

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 than 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 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 which 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 which equates to approximately 1.3 jobs per household which indicates 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 and, through the expanded tax base, implement the goals of the Town's Comprehensive Plan. 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.

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 which 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 which include more which 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 DeIDOT 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 will 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-around accessibility due to its location near the Beach communities and within Sussex County.
- Promote the Town during scheduled events which 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

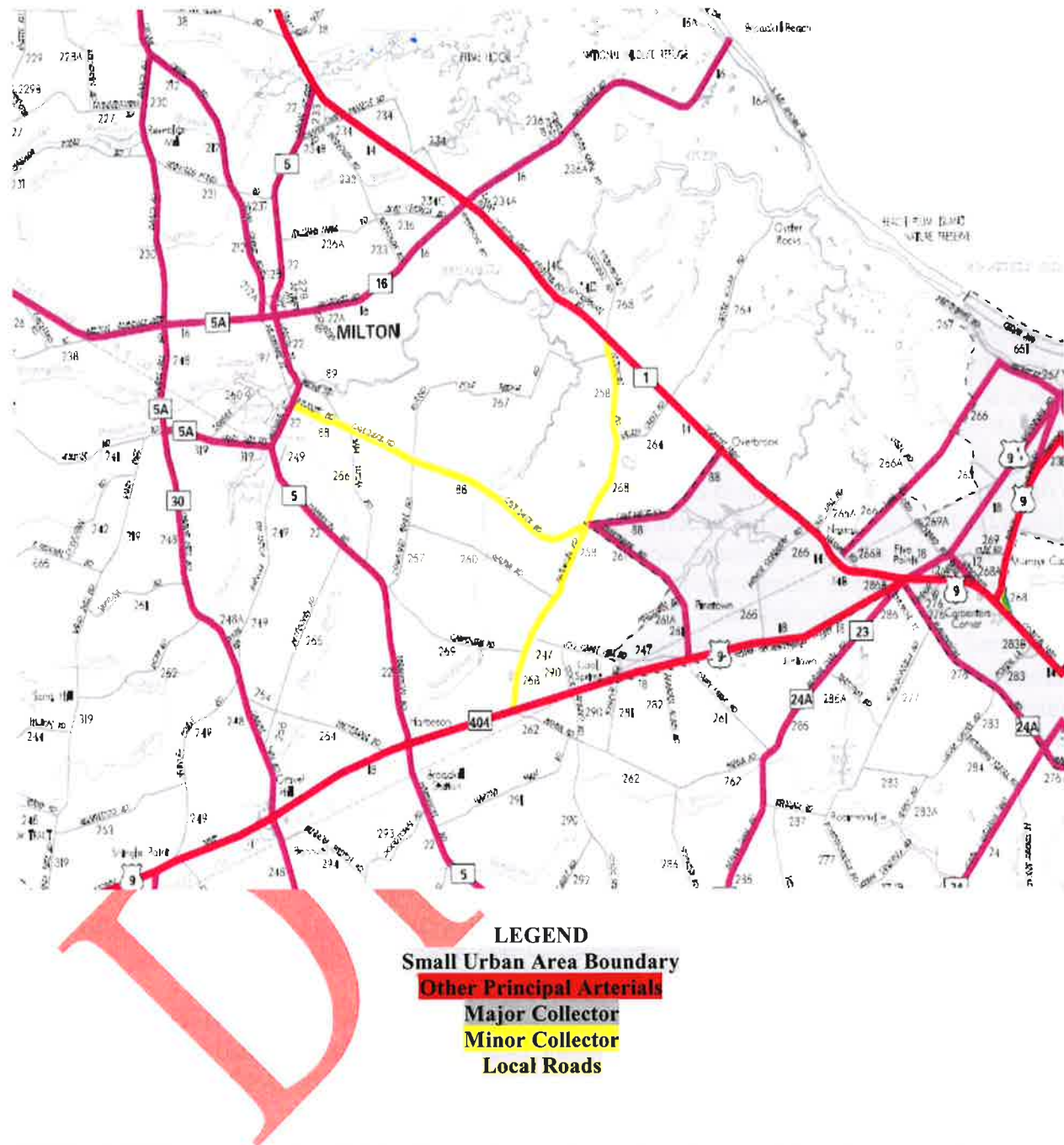
north-south arterial facilities such as US 113 and State Road 1, the important roadways that connect these facilities carry both regional travel and local traffic.

