

Planning for Complete Communities in Delaware

Summary Report to the City of Milford

Complete Communities

DELAWARE
CITY OF **MILFORD**
PILOT PROJECT

attractive, inclusive,
efficient, healthy &
resilient places

December 2012

written by

Marcia Scott and Natasha Nau

with contributions by

Christopher Anderson

project co-managed by

Marcia Scott and Theodore Patterson



**Institute for Public Administration
School of Public Policy & Administration
College of Arts & Sciences
University of Delaware**

www.ipa.udel.edu

serving the public good, shaping tomorrow's leaders

in collaboration with the

Delaware Office of State Planning Coordination

and funded by the

Delaware Department of Transportation

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Preface

Delaware, like the rest of the nation, continues to be challenged by shifts in the housing market, changing demographics, and an uneven economy. To respond to these challenges, Delaware jurisdictions will need to plan for and manage growth, design attractive and walkable communities, reinvest in downtown cores, protect natural and environmental resources, plan for efficient land use, and provide multimodal transportation and housing choices while striving to maintain the character and sense of place that makes each Delaware town and city unique.

To support wise land-use decisions and encourage economic development, transportation and housing choices, a healthy environment, and strong communities, the Institute for Public Administration (IPA) at the University of Delaware embarked on a project to develop a framework to plan for Complete Communities in Delaware.

This project builds upon an existing partnership with our colleagues at the Delaware Department of Transportation (DelDOT) and the Delaware Office of State Planning Coordination (OSPC). It provided an opportunity for our project partners, colleagues, and community leaders working on transportation, land-use, healthy communities, and community sustainability issues to learn what works and how to strengthen our critical alliances.

To determine how complete communities can be achieved in Delaware, two pilot communities were selected—one of which was the City of Milford. The City's administrative staff chose a diverse group of stakeholders who were invited to attend a series of facilitated outreach workshops. An overall project report will be prepared, which will be made available on the publications section of IPA's website as well as the Planning for Complete Communities in Delaware website (*completecommunitiesde.org*).

We sincerely appreciate the time commitment and support of those involved working with the pilot communities who contributed to the success of this project. IPA's plan is to transform learning lessons and outcomes from this project into a future project phase. Plans are to initiate development of an online Delaware Complete Communities Planning Toolbox to build local-government capacity with new planning approaches, implementation tools, and community-engagement strategies. We hope our work will help Delaware local governments build livable and resilient communities while preserving the many characteristics that make each community unique, healthy, and prosperous.

Jerome R. Lewis, Ph.D.
Director, Institute for Public Administration

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Bob Connelly, Milford Economic Development Advisory Panel (EDAP) member

Joan Lofland, Milford Museum Commissioner

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Executive Summary

In January 2012, the University of Delaware's Institute for Public Administration (IPA) initiated a project titled *Formulating a Framework to Plan for Complete Communities in Delaware*, which was funded by DelDOT and conducted in collaboration with OSPC. To determine how complete communities may be achieved in Delaware, two pilot communities were selected—one of which was the City of Milford. Milford stakeholders were identified, selected, and invited to attend three facilitated workshops. This *Summary Report to the City of Milford* provides a synopsis of Milford Complete Communities workshop outcomes, provides an in-depth exploration of topics identified by stakeholders, and suggests a path forward for City of Milford officials.

To initiate the project, IPA developed a comprehensive outreach strategy and launched a *Planning for Complete Communities in Delaware* website (completecommunitiesde.org). Workshops were designed to solicit stakeholder input on 1) what constitutes a complete community, 2) how can complete communities be achieved in Delaware, and 3) what are the barriers that may impede the movement toward complete communities. Workshop outcomes may be found on the Milford workshops page on the Planning for Complete Communities website (completecommunitiesde.org/pilots/milford/workshops).

IPA worked to ensure practical application of workshop outcomes. To achieve this, IPA conducted an analysis of Milford's planning-related documents, considered themes identified by stakeholders, and assessed outcomes of the Milford Visual Preference Survey. Community-specific issues were identified and served as the basis for facilitated exercises in Milford's Workshop #3. Following this workshop, IPA prepared five 30-in. x 40-in. geographic information systems (GIS) maps, which appear in Appendix B, using input from stakeholders regarding 1) Milford's walkability to local destinations and "great places," 2) bikeability, 3) possible destinations/routes for a Milford public-transit shuttle or trolley, 4) gateways, and 5) historic sites and districts.

In addition, IPA prepared an ArcGIS Online Milford Historic Preservation District Map (<http://bit.ly/QZG6zb>), which can be used for historic-preservation planning. Descriptive information and locations of landmarks was gathered (Appendix C) and used to prepare an online Milford Historic Landmarks Google Earth Map. IPA also conducted an in-depth review of Milford-specific topics. Follow-up is recommended on topics such as historic preservation, including Milford's potential role in the Delaware Byways Program and use of electronic mapping for historic-preservation purposes; economic development, including Milford's potential to capitalize on heritage and eco-tourism and the economic value of the Mispillion River Watershed; and community character, image, and sense of place, including the need for gateway improvements and signage regulations. Finally, several "path forward" observations are made in terms of the five elements of a complete community—complete streets, efficient land use, healthy and livable, inclusive and active, and sustainable.

Background

Problem Statement

Suburbia is now home for a majority of Americans and Delawareans. Yet characterless, segregated built suburban environments have led many to question the livability and sustainability of the “American dream.” Like the rest of the nation, auto-dependent travel behavior in Delaware has increased traffic congestion, commuting costs, air pollution, and government investment in costly infrastructure. Compartmentalized, built environments have limited transportation choices, opportunities for active recreation, healthy lifestyles, and access to healthy foods. Inactivity and sedentary lifestyles have contributed to skyrocketing health care costs, chronic obesity, and related diseases. Strip malls and big-box centers have diminished the vitality and profitability of many central business districts (CBDs), once the hub of economic activity. Aging highway commercial corridors have become visual blight and vestiges of dysfunctional land use.

Even more compelling is a dramatic housing market shift away from sprawling suburbia to compact, urban town centers. Contributing factors include the decreasing size of American households, dramatic growth in the aging population, higher commuting expenses, and spiraling single-family home-energy costs. These factors, combined with the recent economic recession, mortgage crisis, and collapse in housing market, have increased the demand to live in compact, denser areas with convenient access to public transportation, places of employment, schools, retail shops and restaurants, recreational opportunities, and activity hubs. In addition, recent studies show there are higher levels of social capital and economic vitality associated with more walkable communities. There is greater market demand, especially among zoomers (younger baby boomers), to live in town centers that are easy to access, convenient to public transit, service-oriented, perceived to be safe and clean, vibrant and active, diverse and sociable.

Delaware’s changing demographics will also impact livability issues. Delaware is expected to be one of the “grayest” states in the nation, and Sussex County’s senior population will double by 2030. Mobility issues are not only challenging to persons with disabilities in Delaware, but will cause additional concerns as the state’s population rapidly ages. Many retirees are relocating to Delaware’s beach resorts, age-restricted communities, and lower-cost remote or rural areas. In addition, while Delaware seniors wish to “age in community,” many existing and new communities are not designed to be “aging-friendly.” Often, communities lack multimodal options, walkable and transit-friendly features, universal and compact building design, a sense of safety and security, and supportive social environments. Because there is a correlation between aging and disability, many of these seniors will lose their ability to drive as they age. This will place even greater demands on Delaware’s already burdened paratransit system and other social services.

Recently, the issue of community livability and sustainability has come to the forefront of federal transportation policy and planning. Advocates urge an integrated approach to plan for communities that provide a good quality of life and meet the needs of people of all ages, abilities, ethnicities, and income levels. This integrated approach to transportation planning, land-use planning, and community design—called Complete Communities—is also gaining momentum at the state and local government levels. According to University of Arizona urban-planning professor Gary Pivo, the objective of complete communities is, “to use less land and reduce the separation of land uses in order to achieve a variety of values including open space protection, community vitality, affordable housing, air quality, transit use, and more walkable places.”

