with adjoining commercial and residential areas. §220-17. A.

M-R Marine Resources Use District

The intent of the Marine Resources Use District is to recognize the unique role the Broadkill River and its waterfront areas have played in the formation, growth and life of the Town of Milton. The District has five objectives that (1) provide for a compatible mixture of waterfront-related uses, (2) encourage appropriate land development including adaptive reuse, (3) recognize the sensitivity of the unique waterfront environment and reinforce safeguards to protect the area and the resource, (4) protect scenic views of the river and (5) encourage public access to the river. §220-18. A.

LI-1 - Light Industrial Use District

The intent of the LI-1 Light Industrial Use District is to delineate areas that are used for and suited for limited types of manufacturing and industrial uses which are compatible with adjacent residential and other uses and area permitted by special permit. These types of uses include light manufacturing, distribution, wholesaling, research and testing, warehousing, and processing or other uses which contribute jobs and tax base to the economy of the region, are compatible with nonindustrial neighboring uses and are consistent with the standards described in Article VII of the Zoning Code (Development Guidelines). §220-19. A.

LPD Large Parcel Development District

The intent of this District is to develop new and redevelop older neighborhoods that reflect the urban design and scale of the Town of Milton. The LPD District provides for design ingenuity, while protecting existing and future development. To encourage large-scale developments as a means of creating a superior living environment, the LPD District encourages development to (1) connect with the special and historic relationship of the Town, (2) create a diversity of housing types and mixture, (3) promote human and town scale and neighborhood interaction, and (4) limit the intensity of business, commercial and institutional uses. §220-20. A.

HP-OD Historic Preservation Overlay District

The intent of this Overlay District is to identify the Town's Historic District and to acknowledge and strengthen the heritage and economic-well-being of the Town. By designating the Historic District, it preserves architectural and historic resources, conserves property values, fosters Milton's architectural and historic character, strengthens the local economy, and promotes use for the education, pleasure and welfare of our citizens and visitors. By adopting this Overlay District, the Town will permit the principal, accessory and special permitted uses established in the underlying zone if the use is approved by the Historic Preservation Commission. §220-21. A-D.

As the Town develops and expands, careful and frequent evaluation of the Zoning Code will be important to manage development, protect the current Town and its neighborhoods and promote orderly and sensible growth. Development trends and uses change with time so regular review of the Zoning Code is essential.

The allocation of land within the Town by Zoning District is shown below:

Table 19. Zoning Districts in the Town of Milton

Zoning District	Approx. Acreage	Approx. % of Zoned Area
R-1	451.1	42.5%
R-1/LPD	303.3	28.6%
R-2	22.1	2.1%
R-3	48.0	4.5%
R-3/LPD	54.1	5.1%
T-C	27.9	2.6%
C-1	78.0	7.4%
M-R	10.5	1.0%
LI-1	50.7	4.8%
L-1/LPD	14.8	1.4%
	1060.6	100.0%

Note: Zoned lands do not include lands owned by the Town of Milton, roads, and other rights of way. Information obtained from Zoning Map March 2013.

Article V of the Zoning Ordinance establishes the Area and Bulk Regulations and Control of Density by zoning district including lot dimensions, height limitation and buffer requirements.

Article VI empowers the Town's Planning and Zoning Commission to review and approve site plans for development proposals and special use permits. While possible under the Zoning Ordinance, this Article requires that special uses must fit within the surrounding context of the sites.

The text in this section of the Comprehensive Plan in no way supplants or replaces Chapter 220 of the Town of Milton. For more information about the Zoning Ordinance, please refer to the appropriate Articles and Sections of Chapter 220.

Sussex County Planning and Zoning

Parcels located outside the corporate limits of the Town are governed by the *Sussex County Comprehensive Plan* (June 2008) and by the Sussex County Subdivision and Zoning Codes (Chapters 99 and 115) and Map. In 2008, the Sussex County Council adopted the *Sussex County Comprehensive Plan Update* in accordance with the Quality of Life Act. The County is preparing an Update that must be adopted by 2018.

The *2008 Sussex County Comprehensive Plan* stresses the principle that future development in the county should occur to the extent possible in or adjacent to existing municipalities, areas that the Plan defines as town center and development districts. These areas were created around municipalities because infrastructure presently exists. The 2008 Plan recommends that the County will adopt ordinances for overlay zones that will delineate the Town Center and Development

Districts and the requirements for infrastructure. Sussex County is currently preparing an updated Comprehensive Plan to replace its 2008 Plan.

The *Sussex County Comprehensive Plan* divides the county into ten districts in addition to the existing Municipalities. The districts serve as the basis for updating the County's zoning and subdivision regulations as well as for future public infrastructure and services. The following types of Growth Management Districts are designated for Milton and its environs: (1) Municipality for the Town of Milton incorporated area; (2) Developing Area for the area surrounding the Town, (3) Agricultural Preservation Districts/Purchased Development Rights for areas that have entered into the State's Farmland Preservation program, (4) Natural Resource Protection Area land along the south bank of the Broadkill River estuary between Milton and Coastal Highway, and (5) Low Density Area for the rural area surrounding Milton's Developing Area.

At the time of the preparation of the Milton Comprehensive Plan (2018), most of the unincorporated portions near the Town is zoned AR-1 - Agricultural Residential. The East Side Village, zoned MR – Medium Density Residential, is an exception to the AR-1 zoning. The Collins-Russell Development, the area between Union Street Extended and Cedar Creek Road (Road 212) and the Waples Pond area between Union St Extended and Deep Branch Road (Road 234) are zoned GR for General Residential. One or two small parcels on the north side of Milton Ellendale Highway/Beach Highway (Route 16) are zoned B-1, Neighborhood Business, C-1, General Commercial and HR-1 High Density Residential. For more information about potential uses and densities of development, please consult Sussex County Subdivision and Zoning Codes (Chapter 99 and 115).

In the current *Sussex County Comprehensive Plan*, the Town of Milton planning area is generally designated as a Town Center District and an Intergovernmental Coordination District. This is designed to concentrate future growth around the existing developed center.

The Town's growth area is depicted on Exhibit G, Future Land Use/Potential Expansion. Within this area, the Town of Milton intends to coordinate with Sussex County and will strive to be a partner in land use decisions, especially within the town's potential expansion area. Lands east of Town along Route 16 that are not feasible for annexation because of large agricultural districts, are also within the County's growth area. These parcels offer opportunities to protect against further intrusions into the Broadkill River's bank line. Since the activities on the developable lands will directly impact the town in terms of traffic, public safety and other infrastructure demands, the Town intends to coordinate with the County on any proposals here as well.

The remaining area around Milton is designated by the County's Comprehensive Plan as an Agricultural Residential District, with selected areas zoned MR, Medium Density Residential.

Milton Area Agricultural Lands Preservation Analysis

The Delaware Department of Agriculture was consulted to factor agricultural lands preservation considerations into the plan. Exhibits D-1 *Natural Environmental Lands* and D-2 *Agricultural Lands* depict the relative suitability of the existing farmlands surrounding Milton for long-term agricultural preservation. The lands have been ranked by the Department of Agriculture in terms of their suitability for agricultural production. The Smith Farm and the Clyde Betts and Son

expansion of the Smith district are now enrolled in the statewide agricultural lands preservation program and have sold their development rights to the Agricultural Lands Preservation Foundation. The Sycamore Farms, Inc. agricultural district, to the east and northeast of town, have applied to have their development rights purchased by the Foundation. Those lands indicated as falling into suitability classes III, IV and V, are most suitable for non-agricultural development.

Other Codes and Agencies

In addition to regulating land use through zoning, the Town issues building permits for new construction or rehabilitation based on the requirements of the International Building Code (IBC), currently the 2012 version. Minimum housing code standards that apply to the occupancy of existing units are governed by the Town by Ordinance. The Delaware Department of Natural Resources and Environmental Control (DNREC) enforce health code standards, including the regulation of septic tank and well systems. Other government agencies that are actors in the land development process include the Delaware Department of Transportation (DelDOT), Delaware Division of Public Health Office of Drinking Water (ODW), Sussex Conservation District (SCD) and Delaware State Fire Marshall (DSFM).

Comprehensive Plan Goal of Future Land Use

In light of the opportunities and challenges noted above, the goal of the Land Use Section is to provide a mix of future land use classifications to support the growth and development that will occur over the next ten years. This may include creating and adopting Land Use Designations that support the historic and community character of the Town, provide opportunities to create a housing mix offering a broad range of price points, increase employment opportunities, expand the tax base and promote the protection of the Broadkill River.