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. The amount of roadway capacity is a result of a balance between local access which creates conflicting traffic movements (turns, slower operating speeds) and vehicular mobility which operates more efficiently when these conflicts or fluctuations in speed are kept to a minimum. Higher functioning (more capacity) roadways such as freeways (all access at controlled points such as interchanges) and expressways (nearly all significant access is permitted at interchanges, but some access is allowed via signalized intersections) can carry more traffic per lane per hour when access to these roadways is minimized such as only permitting traffic to enter or exit the facility at grade-separated interchanges spaced at distances of a mile or greater. Arterials whose function is to convey larger volumes of traffic over greater distances typically limit access to collector roads or major traffic attractors such as shopping centers. Collectors function to carry more localized traffic shorter distances at lower speeds providing connections between neighborhoods with frequent access and more major roadways such as arterials. Local streets carry traffic into and through neighborhoods providing connections to collector roadways. 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



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/Beach Highway/Broadkill Road (State Route 16), the Broadkill Pike, 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 currently by slightly less than 10% 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 Beach 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.

SR 16				
From/To	2001	2008	2015	Pct Chg
Rd 227-SR 5	4000	5300	7100	34%
SR 5 –SR 1	3500	5300	6200	17%

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 which 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.

SR 5

From/To	2001	2008	2015	Pct Chg
SR 1 – SR 16	2500	2500	3400	36%
SR 16 – Front ST	3900	4000	5200	30%
Front ST – S Town Limits	4100	3400	5100	50%
S Town Limits- Rd 249-	3700	3700	4700	27%

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.

SR 30

From/To	2001	2008	2015	Pct Chg
CR 212 – SR 16	1700	2800	3200	14%
SR 16 – SR 319	3100	5100	3300	-35%
SR 319 – SR 249	1600	3400	4800	41%

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 (Route 1)/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 Blue Diamond Lines statewide transit

service from Wilmington to Rehoboth Beach uses Atlantic Street/Cave Neck Road (CR 88) for the Milton-Lewes leg of its route.

CR 88				
From/To	2001	2008	2015	Pct Chg
Federal ST – Chestnut ST	2589	2172	2900	34%
Chestnut ST – Town Limits SE	2430	2739	4400	63%
Front ST – SR 1	2601	2599	4400	69%

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.

CR 212				
From/To	2001	2008	2015	Pct Chg
SR 16 – SR 230	2347	2364	2900	21%

Source of traffic volumes is DelDOT website

DelDOT, Sussex County and Town of Milton representatives have identified the following intersection changes and improvements for Milton's roadway system. In carrying out its statewide transportation program, DelDOT is applying a new access management policy 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.