Project Scope of Work

The Planning for a Complete Communities in Delaware project is being undertaken by the Institute for Public Administration (IPA) at the University of Delaware in collaboration with the Delaware Department of Transportation (DelDOT) and the Delaware Office of State Planning Coordination (OPSC). The purpose of this project is to research how to move toward complete communities in Delaware in order to maintain the state’s fiscal health, economic competitiveness, and efficient service delivery. The research will serve to:

- Determine what principles, planning practices, incentives, design strategies, and/or public policies support complete communities.
- Develop a planning framework for state of Delaware.

Research tasks focused on the following research questions:

- What constitutes a “complete” community?
- What are the benefits of complete communities?
- How can complete communities be achieved in Delaware; what are hurdles that need to be overcome?

The project scope of work consisted of a focused literature review of planning initiatives to date in Delaware, literature scan to identify features/characteristics of complete communities, a series of facilitated outreach meetings in two pilot communities, a public policy forum on complete communities, and preparation of a white paper to summarize project outcomes.

Preliminary Research

What Constitutes a Complete Community?

To address the research question, “what constitutes a complete community?” IPA conducted literature scans of State policies, initiatives, and planning-related publications; IPA research related to land use, health policy, and transportation planning; and best-practice research related to smart growth (from 2002–2011). A series of matrices were developed to summarize the results of the literature inventory, which has been published and can be found online at IPA’s Planning for Complete Communities in Delaware website at completecommunitiesde.org/delawares-progress. The following section provides an overview of each series of literature inventories and identifies predominant themes associated with planning for livable, resilient communities in Delaware.

Overview of Literature Inventories

Literature Inventory of State of Delaware Policies and Initiatives, 2001–2011

A literature scan was conducted of state-issued reports, gubernatorial executive orders, legislation, press releases, and news articles that document the state’s progress toward complete communities. The state of Delaware continues to build upon a strong intergovernmental approach to guiding land-use decisions that support the state’s strategies for policies and spending, promote responsive government, and enhance the state’s quality of life. Themes identified within the literature inventory of state of Delaware policies and initiatives are summarized below.

Sound Land-Use Planning and State Investment

Sound land-use planning in Delaware has formed the basis of many policy initiatives to guide investment, protect valued resources and the environment, improve community design, create more transportation options, and mitigate sprawl. While Delaware local governments have authority for land-use decisions, development decisions and patterns of land use may have significant impacts beyond local jurisdiction boundaries. To effectively coordinate with the local land-use process, the Preliminary Land Use Service (PLUS) was instituted to effectively coordinate with local land-use processes by providing state agency review for major land use–change proposals prior to submission to local governments. The document *Delaware Strategies for State Policies and Spending* provides a policy framework for planning in Delaware. The purpose of the document is to coordinate local land-use decision-making with State agency investment infrastructure and services. Two fundamental policies are stated to guide these strategies:

- State spending should promote quality, efficiency, and compact growth.
- State policies should foster order and resource protection, not degradation.

The 2010 update of this document highlights the need to move toward “complete communities” to foster “mixed-use and compact development pattern(s)” that are “suited to maintaining Delaware’s fiscal health and preserving the many characteristics of that make Delaware a desirable place to live and work.” As advocated in this document, complete communities typically include an integrated pedestrian and bicycle network, newer streets interconnected with older streets, intermingling of residential and commercial uses, and the inclusion of parks or open space networks within developments.

Good Community Design

The *Better Models for Development in Delaware* publication was designed to provide guidance to improve land development, foster good community design, and combat sprawl in Delaware. Along with 11 core values, it proposes six principles for better development:

- Conserve farmland, open space, and scenic resources.
- Maintain a clear edge between town and countryside.
- Build livable communities with a balance of jobs, homes, services, and amenities.
- Preserve historic resources.
- Respect local character in new construction.
- Reduce the impact of the car.

OSPC’s *Delaware by Design* emphasizes design using compact- and sustainable-planning practices that maximize community and minimize sprawl. Changing demographics are expected to impact housing preferences of aging baby boomers and the young millennial generation. Because older adults want to downsize homes and young professionals prefer living in transit-accessible downtowns or first-tier suburbs, there will be more single-person households, and the new-home market demand will shift from single-family homes on large lots to attached and small-lot homes.

Integrated Transportation System and Multimodal Transportation

Automobile-oriented transportation planning, segregated land uses, and dispersed development patterns have contributed to a cycle of automobile dependency. After decades of building car-oriented roadway networks, many streets lack connectivity and do not safely accommodate pedestrians or bicyclists. In recent years, there has been a growing recognition of the need to plan, design, construct, and maintain streets that meet the needs of all roadway users—that is, creating “complete streets.”

Complete streets are part of Delaware Governor Jack Markell’s agenda. Following Gov. Markell’s issuance of an executive order to create a Complete Streets Policy in 2009, DelDOT was charged with policy implementation to “promote safe access for all users, including pedestrians, bicyclists, motorists and [transit] riders of all ages to be able to safely move along and across the streets of Delaware.” Other Delaware legislative direction includes planning for and/or developing strategic investments for non-motorized travel connections within and

between cities and towns, rail-to-trail and rail-with-trail development, state rail improvements, capital-improvement plans for a “Walkable, Bikeable Delaware.”

Economic Competitiveness

Patterns of land use and development can impact the economic sustainability of Delaware communities. Development patterns that erode scenic vistas, consume resources, weaken community character, separate people, and foster automobile dependency can have dire fiscal, social, and economic consequences. State policies and initiatives have sought to manage growth in a way that protects Delaware’s unique quality of life and fosters economic competitiveness. In addition to guiding principles within *Delaware Strategies for State Policies and Spending*, Gov. Markell issued several executive orders that focus on positioning Delaware for economic development opportunities. In 2009 an executive order authorized an Economic Development Ombudsperson position and rapid-response teams to foster collaboration among and between Delaware agencies for economic development projects. In 2010 an executive order was issued to urge state action to lead the transformation of Delaware as a national model for a clean-energy economy. The FY12 Bond and Capital Improvements Act of Delaware appropriated funds for strategic investments that promote economic growth and job creation in Delaware.

Physical Activity, Healthy Lifestyles, and Community Livability

Communities with more bikeable, walkable, and non-motorized transportation options can help address rising obesity rates and contribute to healthier lifestyles. The Delaware Complete Streets Policy was implemented to offer greater transportation equity and mobility options to people of all ages and abilities—including children, older adults, people with disabilities, and other special-needs population groups. A 2009 executive order by Gov. Markell established a Council on Health Promotion and Disease Prevention to develop and coordinate strategies, policies, programs, and statewide actions to promote healthy lifestyles, combat obesity, and prevent lifestyle-related diseases. The Delaware Coalition for Healthy Eating and Active Living (DE-HEAL) has developed a strategic plan and hosted annual summits to foster improved health of Delawareans by promoting good nutrition and increasing physical activity. Other initiatives have included forming groups to build community-based alternatives for persons with disabilities and study long-term care–housing options.

Protect Natural Resources

Better Models for Development in Delaware emphasizes the need to conserve and protect environmental, historic, and natural resources. In addition, the *Delaware Strategies of State Policies and Spending* document reinforces the need to direct state investments in infrastructure and services in areas with existing infrastructure and/or areas intended for growth. Moreover, a 2010 executive order by Gov. Markell stresses the need for the state to lead by example in reducing greenhouse-gas emissions, using clean, renewable energy and transportation, conserving energy, recycling, and conducting environmentally responsible construction and procurement activities.