Possible Implementation Strategies

The following possible implementation strategies were identified from suggestions made by community members as possible ways to advance the Comprehensive Plan's goals. *While illustrative, these strategies should not be construed as directives, nor as funding mandates.*

- Evaluate, prepare and adopt zoning districts that implement the intent of a Mixed Use Residential/Commercial, a Marine Resources, and a Limited Light Industrial Land Use Designation.
- Create and adopt Land Use Designations that support the historic and community character of the Town and that provide opportunities for a housing mix that is affordable to those seeking or holding employment in the Town.
- Evaluate individual zoning districts to determine if additional permitted, conditional or special uses should be added to the zoning code to implement land use plan recommendations.
- Promote residential infill development with a variety of housing types.
- Prepare a Parks/Open Space and Protected Land Use Element.
- Coordinate land use decisions with Sussex County and remain involved in County land use decisions made near the Town and its Growth Area.
- Work with Sussex County to update the Funding Strategy Area recommendations for parcels located within the Designated Growth Area.

XIV. IMPLEMENTATION OF THE COMPREHENSIVE PLAN

The tools possessed by the Town for the implementation of the Comprehensive Plan include zoning and other codes, annexation, utility extensions, capital improvement programming, Charter amendments, coordination with other agencies, marketing, promotion and special events, and periodic up-dating of the comprehensive plan.

A. ZONING AND OTHER LAND DEVELOPMENT CODES

The Comprehensive Plan recognizes the potential to prepare and adopt three new zoning districts, a new Limited Light Industrial District, distinct from the present Industrial District and more compatible with adjacent residential communities, a new Marine-Resources District and a new Mixed-Use Residential-Commercial District that would be situated in the surrounding areas where annexation could occur. Such districts must be crafted to make the permitted and conditional uses competitive with what can be allowed by Sussex County while creating protection to communities and businesses already situated within the Town's corporate limits.

Because of the location of potential new light industrial areas situated on parcels that will be adjacent to current and future residential development, the intent of the new Limited Light Industrial District would be to promote non-intrusive light industrial uses, where the production and storage of input materials or product output does not adversely impact adjacent or potential residential development. Such strategies as buffers, screening, enclosing materials, building size, lot coverage, lighting, security fencing must be woven into the new district.

The Town wishes to preserve the shoreline and the environmental setting of the Broadkill River and its tributaries but must balance these goals with private property rights and opportunities to provide amenities and employment opportunities. The intent of the new Marine-Resource District would be to create opportunities to preserve and protect the natural asset of the river, to improve access to the river and to create opportunities to capture the economic value of the river. Permitted uses in this new district should be designed to be compatible with the river, protective of its shoreline, and to promote the reasonable use of the environmental asset unique to the Town of Milton.

In the Growth Area of Milton, there will be opportunities to provide a wide mixture of housing uses and ownership along with chances to allow densities that would not be compatible with the existing Town Center and its surrounding neighborhoods. The Growth Area also could support expansion of necessary public facilities and services that are now constrained by the Broadkill River, the requirements of the Historic District, the availability of parking, and the distance from the arterial roadways such as SR 16 and SR 30. Also, since the parcels in the Growth Area are not in common ownership and will develop as market forces or personal circumstances dictate, a broader scale master planning effort seems appropriate to avoid developments that cannot be

woven into the fabric of the Town. Pedestrian, bicycle and vehicular connections among these parcels will be important to reduce the reliance on the arterial roadways.

Development procedures change with new techniques and market demand. The Town's Subdivision and Site Plan requirements must also adapt to new realities while protecting the Town's residents, businesses and infrastructure. The Town has approved the codification of its ordinances using General Code. Now that this process has been completed, the Town can review and update its ordinances to ensure that the goals stated in the Plan are achieved.

B. ANNEXATION

Annexation is an important tool to coordinate planned growth and expand Milton's economic and tax base. Annexation also requires land use decisions, zoning for conformance, and extensions of the town's roadway, public safety, street lighting and water systems. Comprehensive Plans and policies by both the State of Delaware and Sussex County emphasize that new development should be coordinated with existing incorporated places like Milton and with their developed infrastructure systems. Consequently, annexation where appropriate is viewed as an important tool.

Annexations must be consistent with the municipality's most recently adopted and certified comprehensive plan, Town Charter, and Town Code. They must be contiguous to the Town boundary. The Town must prepare a plan of services "indicating those services it expects to provide to the newly annexed area, how such services will be provided, and the fiscal and operating capabilities of the municipality to provide such services". The land must be zoned at the time of annexation with a zoning classification consistent with the adopted and certified Comprehensive Plan. The Town must follow the proper public notification requirements (including notification of impacted jurisdictions).

As a further guide to this procedure, the Comprehensive Plan includes a map (Exhibit G – *Future Land Use and Potential Expansion*) showing areas surrounding the Town of Milton that may be annexed in the future. The Town should actively discuss annexation with the owners and developers of sites within this area that are contiguous to Town boundaries whenever significant new residential subdivision or business development is proposed.

Where there is interest on the part of one or more property owners for annexation, the Town should implement its procedure for evaluation of the proposal to determine whether it is advantageous to the Town. Section 3 of the Town Charter establishes the procedure that the Town follows for annexation. All annexations within the State of Delaware must be consistent with the procedure found in 22 Delaware Code, §101.

The Area of Potential Expansion, depicted in Exhibit G, Appendix E, includes land outside the current town boundary. The Town envisions these parcels as areas for potential long-term expansion in the next ten years. The Town may choose not to annex all this land, rather this area includes lands that the Town could consider annexing, if they are contiguous and the Town's infrastructure can support them, and the annexation process is consistent with Delaware Code and the Town Charter. While the area is not completely consistent with the State Strategies for Policies

and Spending, the adoption of this Plan could cause the State to further amend the strategies boundaries in the future.

The Area of Potential Expansion includes lands east, northeast, north, northwest, south and southeast of the existing Town boundaries. However, the northeast area includes several farms that have sold development rights to the Agricultural Lands Preservation Foundation and several farms that have applied to sell their development rights. For this reason, annexations in this area may be inappropriate.

For areas to be annexed, the Town envisions a mix of residential and commercial uses, with the possibility of industrial uses that may be in an industrial park. A mix of commercial and residential uses is envisioned along SR 16, with the highway frontage as potential commercial development and residential uses behind the commercial areas. There are a few large parcels along SR 16 east and west of town that would be appropriate for the Large Parcel Development (LPD) overlay. This would allow both the developer and the Town the flexibility to ensure that the project fits well with the character of the Town. If land were annexed for an industrial park, this would be most appropriate west of town along the railroad tracks. The remainder of the land that could be annexed would probably be considered as mixed use residential and commercial development.

The availability of town services, such as police and water, is an important factor in the growth of Milton. As the Town grows through annexation and build-out of existing lands, these services must expand to provide a constant and where possible improved level of service for the current as well as the future residents and businesses within the Town.

In the long-term, the Town should develop plans to provide the infrastructure required to support the anticipated development that would come with annexation. In the short-term, the Town will be confined by the limitations of its existing infrastructure. The development pressure exists in the areas surrounding Milton, and the Town should strike a balance between development proposals and the possibility that developers may choose to seek approval from Sussex County. The result of development remaining in the County could be a strain on the Town's services, leaving the Town with no control over the development and relatively no revenue from it. The Town must be a partner with Sussex County, the Delaware Department of Transportation and nearby municipalities in the development of surrounding development proposals.

C. INTERGOVERNMENTAL COORDINATION

Many programs of the State of Delaware, Sussex County, the Federal government, the Nature Conservancy and other special districts or agencies can be of tremendous benefit to the Town of Milton. The town should continue to work and partner with these agencies, keeping them informed of town needs, coordinating land use planning efforts and understanding impacts, and taking advantage of funding opportunities to implement projects of benefit to Milton's citizens.

The town should coordinate its planning efforts with Sussex County's Planning and Zoning Office to assist in the implementation of the Town of Milton Comprehensive Plan with the most current *Sussex County Comprehensive Plan*, especially in matters of land use and zoning coordination,

referrals, natural resource protection, capital projects, services and information sharing on a continuous basis.

D. GRANTS AND LOANS

The policies, projects and recommendations of the Comprehensive Plan may also be implemented with the help of grants and loans from federal and state agencies or non-profit foundations. These grants and loans are available on occasion for public purpose projects in the areas of housing, urban revitalization, historic preservation, tourism, public infrastructure, transportation, and conservation of the natural environment. Increasingly, such grants and loans are made available on a competitive basis. Each is program is governed by its own funding guidelines.

E. MARKETING, PROMOTION AND SPECIAL EVENTS

The Town Council may consider forming a tourism committee to work with the Chamber of Commerce and other existing groups to promote the town to visitors and potential new residents. The Council's Economic Development Committee could assume lead responsibility and work with the Chamber of Commerce in encouraging downtown revitalization projects.