1. Coastal Highway (SR 1) and Beach Highway/Broadkill Road (SR 16) intersection. DelDOT undertook a rebuilding of this intersection to increase its capacity. The construction involved extending the left turn lanes in the north and southbound directions. A grade-separated interchange is planned for this intersection; however, the project is currently unfunded for final design and construction.
2. Coastal Highway (SR 1) and Union Street Extended (SR 5) intersection. Once the interchange project is complete at Beach Highway/Broadkill Road (Route 16) and Coastal Highway (Route 1), DelDOT plans to permanently close this intersection to northbound traffic. The intersection will henceforth be limited to “right in, right out” turning movements. This change is part of DelDOT’s Coastal Highway (Delaware Route 1) “Corridor Preservation Program.” The time table for this project is unknown because it is dependent on the completion of the Coastal Highway (Route 1) and Beach Highway/Broadkill Road (Route 16) interchange, which is currently unfunded for final design and construction.
3. Cedar Creek Road (SR 30) and Coastal Highway (SR 1) intersection. Wilkins Road (County Road 206) provides the connecting link between Cedar Creek Road (Route 30) and Coastal Highway (Route 1) near Milford. Identified in the 2010 Comprehensive Plan, this segment has been constructed and is open to traffic.
4. Sand Hill Road (CR 319) and Gravel Hill Road (SR 30). Turning radius improvements were completed at this intersection to implement the truck bypass plan. Presently, the intersection turning volumes do not warrant removing the beacon and installing a fully-phased traffic signal.
5. Gravel Hill Road (SR 30) and Beach Highway/Broadkill Road (SR 16) intersection. Increasing the length of turning lanes and reducing the skew of the southbound approach at this intersection would reduce crash potential and increase capacity to support probable development occurring along the Town’s periphery or growth area.
6. Seashore Highway (US Route 9) and Dairy Farm-Greenbrier Road (CR 261) intersection. Funded for construction in FY 16, this intersection was improved by construction of turn lanes on each approach, plus relocating Log Cabin Road’s intersection with Greenbrier further from its intersection with US Route 9. The project is complete and open to traffic.
7. DuPont Boulevard (US Route 113) and Milton-Ellendale Highway (SR 16) intersection. DelDOT will initiate planning and preliminary design studies to ultimately construct an interchange at this location. The project is currently funded only for Planning.
8. Harbeson Road (SR 5) at Seashore Highway (US Route 9) intersection. DelDOT has identified funds to finalize design, acquire right-of-way and to construct intersection improvements at this location with construction funded in FY 19.
9. Coastal Highway (SR 1) and Cave Neck Road (Road 88) intersection. DelDOT has identified funds to initiate planning and preliminary design for an interchange to replace the current unsignalized intersection with planning to begin in FY 19.

Level of Service (LOS)

Like other transportation agencies, the Delaware Department of Transportation uses Level of Service (LOS) designations to determine how roadways operate to serve the needs of the traveling public. DelDOT requires that jurisdictions recommend which LOS is preferred and adopt that LOS in their Comprehensive Plans.

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, parking solutions may need to consider structured facilities, such as a parking deck.

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 which must 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.

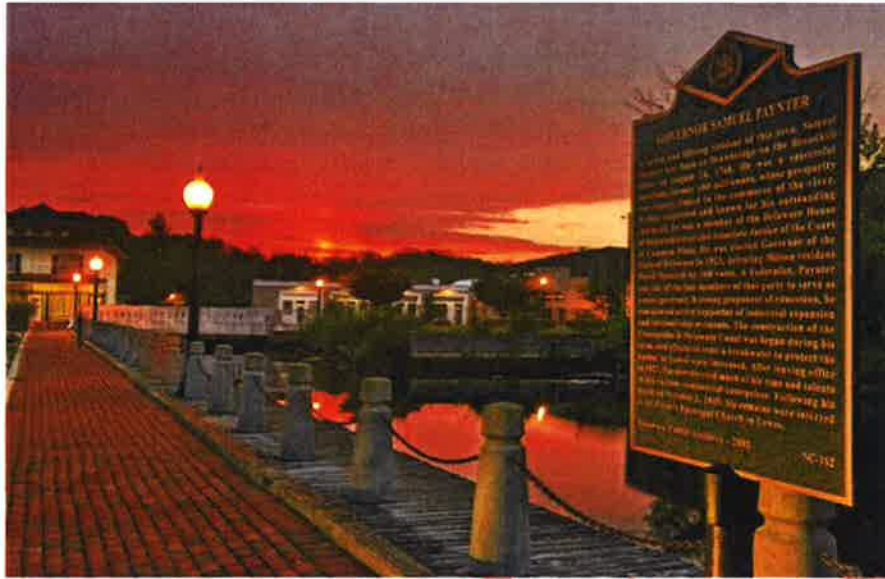
Milton Area Greenway and other Bicycle Routes

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, a segment of Governors' Walk has been completed, and it now 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, requires 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