Literature Inventory of University of Delaware IPA Publications (2002–2011)

A literature inventory was also conducted to catalogue IPA white papers and reports on topics related to complete communities since 2002. Themes identified within the IPA literature inventory are summarized below.

Healthy and Walkable Communities

Research shows that a neglect of community-design principles, lack of walkable infrastructure, and compartmentalized built environments have led to less-active lifestyles and a greater incidence of chronic obesity and related diseases. IPA's work has focused on the need to foster healthy and walkable communities through smart-growth principles, transportation and land-use policies, designing pedestrian-friendly infrastructure, enhancing recreation programming, and improving opportunities for healthy eating.

Several publications and websites produced by IPA explain how behavior and the health of a community can be impacted by changes to development patterns, the built environment, and public policies. Published in 2008, *Healthy Communities: A Resource Guide for Delaware Municipalities* shows how improving the walkability of a community can lead to environmental, health, and economic benefits. IPA's online *Toolkit for a Healthy Delaware* provides tools for local governments to assess their respective municipality's opportunities for physical activity and access to healthy foods and environments. The *Comprehensive Plan Assessment Tool*, *Walkability Assessment Tool*, and *Health-Impact Assessment Tool* can be used by Delaware local governments to determine how existing or comprehensive plans, built infrastructure, planned land use, community design, and transportation policies can affect the public's health. *Complete Streets in Delaware: A Guide for Local Governments* was published in 2011 to help Delaware towns, cities, and counties achieve complete streets in order to provide more balanced transportation systems and to create healthy, livable environments for pedestrians, bicyclists, and transit riders of all ages and abilities.

Mobility-Friendly and Transit-Ready Design

Recent IPA public policy forums, training, and/or research have focused on the issues of walkability, mobility, interconnectivity, and transit-oriented design. Policy changes, both at the local and state level, have been recommended to foster active community environments, smarter growth (including social, economic, and environmental sustainability), and pedestrian-friendly infrastructure and design.

New transportation strategies are needed to solve mobility problems and strengthen the resiliency of transportation systems. IPA has conducted research on mobility-friendly design standards including concepts such as transit-oriented design, traditional neighborhood design, neo-traditional design, new urbanism, sustainable design, and smart growth. Research has also been conducted on interconnectivity and altering development patterns to reduce dependence on the automobile. Issues of safety, security, routine and winter maintenance, and

compliance with the Americans with Disabilities Act (ADA) for pedestrian facilities have been the subjects of IPA research. Finally, IPA research has studied options for funding infrastructure improvements and transportation assets, innovative transportation-financing mechanisms, facilitating more-efficient freight and passenger movement, improving performance through technology and advanced systems management, “right-sizing” paratransit in Delaware, and establishing public-private partnerships to enhance multimodal transit options.

Integrated Land-Use and Transportation Planning

Decades of auto-centric transportation investment, auto-oriented land-use policies, and sprawling development patterns have led to an unbalanced transportation system. Consequences of an unbalanced transportation system include segregated zoning uses, impacts to community livability, safety problems, issues of transportation equity, economic degradation, environmental concerns, and disconnected transportation networks.

Land-use and transportation planning influence the economy, environment, community livability, and quality of life of a region. IPA helps local governments manage growth by developing comprehensive plans and land-use regulations that consider the need for multimodal transportation options. IPA’s *Comprehensive Plan Assessment Tool*, *Integrating Transportation/Transit Planning in the Overall Planning Process*, *Transit-Oriented Development: Identification of Optimal Characteristics*, and *Enhancing Mobility to Improve the Quality of Life for Delawareans* all reinforce the need to provide a proactive and aggressive approach to transportation/land-use planning integration. Strategic tools are needed to foster more integrated planning, community design strategies, and public policies that foster community livability, accessible transportation, aging-friendly communities, mobility-friendly design, and transit-oriented development.

Research by IPA and others indicates a clear connection between healthy, walkable environments and a community’s economic vitality. Pedestrian-friendly neighborhoods with downtown streetscapes, recreation facilities, trails, and shared-use paths not only promote healthier living, but also support the development of a good local business climate. Walkable design can increase property values, reduce commuting costs, promote tourism, and capture emerging “lifestyle” retail markets. Visually attractive streetscapes, pedestrian-oriented light fixtures, and traffic-calming measures can all kick-start a town’s economic development. Comprehensive plans that emphasize the need for multimodal transportation options can provide the framework for local governments to grow smarter and consider the need for more efficient, compact, walkable, and sustainable community design.

Literature Inventory of Best Practice Research (2005–2012)

In addition to the literature scan of State of Delaware and IPA publications, a literature inventory was prepared to identify best-practice research being conducted on topics related to complete communities. Themes identified within the best practice research are summarized below.

Community Livability

The Victoria Transportation Institute (VTI), the AARP Public Policy Institute, the American Institute for Architects (AIA), the Federal Highway Administration (FHWA), and the Partnership for Sustainable Communities—a collaboration among the U.S. Department of Housing and Urban Development (HUD), Department of Transportation (DOT), and Environmental Protection Agency (EPA)—have all conducted extensive research on community livability. VTI’s research notes that community livability is strongly dependent on factors such as social engagement, perceptions of safety and security, and quality of community design and place. AARP’s focus has been to foster livable communities that provide affordable and appropriate housing, supportive services, and adequate mobility options. These factors combine to facilitate personal independence, ability to “age in community,” and engage residents in civic and social life. AARP asserts that livable communities include transportation options, walkability, safety and security, shopping, housing, health services, and recreation and cultural services.

AIA’s ten principles for livable communities focus on community design, which can lead to economic resiliency. Communities will draw new residents, jobs, and investment if they are designed on a human scale with mixed-use design, preserve urban centers, offer transportation choices, conserve landscapes, build upon neighborhood identity, and offer vibrant public spaces. The Partnership for Sustainable Communities defines livable communities as “mixed-use neighborhoods with highly-connected streets promoting livability for all users.” It has identified six livability principles to highlight the importance of transportation options, energy-efficient housing choices for diverse populations, economically competitive neighborhoods, federal funding directed toward existing communities, collaborative initiatives, and investment in healthy, safe, and walkable neighborhoods. These principles are echoed in FHWA’s *Livability in Transportation Guidebook*.

Smart Growth

EPA provides several guidebooks that explain the concept of and illustrates examples of smart growth. Ten smart-growth principles are recognized and can be used as the basis of comprehensive plans, government regulatory practices, and community design. VTI further explains that smart-growth policies integrate transportation and land-use decisions to encourage mixed-use development rather than auto-dependent suburban communities. Smart Growth America has formed a national coalition to research, advocate for, and lead organizations to build urban, suburban and rural communities with housing and

transportation choices near jobs, shops and schools. The American Planning Association's "Great Places in America" series provides case studies and examples of characteristics and guidelines for great neighborhoods, streets, and public spaces. A *Sprawl Repair Manual* offers design, regulatory, and implementation strategies to transform single-use, car-dominated developments into complete communities with better economic, social, and environmental performance. The National Association of REALTORS® (NAR) publishes *On Common Ground* magazine, which features articles that promote smart-growth strategies.

Complete Streets

The definition of complete streets has evolved from federal initiatives that simply support "routine accommodation" to DOT's decree to "incorporate safe and convenient walking and bicycling facilities into transportation projects." Complete streets can be described as transportation systems that are designed, built, and maintained to safely accommodate travelers of all ages and abilities—motorists, pedestrians, bicyclists, and public-transit users—including children, non-drivers, older adults, and persons with disabilities.