F. PERIODIC FACILITIES DEMAND STUDIES

As Milton's population grows and the Town experiences changes in demographics, as well as service area due to annexations, the Town will have to evaluate the available capacity of its facilities and services provided by its parks, open space, recreational facilities, sidewalks and trails, public safety, code enforcement and public administration with respect to the changes in demand

G. PERIODIC REVIEW OF THE COMPREHENSIVE PLAN

The Comprehensive Plan has been designed to provide general policy guidance for the Town over the next ten years. However, different elements of the Plan will change per different schedules and circumstances. The Town will need to review the Plan regularly to ensure that it remains current and relevant as a policy statement. General review will occur every five (5) years, not only of the Comprehensive Plan and its contents, but also of ordinances that permit land development. Over the five-year period, the Council should task the Planning and Zoning Commission to evaluate progress in implementing the Plan's projects and recommendations on a biennial basis.

APPENDIX A

DELAWARE STATEWIDE PLANNING GOALS

State of Delaware Cabinet Committee on State Planning Issues
Delaware Strategies for State Policies and Spending, 2015

Goal 1. Direct investment and future development to existing communities, urban concentrations, and designated growth areas.

Goal 2. Protect important farmlands and critical natural resource areas.

Goal 3. Improve housing quality, variety and affordability for all income groups.

Goal 4. Ensure objective measurement of long term community effects of land use policies and infrastructure investments.

Goal 5. Streamline regulatory processes and provide flexible incentives and disincentives to encourage growth in desired areas.

Goal 6. Encourage redevelopment and improve livability of existing communities and urban areas and guide new employment into under used commercial and industrial sites.

Goal 7. Provide high quality employment opportunities for citizens with various skill levels and attract and retain a diverse economic base.

Goal 8. Protect the state's water supplies, open spaces, farmlands and communities by encouraging revitalization of existing water and wastewater systems and the construction of new systems.

Goal 9. Promote mobility for people and goods through a balanced system of transportation options.

Goal 10. Improve access to educational opportunities, health care and human services for all Delawareans.

Goal 11. Coordinate public policy planning and decisions among state, counties and municipalities.

APPENDIX B

CITIZEN SURVEY RESULTS

At the initiation of the Comprehensive Plan Update, the Town of Milton's Planning & Zoning Commission conducted a survey of residents. The survey was well-received by the Town's residents with more than 20 percent of the Town's population participating and providing responses to some or all the questions posed. The Survey was conducted in fall 2014.

Among the highest recorded responses were the following:

Question	Percent	Total Responses
Attracting new businesses to Town	74	533
Tax incentives use to retain and attract businesses	75	520
Impose fines/fees on neglected properties	89	523
Addressing flooding in the Town Center	74	527
Preferred type of residential development—single family detached	69	518
Importance of increase in trails, bike paths, parks and open space	67	460
Town's greatest strength—Broadkill River (of seven choices)	47	455

APPENDIX C

PLUS REVIEW LETTER FROM OFFICE OF STATE PLANNING COORDINATION

The State of Delaware's Office of State Planning Coordination conducted a Preliminary Land Use Service (PLUS) review of the Town's 2010 Certified Comprehensive Plan as a basis for comments on the update. This review resulted from a meeting of State Agencies on March 26, 2014 and a letter response dated April 22, 2014.

APPENDIX D

ABBREVIATIONS and ACRONYMS

A.
AADT—Annual Average Daily Traffic
ADA—Americans with Disabilities Act of 1990, as amended
ADT—Average Daily Traffic
ADT—American Discovery Trail
ADU—Accessory Dwelling Unit

B.
BMP—Best Management Practice(s)
BOD—Biological Oxygen Demand

C.
CAA—Clean Air Act of 1990, as amended
CDBG—United States Community Development Block Grant
CHAD—University of Delaware's Center for Historic Architectural Design
CIP—Capital Improvements Program
CPCN—Certificate of Public Conveyance and Necessity
CPTED—Crime Prevention through Environmental Design
CWA—Clean Water Act of 1972, as amended

D.
DALP—Delaware Agricultural Lands Preservation Program
DART—Delaware Transit Corporation
DDPH—Delaware Division of Public Health
DelDOT—Delaware Department of Transportation
DNREC—Delaware Department of Natural Resources and Environmental Control
DSFM—Delaware Office of the State Fire Marshall
DSHA—Delaware State Housing Authority

E.
EMS—Emergency Medical Services
EPA—United States Environmental Protection Agency

F.
FEMA—United States Federal Emergency Management Agency

G.
GPD—Gallons per Day
GPM—Gallons per Minute

H.
HCM—Highway Capacity Manual
HDPE—High Density Polyethylene Pipe
HUD—United States Department of Housing and Urban Development

I.
IBC—International Building Code (currently 2012)

J., K.
L.
LA—Load Allocation (non-point source)
LDP—Large Parcel Development Zoning District
LIHTC—Delaware Low Income Housing Tax Credits
LOS—Level of Service

M.
MBR—Membrane Bio-Reactor
MOS—Margin of Safety
M-R—Marine Resources Zoning District
MR—Medium Density Residential, Sussex County Zoning District

N.
NCHRP—National Cooperative Highway Research Program
NPS—United States National Park Service, Department of the Interior
NRCS—Natural Resources Conservation Service, United States Department of Agriculture
NRHP—National Register of Historic Places

O.
ODW—Office of Drinking Water, Delaware Division of Public Health
OSPC—Office of State Planning Coordination

P.
PCS—Pollution Control Strategy
PLUS—Preliminary Land Use Service
PSC—Delaware Public Service Commission
PVC—Polyvinyl Chloride Pipe
P&Z—Town of Milton Planning and Zoning Commission

Q., R.
S.
SCD—Sussex Conservation District
SR—State Route followed by Route number

T.
TESI—Tidewater Environmental Services, Inc.
TID—Transportation Improvement District
TMDL—Total Daily Maximum Load

U., V.
W.
WLA—Waste Load Allocation (point source)

X., Y., Z.