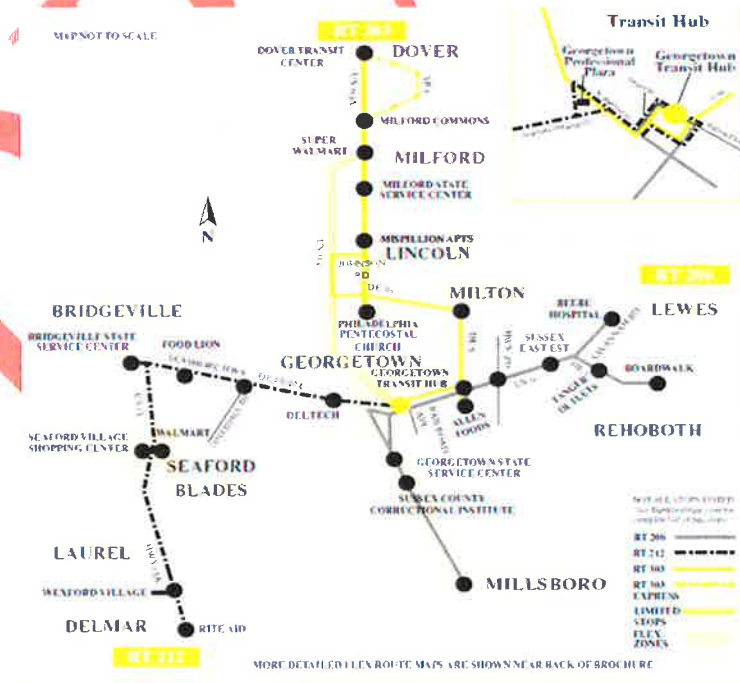
Milton is connected to Georgetown, Milford and Dover via the 303 Route operated by DART. This route operates on very long headways (time lapses between buses at a stop) and does not offer traditional suburban 30 or 45-minute service which is the standard needed to support commuter travel. Research shows 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 in 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.*

- Determine 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, 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 promote 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 which 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	H.O. 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, which includes 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 Town Park on the Broadkill River in the Town Center and Mill Park on 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 but it 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.