A movement toward complete streets has gained momentum at the federal, state, and local levels. Spearheading the movement is the National Complete Streets Coalition, Smart Growth America, stakeholder groups (e.g., NAR, AARP, APA) and transportation professionals working to enact complete-streets policies across the country. A recent publication by the National Complete Streets Coalition traces the growth of the complete-streets movement, role in transforming roadway design and planning processes, and benefits for non-motorized travelers. Complete-streets policies provide increased walkability and pedestrian safety, reduce traffic congestion, promote physical activity while increasing the appeal of a community. The Coalition and Smart Growth America also extol the virtues of smart-growth transportation strategies—including complete-streets policies—as a fiscally responsible investment that creates economic opportunity and reduces infrastructure costs.

Changing Housing Preferences

Along with the NAR, the Urban Land Institute (ULI) and National Association of Home Builders (NAHB) have documented a shift in housing and transportation choices by two major demographic groups—baby boomers (those born between 1946 and 1964) and Millennials (children of boomers). By the end of the decade, 40 million baby boomers will turn 65, and there will be over 58 million 65-and-older adults by 2020. A recent study by ULI indicates that although the senior population will increase, most boomers want to age in place, rather than move to senior housing communities. If baby boomers move, they prefer to downsize from single-family homes on large lots to live near family or in transportation-oriented urban areas/town centers. Because many suburbs will create "naturally occurring retirement communities," local governments will need to make changes to infrastructure, provide transportation for seniors, and encourage more affordable housing options. NAR points to research that people are driving less and predicts that the trend for Generation Y (Millennials)

will be homes that provide the benefits of urban living, proximity to transit, and access to culture. The National Association of Home Builders reports that Millennials value walkability, economic use of space, and shared amenities more than sprawling lawns, “McMansions,” and car-oriented suburban life.

Great Places and Healthy Community Design

Transportation systems, development patterns, community design, and planning practices can have profound effects on the health, quality of life, and sustainability of a community.

According to the Centers for Disease Control and Prevention (CDC), healthy community design needs to be interwoven into community planning, transportation, and land-use decisions. APA states that the design of healthy communities must:

- Provide a unique sense of community and place.
- Preserve and enhance valuable natural and cultural resources.
- Equitably distribute the costs and benefits of development.
- Expand the range of transportation, employment, and housing choices in a fiscally responsible manner.
- Value long-range regional sustainability rather than short-term, incremental or geographically isolated actions.

Best practices in community design also include strategies such as use of creative development practices, conservation design, character-driven community design and developing policies to promote mixed-use development, affordable housing, transit-oriented development and traditional “New Urbanist” subdivisions. While design matters, placemaking strategies can lead to the building of vibrant public spaces, celebrate places that matter, and preserve community character.

Five Elements of a Complete Community

From the series of literature scans, the IPA research team identified five elements of a complete community. The five elements, and additional descriptive characteristics, are explained below.

1. Complete Streets

Complete streets are transportation systems designed, built, and maintained to safely accommodate users of all ages and abilities—motorists, pedestrians, bicyclists, and transit users. This element:

- A. Achieves principles of connectivity—within towns and surrounding areas—by
 - Integrating multiple transportation options
 - Reducing separation between home, school, and work
- B. Fosters walkable, bikable, and transit-friendly communities
- C. Reduces automobile dependency



2. Efficient Land Use

Efficient land use is about making development decisions to minimize driving time and distances between jobs, homes, and community services. Efficient land use:

- A. Provides a mix of complementary land uses
- B. Supports compact building design
- C. Strengthens and revitalizes downtown commercial areas and “Main Streets”



3. Healthy and Livable

Healthy and livable emphasizes the need to provide opportunities for healthy and safe communities that are suitable for all ages. Because every community should strive to foster a good quality of life, it is essential that each local government:

- A. Maximizes opportunities for physical activity, recreation, and healthy lifestyles
- B. Creates aging-friendly environments and better prospects to “age in community”
- C. Reinforces initiatives that support public safety



4. Inclusive and Active

Inclusive and active accentuates the need to design social gathering places for people, engage diverse groups of citizens and individuals in civic matters, and celebrate a community's unique culture, heritage, and sense of place. An inclusive and active community:

- A. Fosters sense of and pride in community by
 - Creating social networks
- B. Strengthens citizen participation by
 - Promoting community involvement and social activities
- C. Cultivates a distinct community character by
 - Preserving community heritage
 - Respecting local culture



5. Sustainable and Resilient

Sustainability focuses on restoring or revitalizing existing infrastructure and assets, growing a vibrant and diverse economy, preserving the environment; promoting energy-efficient practices, and conserving and protecting natural, cultural, and historic resources. This element:

- A. Fosters use of existing infrastructure and redevelopment
- B. Promotes job growth business diversity—existing and new
- C. Cultivates responsible environmental management



Comprehensive Outreach Strategy

A comprehensive outreach strategy was planned, prepared, and implemented to engage a broad set of stakeholders and constituencies. Specifically, the strategy included development of a “Planning for Complete Communities” website, selection of two “pilot” communities, identification of stakeholders for each pilot community, conducting/facilitating a series of workshops in each community, and hosting a Complete Communities Summit in November 2012. Additionally, the outreach strategy outlined the staffing breakdown for the project, key stakeholders and target audience of pilot communities, target dates and agenda items for pilot community workshops, and the target audience and possible agenda for a final public policy forum on complete communities.

Development of Complete Communities Website

A “Planning for Complete Communities in Delaware” website was developed using WordPress (www.completecommunitiesde.org). It served as the primary mechanism for outreach to key stakeholders, community members, and other constituencies.

Planning for Complete Communities in Delaware

Complete Communities

attractive, inclusive,
efficient, healthy &
resilient places

[Home](#)
[Summit 2012](#)
[Introduction](#)
[Elements](#)
[Pilot Communities](#)
[Research](#)
[News and Events](#)
[Contact](#)

Formulating a Framework for Complete Communities

Project Partners

Delaware Department of Transportation
OSPC
Office of State Planning Coordination
 Delaware Office of State Planning Coordination

Institute for Public Administration
Institute for Public Administration

Sites of Interest

How Walkable is Your Community?

Toolkit for a Healthy Delaware

Taken from: <http://www.ospc.delaware.net/civildesk/correspond/agendas/2010q3/20100912/20100912agenda.htm>

For the past nineteen years, IPA has conducted a series of public policy forums, along with their accompanying research and reports, focusing on infrastructure policy. The purpose has been to facilitate a continuing process of discussion, planning, and action for the formulation of policies and programs designed to meet future infrastructure needs of Delaware as well as the development of long-term strategies for regional infrastructure priorities. Recent infrastructure policy forums and/or research have focused on the issues

While designed to “grow” future website content as the project progresses in future phases, the following initial tabs were created:

- **Home**—introduces IPA and its role conducting research on complete communities. It explains the purpose and scope of the project. Links to project partners and other sites of interest are provided.
- **Summit 2012**—provides information related to the Complete Communities Delaware 2012 Summit event, held November 13, 2012.
- **Introduction**—provides the problem statement for this project and explains why complete communities are needed in Delaware. This webpage also solicits input from viewers who may wish to comment.
- **Elements**—provides the five major elements of a complete community and the associated sub-characteristics. Visual collages are also displayed.
- **Pilot Communities**—describes components of the outreach strategy for this project, including the series of workshops planned for and conducted in each pilot community.
- **Research**—provides outcomes of IPA’s review of documents generated by the state of Delaware since 2001, IPA publications, and best practices. Links are provided to matrices summarizing each of the three literature scans.
- **News and Events**—describes upcoming events and recent news articles about topics related to complete communities.
- **Contact Us**—lists and provides contact information for IPA project team members.

Plans for future expansion include an online Complete Communities Toolbox that will provide tools, resources, and strategies for citizen planners.