APPENDIX E

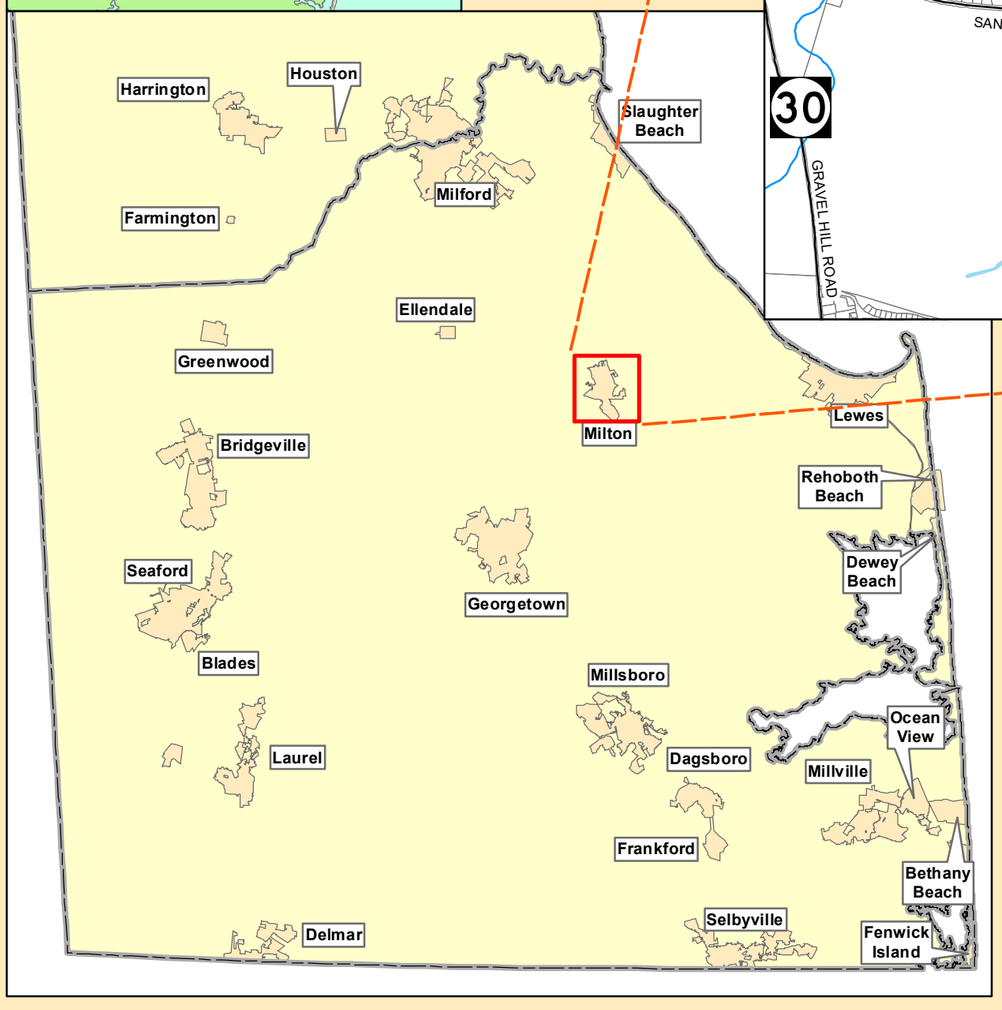
MAPPING EXHIBITS

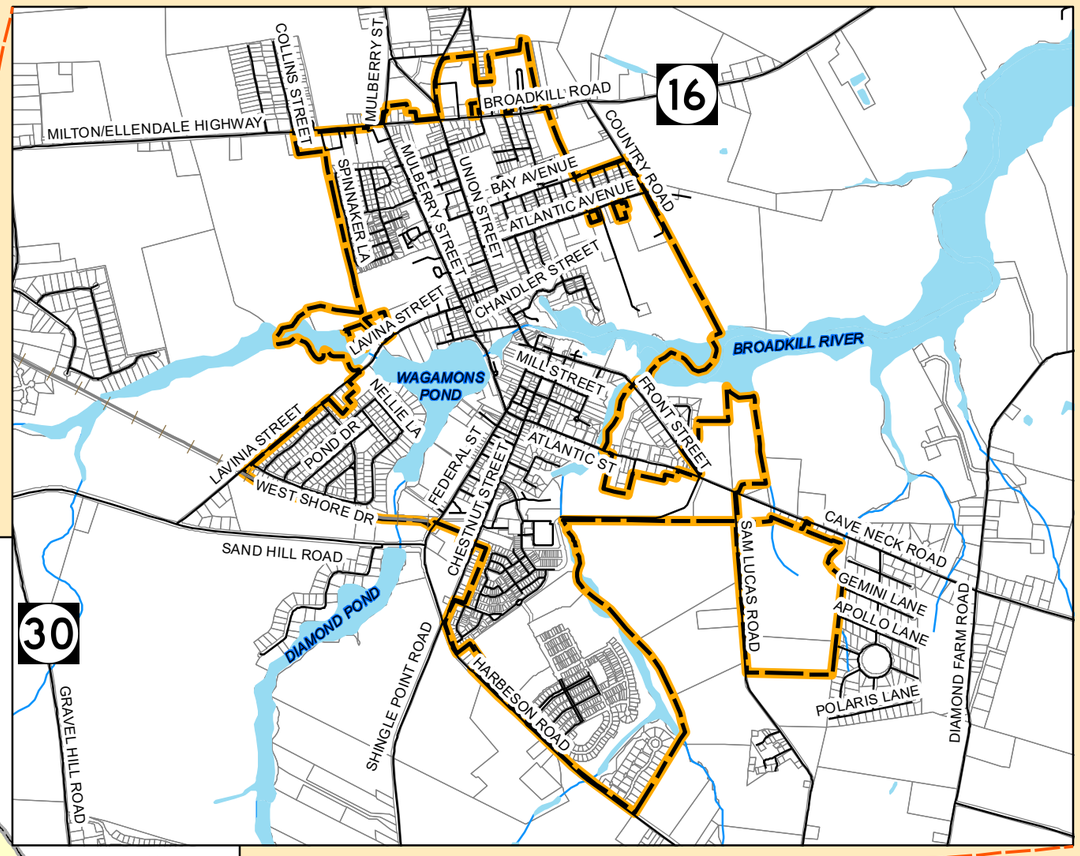
A. Regional View
B. Aerial View of Town (Ortho) 2012
C. Roads and Boundaries
D1. Natural and Environmental Lands
D2. Agricultural Lands
E. Existing Land Use
F. Existing Zoning
G. Future Land Use/Potential Expansion
H. State Strategies and Investment Levels, Agricultural Districts
I. Town Center
J. Historic Resources
K. Source Water Resources
L. Town of Milton Water System Map

Town of Milton, Delaware

Exhibit A: Regional View







- Roads
- Railroads or Tracks
- County Boundaries
- Streams
- Town Boundary
- Lakes, Ponds, Rivers
- Tax Parcels

Milton Comprehensive Plan 2018

0 800 1,600 3,200 4,800 6,400 Feet

(Upper right inset)

Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Water Areas: United States Geological Survey, National Hydrography Dataset

Note:
This map is a depiction of the best available information provided by the sources listed. Pennoni does not guarantee the accuracy of the data shown. Users of this map shall be responsible for verifying all information.

N

Pennoni 50th

Town of Milton, Delaware

Exhibit B: Aerial View (2017)



Town Boundary

Milton Comprehensive Plan 2018

0 500 1,000 2,000 3,000 4,000
Feet

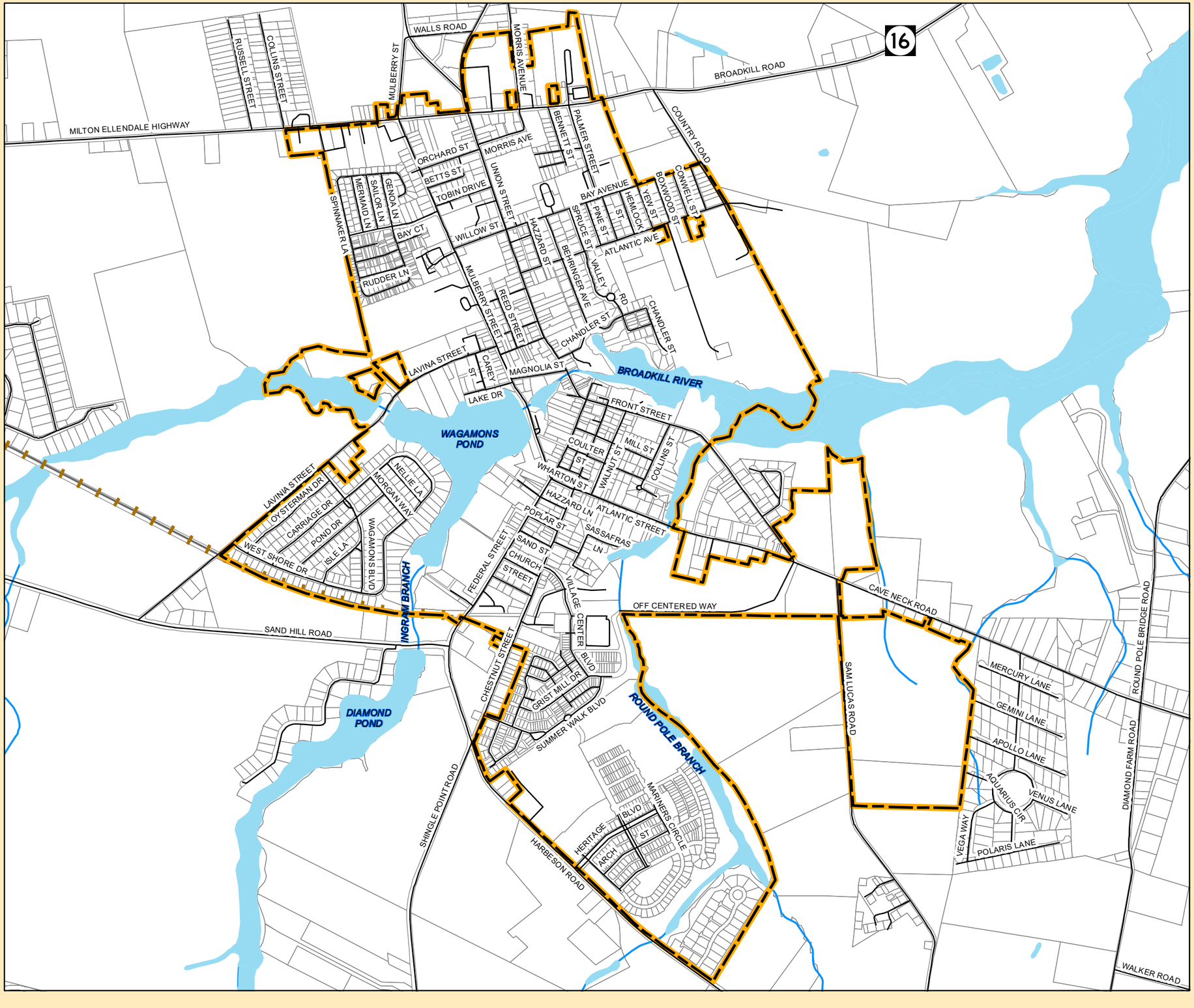
Sources:
Municipal boundaries: Delaware Office of State Planning Coordination
2017 Orthophoto: Surdex Corporation, Delaware FirstMAP

Note:
This map is a depiction of the best available information provided by the sources listed. Pennoni does not guarantee the accuracy of the data shown. Users of this map shall be responsible for verifying all information.