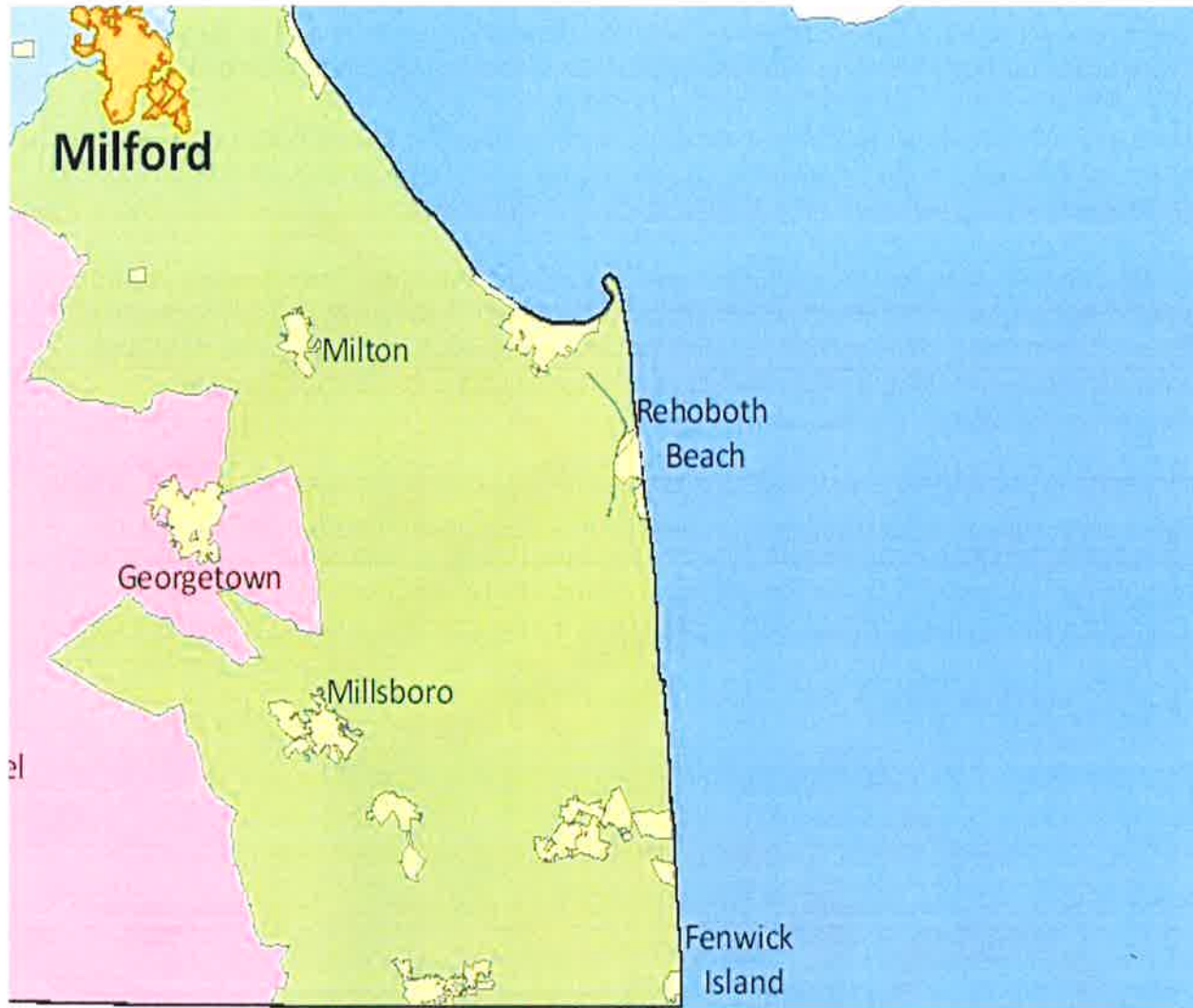


In 2008 and 2009, a major renovation was done in Memorial Park, replacing all playground facilities with new state-of-the-art equipment, providing new brick walkways, a larger gazebo, and all new picnic tables, benches and grills. This “new” park on the riverfront provides numerous opportunities for 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 both the Milton Memorial Town Park and Wagamon’s Pond.

The Delaware Department of Natural Resources and Environmental Control (DNREC) prepared the Delaware Statewide Comprehensive Outdoor Recreation Plan (SCORP) which evaluates needs for planning and development of recreational uses throughout the State which segmented into five zones. The Town of Milton is located within Zone 5 (represented in GREEN below) which is comprised of 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 in its newer subdivisions. Signage and local vigilance are keys to the program's success throughout the Town.

As the Town develops and the 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 officers and fire fighters, and as a volunteer entity, is 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.