Website sidebars and widgets

- The homepage features the following sidebars with linkages to:
 - Project Partners—including DelDOT, OSPC, and IPA
 - Sites of Interest—including *Toolkit for a Healthy Delaware* and *Walkscore*
- Social Media—a link is provided to the Complete Communities Facebook page and Twitter account

Identification of Pilot Communities

In consultation with DelDOT and OSPC officials, criteria were developed for the selection of two pilot communities to work on with this project. First, pilot communities were sought with an “upstate” and “downstate” geographic location. Second, the project team targeted a community that is essentially “built-out” and one that is still growing. The Town of Elsmere (New Castle County) and the City of Milford (Kent/Sussex Counties) were identified as ideal candidates for the Planning for Complete Communities in Delaware project. The managers of the Town of Elsmere and the City of Milford were contacted and tentatively accepted the offer to participate as a pilot community, contingent on town/city council approval.

Plan for Facilitated Workshops and Summit

A series of three workshops was planned in each pilot community. The workshops were tentatively scheduled for March, May, and July 2012 and designed to facilitate discussion on themes associated with livable, resilient, and sustainable communities in Delaware. The goal of the workshops was to gain input to help develop consensus on elements/characteristics of a complete community, 2) community design preferences, and 3) town/city-specific initiatives that can build upon or enhance existing plans and strategies that have been undertaken or are underway in each community.

Public-Engagement Strategies

In addition to the launch of the Planning for Complete Communities in Delaware website, the following public-engagement strategies were used:

- **MailChimp**—enabled IPA to design and prepare e-mail messages or “campaigns” that were targeted specifically to each municipal stakeholder group. The online messaging platform allowed IPA to update e-mail contacts, provide links to Complete Communities website content, combine social networking to increase message impact, and track who received and/or responded to messages.
- **Press Releases**—allowed IPA to distribute information to citizens on the project, workshop events, and requests for survey participation via print and electronic media.
- **Municipal Websites of Pilot Communities**—provided information on the project, notices about workshops, and links to the Complete Communities website.
- **Social Media**—included Facebook and Twitter. Stakeholders and interested citizens could “find us on Facebook” (www.facebook.com/pages/Planning-for-Complete-Communities-in-Delaware) or “follow us on Twitter” (@CompCommunityDE) to learn more about the project and workshops, engage in interactive discussion, and/or participate in a survey.
- **Postcards/Flyers**—inserted in electric bills and placed in public buildings (e.g., libraries/senior centers), solicited area residents to take an online survey

Selection of City of Milford as a Pilot Community

In addition to being identified as a growing community in southern Delaware, other attributes that factored in the selection of the City of Milford as a model, pilot community include its:

- Excellent, long-term administrative leadership and stable political environment
- Up-to-date municipal-planning documents (e.g., Comprehensive Plan, Southeast Master Plan, Economic Development Strategy, Bicycle and Pedestrian Master Plan, and Economic Development Advisory Panel Survey)
- Active business community (in addition to Downtown Milford, Inc., the city has ties with the Chamber of Commerce and has an Economic Development Advisory Committee)
- Engaged community members and citizen involvement – there seems to be a strong interest of residents to be involved in happenings within the city, its government, and historic/cultural heritage
- Strong sense of community – Milford has very strong traditions and celebrations that show civic pride and bring the community and visitors together
- Business diversity and vibrant business climate
- Interest in keeping Milfordians active and healthy through active recreation, parks facilities, and other opportunities
- Demographic trends, similar to national trends (e.g., graying of its population, “boomers” seeking to downsize homes, young “Millennials” who prefer affordable housing close to shopping, retail, dining, and entertainment venues)
- Continued investment in capital improvements, municipal infrastructure, and service excellence

Administrative Staff Support

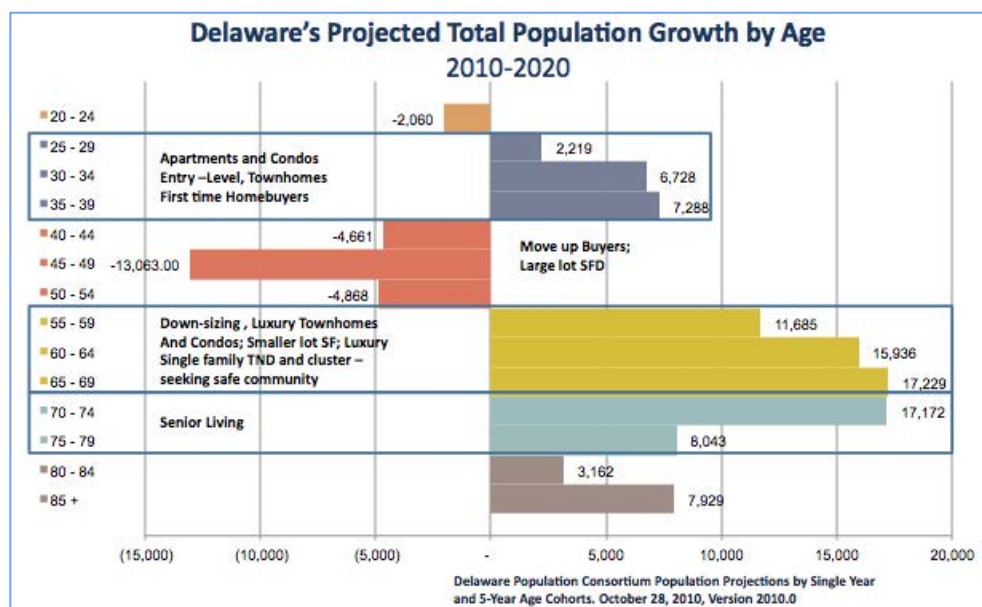
Support from the City of Milford’s administrative staff was critical to the success of this project. Milford City Manager Richard Carmean was actively involved, supportive of the initiative, and assisted IPA with:

- Developing a list of prospective stakeholders
- Scheduling workshops dates and advertising (as per Freedom of Information Act) of workshops via City Clerk Terri Hudson
- Meeting logistics
- Setting up an informational meeting with elected officials
- Arranging for information technology (IT) support from Christine Crouch and Wesley Banasan during presentations/workshops and citizen outreach via the City of Milford website

Presentation to Elected Officials

On Monday, February 13, 2012, IPA staff made a presentation at the city council meeting to introduce the Milford Complete Communities project team (Marcia Scott, Bernard Dworsky, and Natasha Nau), explain the purpose of the project, and discuss reasons to plan for complete communities. Benefits of complete communities include better community health and livability, improved transportation options and equity, enhanced economic development opportunities, greater protection of environmental/historic/cultural resources, lower infrastructure costs, and better community design.

IPA explained that new research indicates that demographic changes and consumer preferences will dramatically shift the demand for the style and type of housing for the next 20 years. In the past 50 years, the housing industry was supported by aligned trends, such as an increasing population, declining household size, rising homeownership, easier credit, larger homes, and desire for suburban living that encouraged automobile-dependent development patterns. However, because people are waiting longer to marry, divorcing more, and having fewer children—household size is now decreasing. Research indicates that demographic changes and preferences of the baby boomers and Millennials will drive new housing-market trends in favor of multi-generational housing, and toward redeveloped or revived walkable, suburban town centers that are transit-oriented.



Delaware Population Consortium projections data on population growth by age for 2010–2020 illustrate housing preferences for the Millennials (entry-level apartments, condos, and townhomes), aging boomers (downsized luxury homes on clustered or smaller lots), and need for senior-oriented homes for the dynamic growth in the 70+ population group.

Stakeholder Involvement

An initial list of 47 stakeholders was identified and submitted to Milford City Manager Richard Carmean for review. Upon consultation with Mr. Carmean, the list was consolidated to target approximately 37 individuals representing City of Milford administrative staff, elected officials, planning commission members, citizens at-large, nonprofit organizations, the business community, special-interest groups, faith-based groups, the Milford Senior Center, school district/educational nonprofits, state legislators, media, and realtors/developers, and State agencies (DelDOT and OSPC). A letter was sent via both “snail” mail and e-mail that explained the purpose of the Planning for Complete Communities in Delaware project, selection of the City of Milford as a pilot community, and invitation to attend a series of Complete Communities workshops.