Pennoni

Town of Milton, Delaware

Exhibit C: Roads and Boundaries



Milton Comprehensive Plan 2018

- Roads
- Railroads or Tracks
- Streams
- Town Boundary
- Lakes, Ponds, & Rivers
- Tax Parcels

0 450 900 1,800 2,700 3,600 Feet

Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Water Areas: United States Geological Survey, National Hydrography Dataset

Note:
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N

Pennoni 50th

Town of Milton, Delaware

Exhibit D1: Natural and Environmental Lands

- Contours (5ft interval)
- Roads
- Railroads or Tracks
- Town Boundary
- Tax Parcels
- State Wetlands
- Excellent Recharge Areas

Flood Zones

- 100 Year, No BFE
- 100 Year, With BFE
- 500 Year

*BFE = Base Flood Elevation

Milton Comprehensive Plan 2018

0 450 900 1,800 2,700 3,600 Feet

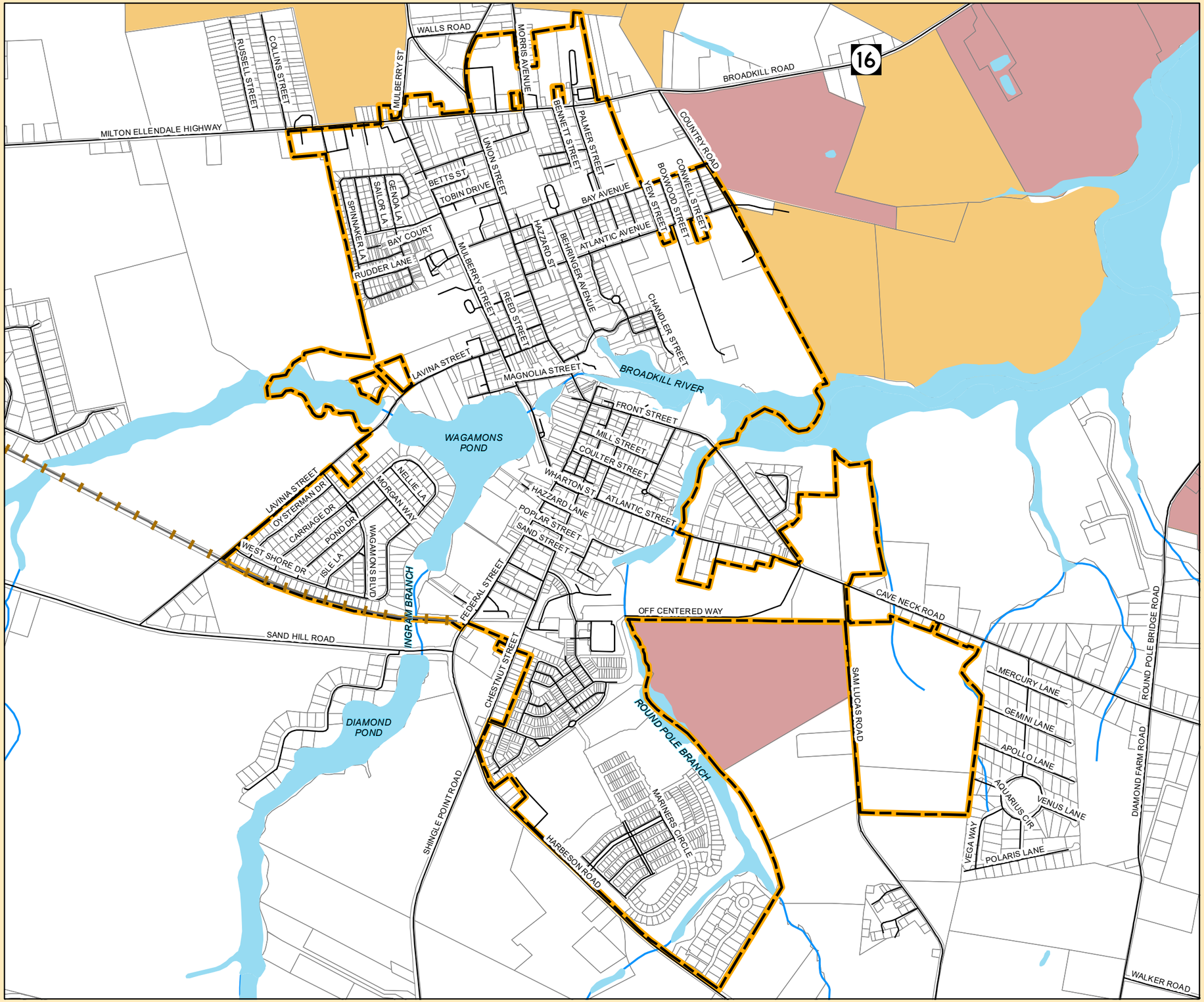
Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey (USGS)
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Recharge Areas: Delaware Department of Natural Resources & Environmental Control (DNREC), 2002
State Wetlands: Delaware Department of Natural Resources & Environmental Control (DNREC), 2007
Flood Zones: Federal Emergency Management Agency (FEMA), Flood Zone areas reference FEMA map numbers 10005C0166K & 10005C0168K, effective date March 16, 2015 and 10005C0164J & 10005C0165J, effective date January 6, 2005.
Contours: Quantum Spatial, Inc. & USGS

Note:
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Pennoni

Town of Milton, Delaware

Exhibit D2: Agricultural Lands



- Roads
- Railroads or Tracks
- Streams
- Town Boundary
- Lakes, Ponds, & Rivers
- Tax Parcels
- Agricultural Easements
- Agricultural Districts

Milton Comprehensive Plan 2018

0 450 900 1,800 2,700 3,600 Feet

Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Agricultural Districts: Delaware Department of Agriculture, 2013
Water Areas: United States Geological Survey, National Hydrography Dataset

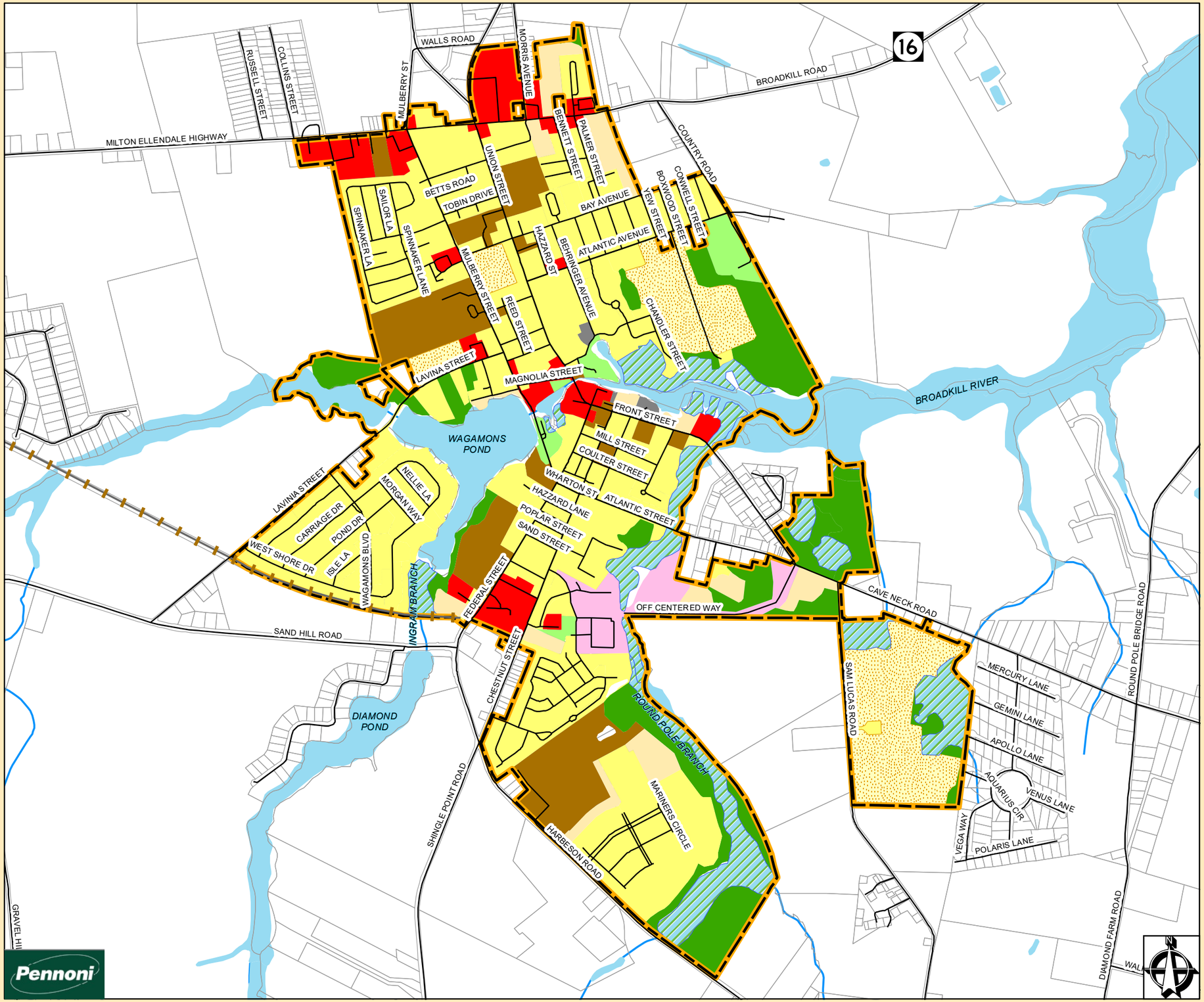
Note:
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N