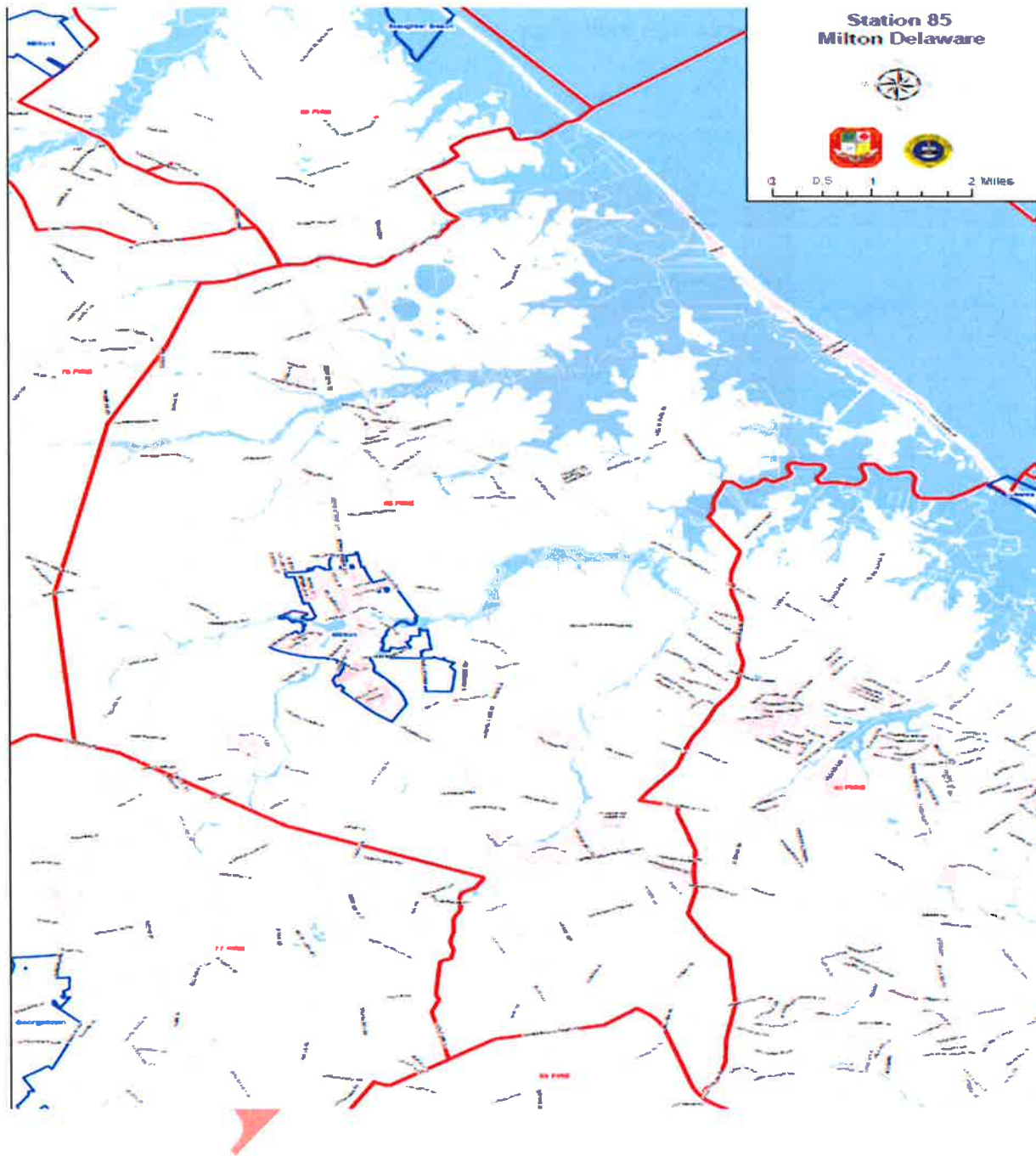
The Company is one of twenty-one volunteer fire departments located within Sussex County, along with the Emergency Operations Center and Emergency Medical Services units. It maintains mutual aid agreements with each of the other Sussex County companies well as statewide agreements.



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 which could reduce response times, as well as add expansion capabilities to the Company. Due to land holdings in the Town, Company 85 also can expand on its current site by adding two new bays to house fire apparatus and equipment.

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 areas connecting the facilities to the communities they serve.
- Conduct a study of park and public open space to develop a ratio between the current population demand and existing supply of services and land. Evaluate that ratio against comparable municipalities and services to determine whether that ratio meets accepted standards
- 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.
- Develop a list of CPTED initiatives that would be included in the Town's zoning, site planning, subdivision, redevelopment and economic development activities. At a minimum, these initiatives should address lighting, security hardware, street and building access control, visibility and landscaping.
- Promote the establishment of Neighborhood Watch Programs in each new residential subdivision as it becomes settled.
- Encourage the Neighborhood Watch Program throughout the Town.
- Keep Company 85 apprised 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 and approval of any variance from current street design standards.
- Conduct public safety requirements study with assistance and guidance from the Police Department and Fire Company to determine ten and twenty-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). This study should establish a baseline relationship between the size of the agencies and the Town and service area population.
- 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 study in cooperation with property owners of 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, which was 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 month, July 2015, 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 which 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:

$$\text{Storage Volume} = (\text{fire flow} \times \text{duration}) + 2\%$$

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. Within the existing distribution system some older water mains are primarily used to deliver water for domestic demand and do not provide fire protection. 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.

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, TESI has spent over \$2M in improvements 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 US Environmental Protection Agency (EPA) and the Delaware Natural Resources and Environmental Control (DNREC) limiting the discharge via outfall pipe into the Broadkill River of biological oxygen demand (BOD), suspended solids, total nitrogen and total phosphorous, both on a daily and a twelve-month cumulative average basis.



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