Analysis of City of Milford's Planning Documents

To gain a better understanding of what planning initiatives Milford had already undertaken to become a complete community, IPA analyzed Milford's major planning documents: all four books of its 2008 Comprehensive Plan, its 2011 Southeast Master Plan, Economic Development Strategy, Bicycle and Pedestrian Master Plan, and the three surveys completed in 2012 by the Economic Development Advisory Panel (EDAP). A literature inventory of these documents is provided below.

The City of Milford's 2008 Comprehensive Plan

Primary goals within this document are categorized and described below:

Economic Development

- Preserve farming and agriculture.
- Promote development of the Industrial/Business Park.
- Revitalize the downtown (promote as an arts and entertainment district).
- Design new development to enhance and complement unique character.

Housing

- Preserve and improve single-family-housing neighborhoods.
- Promote concept of "Live Near Work" program (short commute).
- Rehabilitate low-income structures (keep them affordable).

Environmental

- Preserve unincorporated agricultural areas.
- Develop a source water-protection ordinance.
- Develop a preservation-corridor ordinance.
- Review and update flood plan.

Parks and Open Space

- Continue Mispillion Greenway expansion to Goat Island on the east and to the old Peninsula Oil site on Mill Street to the west.
- Pursue easements/land purchases to expand the Mispillion Riverwalk westward (develop an interpretive center).

Recreation

- Develop a regional blueway canoe and kayak trail.
 - Incorporate waterway preservation in redevelopment.
- Develop a skateboard park.

Cultural Resources

- Connect the Riverwalk, historical districts, and other attractions to central core (provide and promote alternative transportation).
- Support historical society and commission of landmarks and museums.

- Place markers for three historical districts along State Rt. (SR) 1, U.S. Rt. 113, and U.S. Rt. 13.
- Develop a historic-preservation ordinance.

Public Service

- Update zoning ordinances, maps, and annexation agreements.

Other

- Create open space and greenways network around SR1, SR30, and 10th & NE Front Streets.
- Recruit institution of higher education.

The City of Milford's 2011 Southeast Master Plan

This document states the following specific issues, goals, and project recommendations:

Issues

- Annexation proposal to develop 780 single-family homes; concern about provision of services and cost; concerned about “urban sprawl”
- Transportation Investment District (TIB)
- Urban Growth Boundary (UGB)
- Greenbelt (open space and farmland)
- New grade-separated intersection at SR1 and SR30
- New water system (tower and distribution lines)
- Sewer transmission system (eliminate individual septic systems)
- Transportation projects (see below)
- Improve utilities provision.

Main Goals

- Ensure more-efficient land use.
- Preserve farmland and agricultural heritage.
- Achieve greater variety in housing types and affordability.
- Plan more bicycle and pedestrian facilities and connections.
- Provide enhanced transit opportunities.
- Protect natural resources.

Project Recommendations

- Plan for bicycle facilities and statewide connector route.
- Improve pedestrian facilities (improve DART/other bus-stop locations – safety/aesthetics).
- Enhance transit facilities.
 - New local circular routes
 - Frequency of service
 - Access to downtown, new residential development, employment centers east of SR1

- Consider park-and-ride facilities (NA).
- Upgrade or modify intersections.

The City of Milford's 2010 Economic Development Strategy

Top priorities within this document include:

Real Estate (Land and Buildings)

- Support the development of the Medical Business Park proposed in the SE portion.
- Secure at least 100 additional acres along the U.S. Rt. 113 corridor for a business park. Get the park to a shovel-ready status and some lots to a pad-ready status.

Workforce Development

- Enhance relationship between local employers and high school/college educators to build a high level of awareness of local job/career opportunities within the area.

Infrastructure (Utilities and Roads)

- Provide water/sewer/power/telecom/gas at new business-park sites as needed.
- Evaluate the city's electric rate structure frequently (1-2 times per year).

Organizational Support for Economic Development

- Establish Economic Development Advisory Panel (EDAP).

Support New Business Start-Ups and the Expansion of Existing Businesses

- Establish a Junior Achievement program.
- Meet with existing businesses semi-annually to determine resource needs.
- Support the expansion of additional shops/venues in the downtown area, including a bookstore, office supply, hobby shop with craft courses, unique-gift shops, old-time general store, ship-building museum and boat-building school, and amphitheater along the river east of downtown.
- Leverage the entrepreneurship program at DelTech in Georgetown and complement with a SCORE program utilizing some local retirees and access to state-level resources.

Marketing, Promotion and Internal Communications

- Establish a "Citizens' Forum" that allows citizens to "vent" their concerns to the City
- Develop and issue a community profile for promoting the area to major retailers, potential manufacturing employers and to the State.
- Work in collaboration with the State for direct marketing and trade-show participation, site consultant/broker visits, etc.
- Engage in outreach to new and recently arrived community residents through a "welcome basket" with information on the city and its long-term plans, coupons/samples from area shops, and a list of ways to get involved in the community.
- Establish a "Newcomers Group" that has monthly luncheons and presentations by organizations within the community.

The City of Milford's Bicycle and Pedestrian Master Plan

Preliminary findings of the plan includes the desire to:

1. Connect Banneker and Lulu Ross elementary schools with the Riverwalk, in conjunction with the Safe Routes to School program.
2. Encourage more school children to walk or bike to these schools.
3. Provide paved-shoulder markings for bicycles on Rehoboth Blvd.
4. Provide on-street bicycle markings on Marshall Street.
5. Work with DelDOT to develop a bicycle path on Wilkens Road.
6. Work with DelDOT to develop a safe way to ride bicycles on the north side of Rehoboth Blvd. in the vicinity of the SR1 overpass.
7. Work with DelDOT to develop a safe crossing at SR1 and 10th Street/Airport Road.
8. Work on the development of a bike path along Airport Road from the intersection at U.S. Rt. 113 to the entrance to the Boys and Girls Club on Airport Road.
9. Work on the development of a bike path from the Abbott's Mill Nature Center, passing through the City of Milford, to the DuPont Nature Center located on the Delaware Bay.

2012 Economic Development Advisory Panel (EDAP) Surveys

In 2012 EDAP member Robert Connelly designed and administered three surveys to City of Milford students, businesses, and citizens. The pertinent results are summarized below.

1. Student Survey

Level-of-Importance Questions – Results

1. Returning to live in Milford
Majority (72%) – Somewhat important or Not at all
2. Getting a good job in Milford
Majority (66%) – Somewhat important or Not at all
3. Buying a house in Milford
Majority (75%) – Somewhat important or Not at all
4. Having quality shopping in Milford
Majority (64%) – Very important or Important
5. Having a movie theater in Milford
Majority (61%) – Very important or Important
6. Having recreational facilities (e.g., parks, art classes, skate park, etc.)
Majority (74%) – Very important or Important

Business Suggestions

- Alternative fuel, bakery/café, barber shop/salon, clothing stores, healthcare facility, mechanic shop, nutritionist, office complex, physical therapy, psychology office, sports

bar & grill, sports arena, business training center, civic-involvement center, science facility, under-21 entertainment, and higher-education institute

2. Business Survey

Top four hindrances to businesses' ability to expand:

1. Electric rates
2. Availability of qualified personnel
3. Water and sewer availability
4. Economy/financing

Suggested measures city can take:

1. Lower electric rates; friendlier permit process
2. Market/promote the city
 - a. Buy/hire local campaign
 - b. Publicize quality public safety via Milford Police Department
 - c. Support fastest growing sectors: food, health care, retail
3. Enhance economic development activities
 - a. Especially the manufacturing and retail industry
 - b. Location is most attractive feature for investors –not only within city, but proximity to beaches

3. Citizen Survey

- Majority (61%) agrees that a historic preservation ordinance is needed.
- Majority (53%) disagrees with the statement that Milford should recruit new residents and add new housing.
- Majority (71%) agrees that Milford should build on vacant lots rather than outskirts of town.
- Majority (70%) agrees that there should be more entertainment for under 18-year-olds.
- A large portion (47%) believes that Milford should invest in industrial/business park to have it shovel-ready.
- Majority (71%) agrees that there should be more entertainment for adults.
- Majority (78%) agrees that there should be an amphitheater and museum added to the Riverwalk.
- Majority (65%) believes that there should be more street beautification in Milford.
- A large portion (49%) believes that Milford needs a concert hall.
- Majority (73%) agrees that Milford needs new restaurants.