Pennoni 50th

Town of Milton, Delaware

Exhibit E: Existing Land Use



Milton Land Use

- Roads
- Railroads or Tracks
- Streams
- Town Boundary
- Lakes, Ponds & Rivers

- Cropland / Residential
- Forest
- Other Open Land
- Industrial
- Institutional
- Residential
- Wetlands
- Parks
- Commercial
- Utilities

Milton Comprehensive Plan 2018

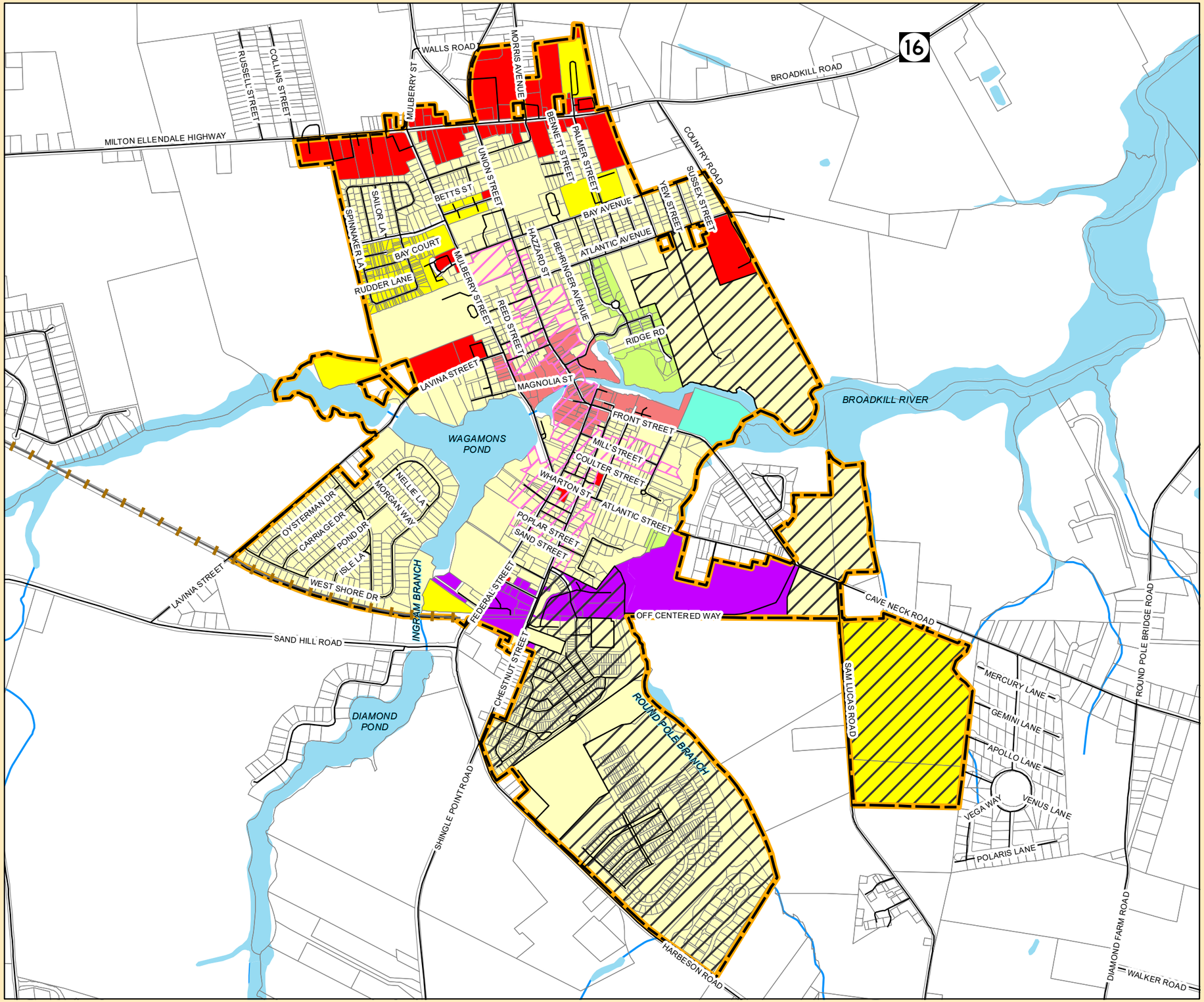
0 450 900 1,800 2,700 3,600 Feet

Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Water Areas: United States Geological Survey, National Hydrography Dataset
Land Use: Aerial Information Systems, Inc. & Delaware Office of State Planning Coordination

Note:
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Town of Milton, Delaware

Exhibit F: Existing Zoning



Roads

Railroads or Tracks

Streams

Town Boundary

Tax Parcels

Lakes, Ponds, & Rivers

Milton Zoning

- C1
- LI1
- M-R
- R1
- R2
- R3
- TC
- HPD-OD
- LPD

Milton Comprehensive Plan 2018

0 450 900 1,800 2,700 3,600 Feet

Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Water Areas: United States Geological Survey, National Hydrography Dataset
Zoning: Town of Milton

Note:
This map is a depiction of the best available information provided by the sources listed. Pennoni does not guarantee the accuracy of the data shown. Users of this map shall be responsible for verifying all information.

Pennoni

Town of Milton, Delaware

Exhibit G: Future Land Use / Potential Expansion

- Growth Area Boundary
- Roads
- Railroads or Tracks
- Town Boundary
- Tax Parcels
- Agricultural Easements
- Agricultural District (Overlay)
- Agricultural Districts
- Lakes, Ponds & Rivers
- Streams

Growth Areas

- Commercial
- Marine Resource
- Permanent Open Space
- Residential
- Limited Light Industrial
- LPD
- Mixed Use - Residential/ Commercial

Milton Comprehensive Plan 2018

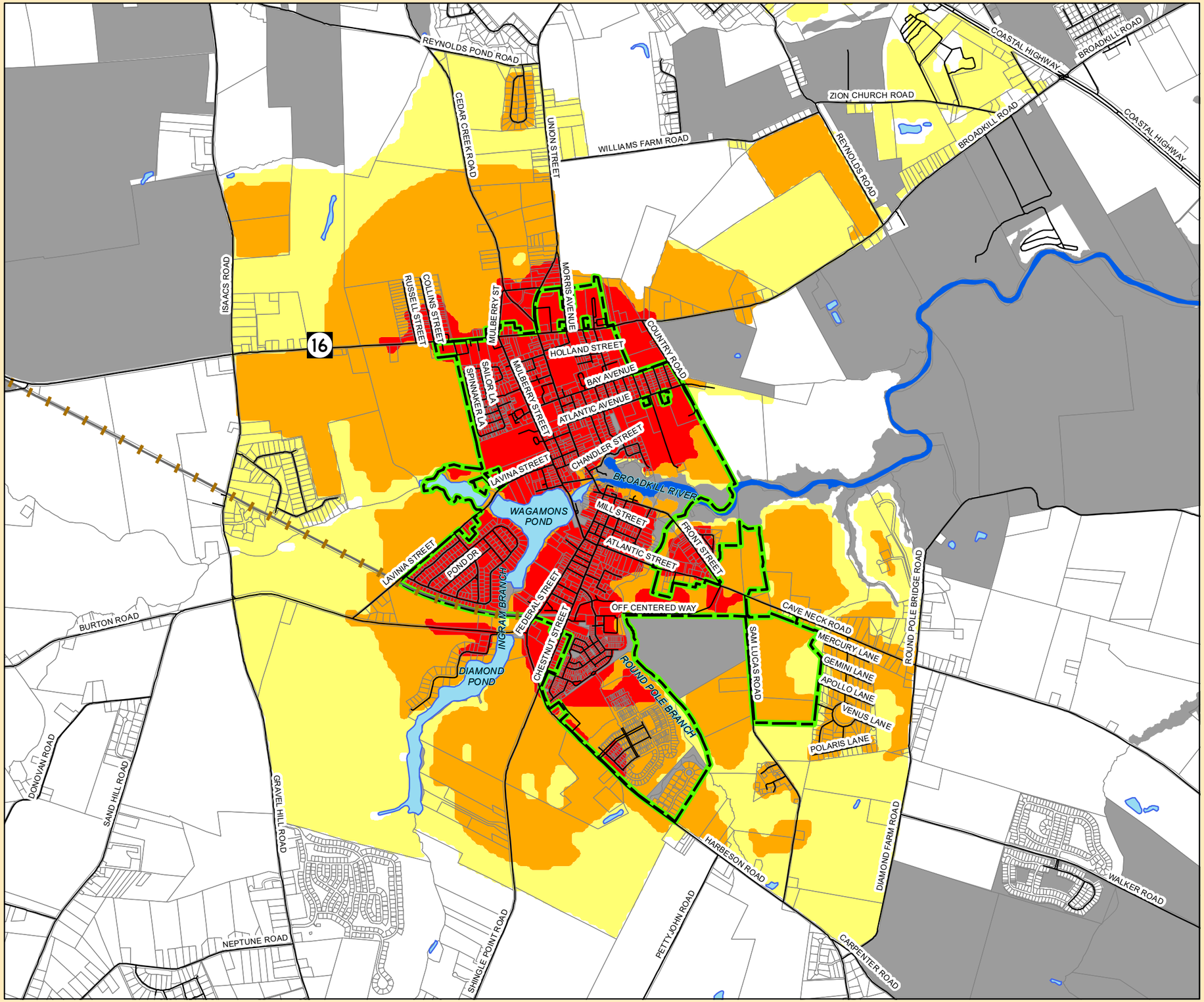
Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Water Areas: United States Geological Survey, National Hydrography Dataset
Growth Areas: Town of Milton
Agricultural Districts/Easements: Delaware Department of Agriculture

Note:
This map is a depiction of the best available information provided by the sources listed. Pennoni does not guarantee the accuracy of the data shown. Users of this map shall be responsible for verifying all information.

Commercial
Commercial
Residential
Residential
Residential
REYNOLDS POND ROAD
CEDAR CREEK ROAD
UNION STREET
WILLIAMS FARM ROAD
ZION CHURCH ROAD
REYNOLDS ROAD
BROADKILL ROAD
ISAACS ROAD
16
MULBERRY ST
MORRIS AVE
COUNTRY ROAD
HOLLAND ST
BAY AVENUE
ATLANTIC AVE
MULBERRY STREET
CHANDLER STREET
BROADKILL RIVER
WAGAMONS POND
MILL STREET
ATLANTIC STREET
FRONT STREET
LAVINIA STREET
POND DR
INGRAM BRANCH
FEDERAL STREET
CHESTNUT STREET
OFF CENTERED WAY
GAVE NECK ROAD
MERCURY LANE
GEMINI LANE
APOLLO LANE
VENUS LANE
POLARIS LANE
SAM LUCAS ROAD
ROUND POLE BRIDGE ROAD
ROUND POLE BRANCH
DIAMOND POND
BURTON ROAD
SAND HILL ROAD
GRAVEL HILL ROAD
NEPTUNE ROAD
HARBESON ROAD
DIAMOND FARM ROAD
0 700 1,400 2,800 4,200 5,600 Feet

Town of Milton, Delaware

Exhibit H: 2015 State Strategies



- Roads
- Railroads or Tracks
- Town Boundary
- Lake/Pond
- River/Stream
- Tax Parcels

Investment Level

- Level 1
- Level 2
- Level 3
- Level 4
- Out Of Play

Milton Comprehensive Plan 2018

0 750 1,500 3,000 4,500 6,000 Feet

Sources:
Roads: Delaware Department of Transportation centerline file
Railroads: United States Geological Survey
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Investment Levels: Delaware Office of State Planning Coordination

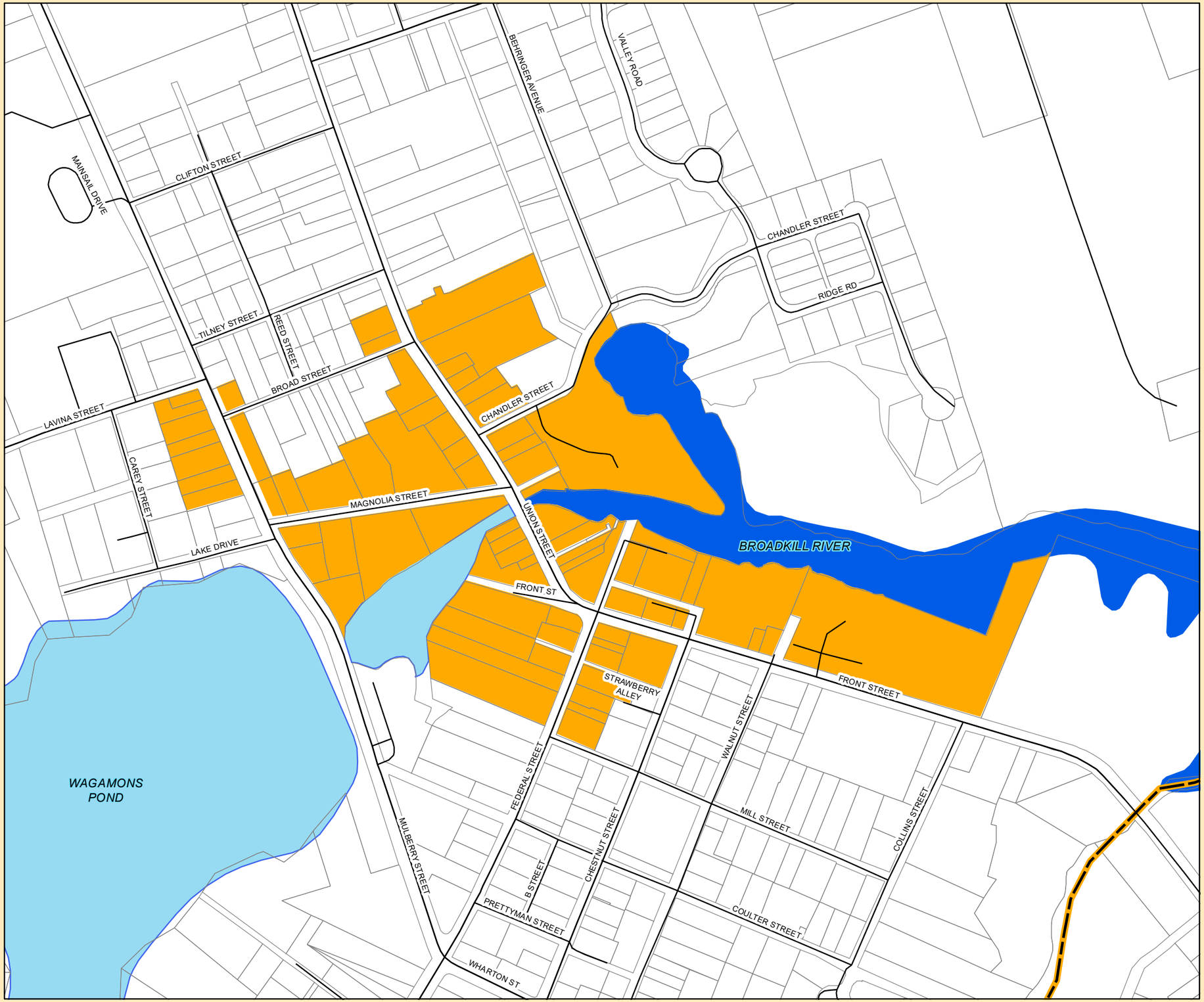
Note:
This map is a depiction of the best available information provided by the sources listed. Pennoni does not guarantee the accuracy of the data shown. Users of this map shall be responsible for verifying all information.