Requests (in rank order):

1. Seafood (376 respondents)
2. Sandwich/deli (267)
3. BBQ (263)
4. Italian (257)

5. Sushi (180)
 6. Pub (134)
 7. Vegan (110)
 8. Thai (108)
- Majority (83%) agree that Milford needs new stores.
Requests (in rank order):
 1. Home improvement (275)
 2. Home furnishings (271)
 3. Bakery (207)
 4. Garden supply (199)
 5. Sporting goods (156)
 6. Books (140)
 7. Hobby (135)
 8. Office (134)
 9. Electronics (133)
 10. Shoes (109)

City of Milford Complete Communities Workshops

Milford Workshop #1

Milford Complete Communities Workshop #1 was held at the City of Milford council chambers on March 20, 2012. Of the 28 stakeholders invited, 22 attended the workshop. Following introductions of the IPA team and stakeholders, a PowerPoint presentation was made to provide an overview of the purpose of the project, the role of pilot communities, and a planned facilitated exercise. The IPA team explained that the facilitated exercise would involve series of PowerPoint slides where participants would provide input via an accompanying worksheet (described in further detail below). Stakeholders were informed that the results would be analyzed by the IPA project team, discussed with the stakeholders at Workshop #2, and a summary would be prepared and distributed electronically via e-mail and the website.

Facilitated Exercise: What Constitutes a Complete Community?

Stakeholders were instructed to consider each of the five elements and sub-characteristics of a complete community (as detailed in Preliminary Research section)—*complete streets, efficient land use, healthy and livable, inclusive and active, and sustainable*. For each element, participants considered the listed characteristics and selected the letter (A, B, or C) that represented their first and second priority, or wrote in their own priority or priorities as D. The bottom of the worksheet provided space to write in other element suggestions and comments. Following a brief discussion of each element, worksheets were collected by the IPA project team. A summary of the data is provided below. The distribution of priority characteristics chosen by stakeholders is displayed in the two columns on the right-hand side. Any additional priorities listed for each element are indicated as “E.”

Outcomes

The facilitated exercise revealed the characteristic that was the top priority for each element as well as Milford-specific concerns (shown below).

Complete Streets – Integrates multiple transportation options

- Desire for a localized public transit (i.e., a shuttle bus)
- Signage – creating/correcting gateways to the City
- Ownership/maintenance of streets is responsibility of DelDOT
- Alternative fuels

Efficient Land Use – Provides a mix of complementary land uses

- Mutual recognition and respect of private-property rights when examining growth opportunities; re-use
- Increase industrial and economic development

Healthy and Livable – Maximizes opportunities for physical activity, recreation, and healthy lifestyles

- Linear parks - connecting parks to community
- Need for more cultural and arts activities
- Aging in place (ADA compliance)
- Access to good healthcare and critical services

Inclusive and Active – Strengthens citizen participation

- Importance of safety (i.e., police presence)
- Interaction and collaboration among all entities (i.e., state/local institutions, communities, citizens, etc.)

Sustainable – Promotes job growth and business diversity—old and new

- Investment in educational institutions (higher education)
- Maintenance and replacement of existing infrastructure (historic-preservation ordinance)
- Civic and political accountability (leveraging grant opportunities)

Workshop #2

The Milford Complete Communities Workshop #2 was held at the City of Milford council chambers on May 15, 2012. Of the 32 stakeholders invited, 18 invitees and three additional citizens attended the workshop (for a total of 21 attendees). Workshop #2 engaged participants in a Visual Preference Survey (VPS). The purpose of the VPS was to further define, through participant preferences, what design and land-use characteristics were optimal for each town. The process involved asking participants to view and rate a wide variety of images depicting streetscapes, land use, site design, building type, aesthetics and other community-design features. Photos in the survey illustrated potential options for future development efforts, not specific proposals.

Facilitated Exercise: What Does a Complete Community Look Like?

Workshop participants were asked to rate the appeal of each image presented within the 34 base questions of the survey. The VPS was also available online at the Planning for Complete Communities in Delaware website and on the Milford Workshops tab in order to solicit participation from Milford-area residents. To accurately measure the appeal of each photo, a scale was developed. Images were rated from a possible high of (+3) to a possible low of (-3). Positive numbers indicate the degree to which each respondent feels that a photo is appealing. Conversely, negative numbers indicate the degree to which each respondent feels that a photo is unappealing. A selection of (0) by participants denotes indifference or neutrality to an image. Photo rankings are shown using an average of participants' responses. The mode is the numerical ranking (-3, -2, -1, 0, 1, 2, or 3) selected the most number of times. The mean, or average, divides the sum by the total number of responses, giving an accurate reading of overall preference on the scale -3 to 3. Some results show clear negative or positive responses (as

demonstrated by a mean closer to -3 or 3), while others show either a neutral or polarized response (as demonstrated by a mean closer to zero).

| | | | | | | |
|-------------------------|-------------|-------------------------|----------|-----------------------|-----------|-----------------------|
| -1 | -2 | -1 | 0 | 1 | 2 | 3 |
| Strongly Unappealing | Unappealing | Somewhat Unappealing | Neutral | Somewhat Appealing | Appealing | Strongly Appealing |

Figure 1: VPS Response Scale

Methodology

Two versions of the VPS were developed. In addition to the in-person VPS that was facilitated during Workshop #2, an online version of the VPS was available to Milford-area residents on the website from May 11, 2012, until July 10, 2012. A number of methods were used to promote Milford area–resident participation in the online survey. Social networking played a prominent role in the outreach strategy. In addition to Facebook (www.facebook.com/pages/Planning-for-Complete-Communities-in-Delaware/112137562233625) and Twitter (@CompCommunityDE), additional advertising was purchased on Facebook to target social media users located within Milford-area zip codes.

More traditional forms of advertising were also utilized. In addition to posting flyers in computer rooms of the Milford Public Library and Senior Center, 7,000 flyers were printed and distributed with the city’s electric bills. IPA also issued press releases to area news print/web media (articles were published in *MilfordLive* and the *Milford Beacon*), and notifications were published on the websites of the City of Milford, Milford Senior Center, Chamber of Commerce for Greater Milford, and Downtown Milford, Inc.