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Pennoni

Town of Milton, Delaware

Exhibit I: Town Center



Roads
Town Boundary
Tax Parcels
Town Center
Lake/Pond
River/Stream

Milton Comprehensive Plan 2018

0 100 200 400 600 800
Feet

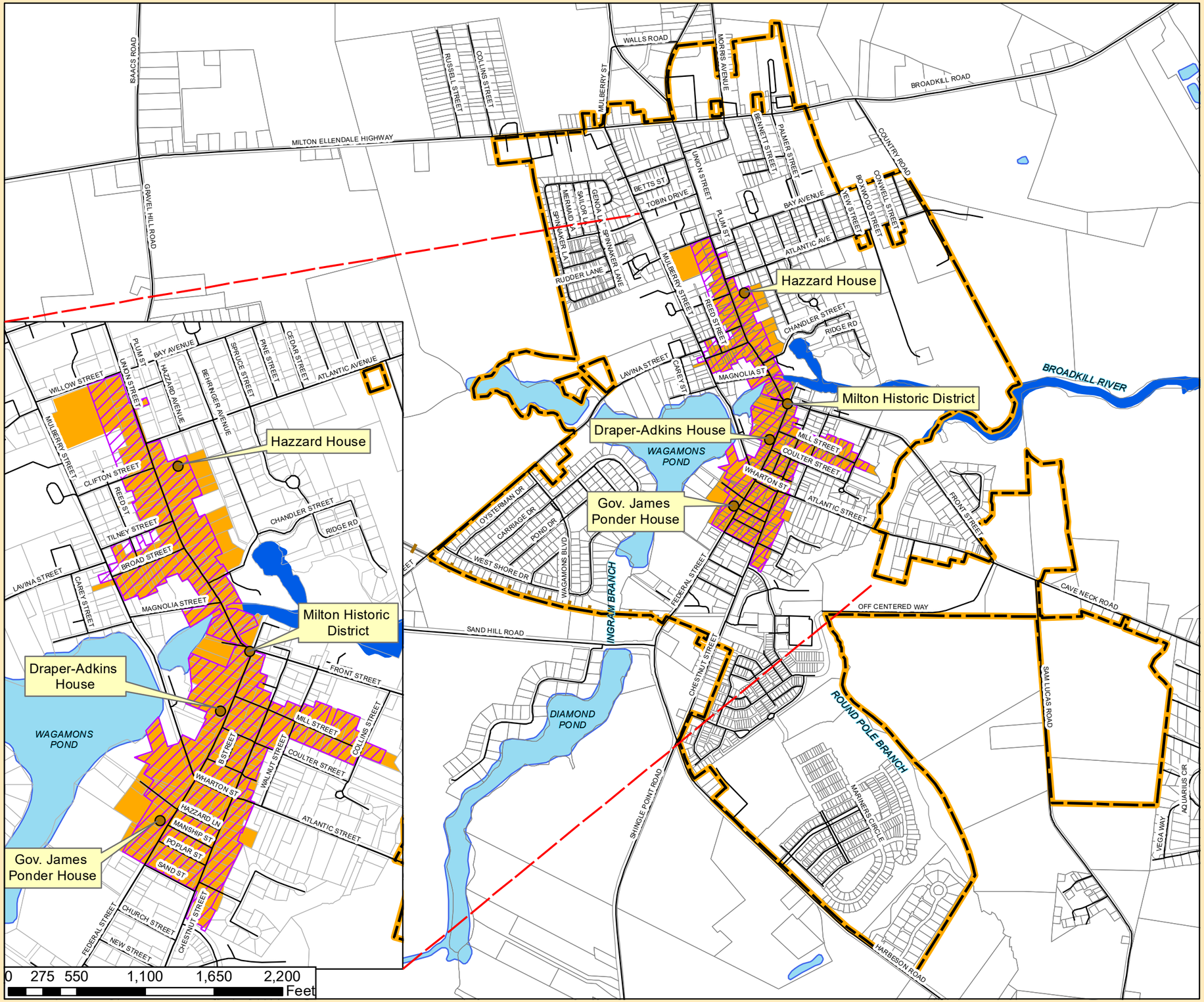
Sources:
Roads: Delaware Department of Transportation centerline file
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Town Center: Town of Milton
Water Areas: United States Geological Survey, National Hydrography Dataset

Note:
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Town of Milton, Delaware

Exhibit J: Historic Resources



- National Register of Historic Places
- Roads
- Town Boundary
- Railroads or Tracks
- Tax Parcels
- National Historic Districts
- Milton Historic District
- Lake/Pond
- River/Stream

Milton Comprehensive Plan 2018

0 450 900 1,800 2,700 3,600 Feet

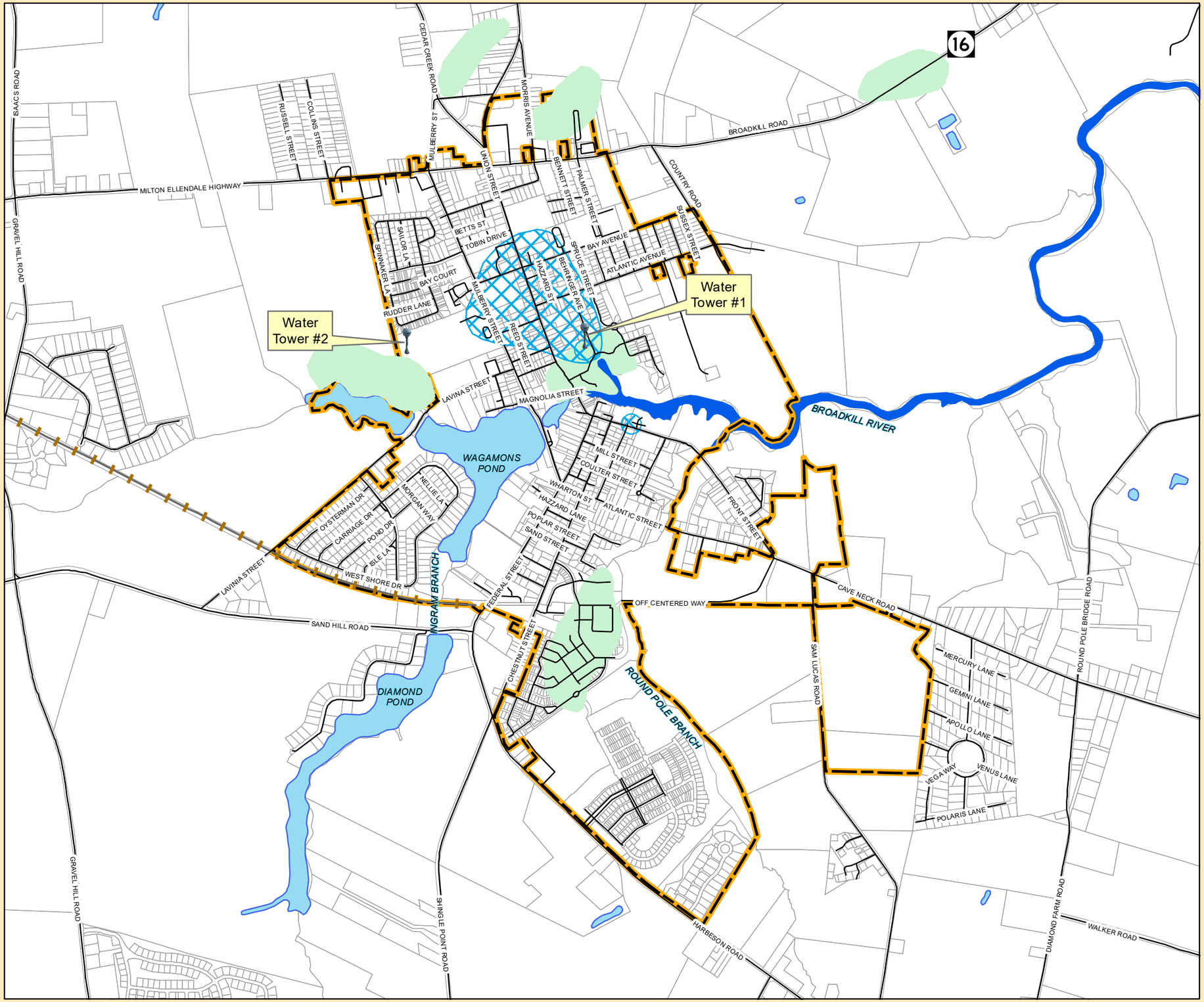
Sources:
Roads: Delaware Department of Transportation centerline file
Tax Parcels: State of Delaware FirstMAP state tax parcels
Municipal boundaries: Delaware Office of State Planning Coordination
Historic District: Town of Milton
Hisotric Places: National Park Service
National Historic Districts: National Register of Historic Places, Delaware FirstMAP
Water Areas: United States Geological Survey, National Hydrography Dataset

Note:
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Town of Milton, Delaware

Exhibit K: Source Water Resources



- Roads
- Railroads or Tracks
- WellHead Protection Areas
- Excellent Recharge
- Town Boundary
- Lake/Pond
- River/Stream
- Tax Parcels
- Water Towers

Milton Comprehensive Plan 2018

0 500 1,000 2,000 3,000 4,000 Feet

Sources:
Excellent Groundwater Recharge areas: DNREC
WellHead Protection areas: DNREC
Roads: Delaware DelDOT centerline file
Tax Parcels: State of Delaware FirstMap

Notes:
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Town of Milton, Delaware

Exhibit L: Town of Milton Water System Map

Settings:
- Tank water levels: Full
- Well pumps: On

Mulberry Street Elevated Storage Tank

Chandler Street Elevated Storage Tank & Treatment Building

Well #5

WAGAMONS POND

DIAMOND POND

INGRAM BRANCH

ROUND POLE BRANCH

BROADKILL RIVER

Well

Tank

Hydrants - Actual Flow (GPM)
- 0 - 249
- 250 - 499
- 500 - 999
- 1000 - 1499
- 1500 - 4359

Water Mains - Size
- 4"
- 6"
- 8"
- 10"
- 12"

Roads
Railroads or Tracks
Town Boundary
Lake/Pond
River/Stream
Tax Parcels

Milton Comprehensive Plan 2018

0 500 1,000 2,000 3,000 4,000 Feet

Sources:
2013 Hydrant Flow Tests: Town of Milton
Water Mains: Town of Milton/Pennoni
Roads: Delaware DelDOT centerline file
Tax Parcels: State of Delaware FirstMap

Notes:
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