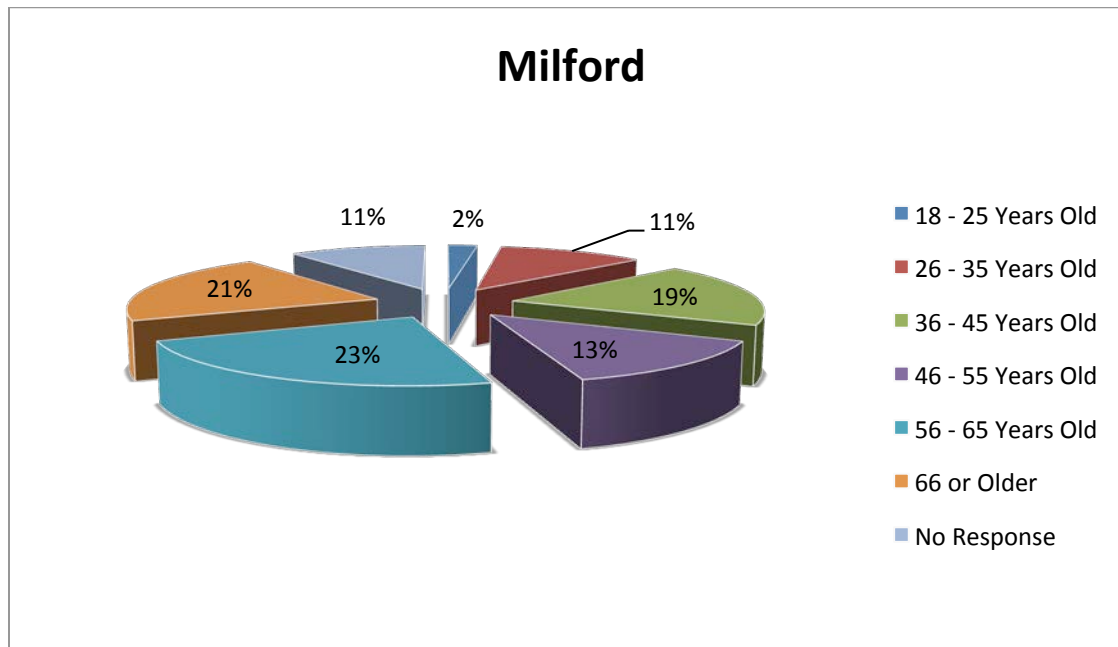
Outcomes

During Workshop #2, 17 of the 21 attendees participated in the VPS. The online VPS garnered 134 responses from Milford-area residents. The in-person Workshop #2 version of the VPS provided some constructive comments, which were subsequently incorporated into the online survey. During the workshop, participants indicated difficulty in viewing photos as well as distinguishing differences between the photos. This resulted in partial or incomplete responses for some questions. As a result, images on the online VPS were made larger, and borders were included to help make photos stand out from the background template. Additionally, due to the large number of comments during Workshop #2, a comments section was added to the online version of the VPS. Full results of the Milford VPS may be found at: <http://completecommunitiesde.org/files/2012/08/VPS-Results-Milford.pdf>. The following data provide a sampling of the results gathered from the Milford VPS, including:

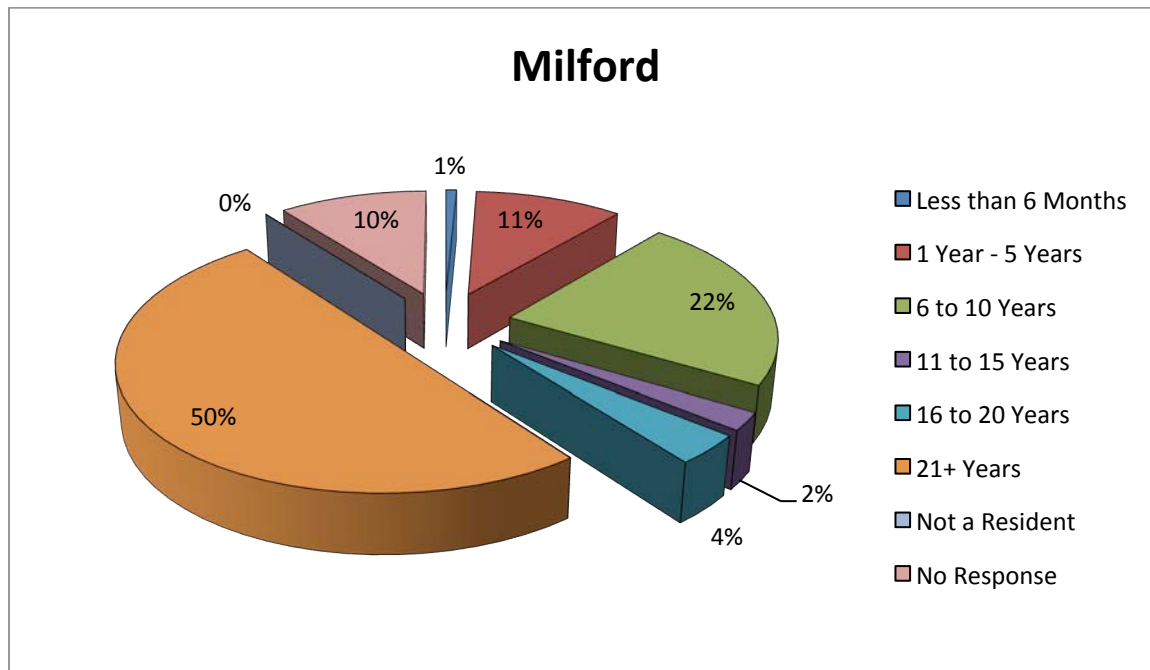
- *Demographic Information* – The online survey included four demographic questions to gain a better profile of survey participants.
- *Significant Preferences* – This section features a selection of VPS questions that were rated with the highest and lowest visual preferences.
- *Comments* – Comments received from our stakeholders regarding the VPS are outlined in this section.

Demographic Information

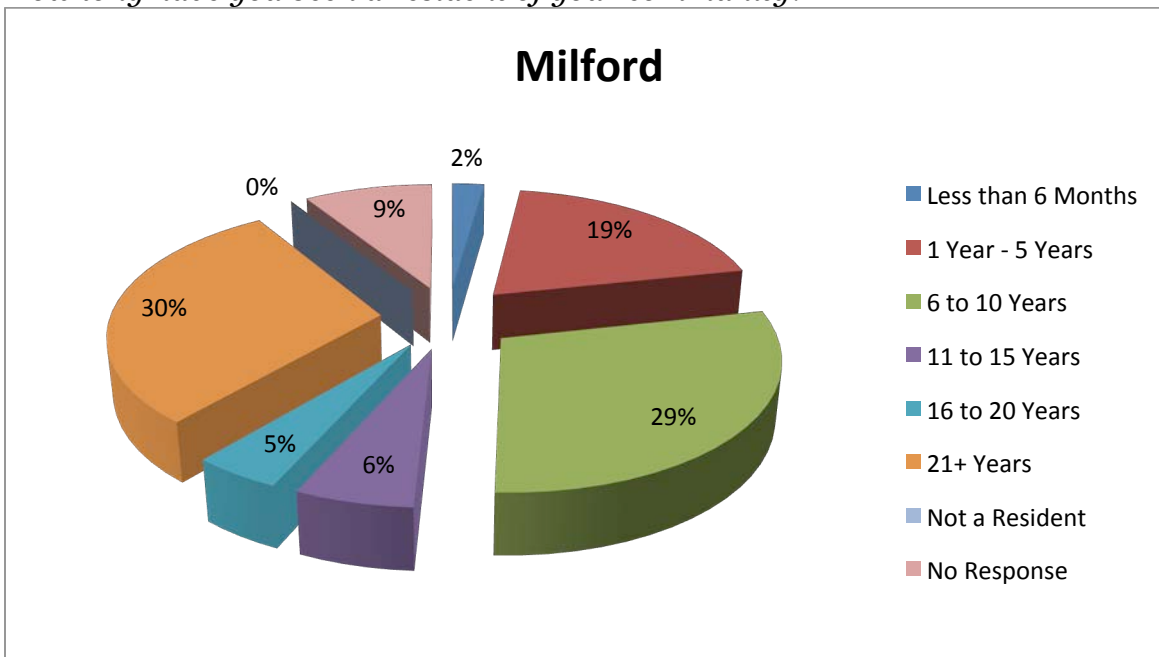
What is your age?



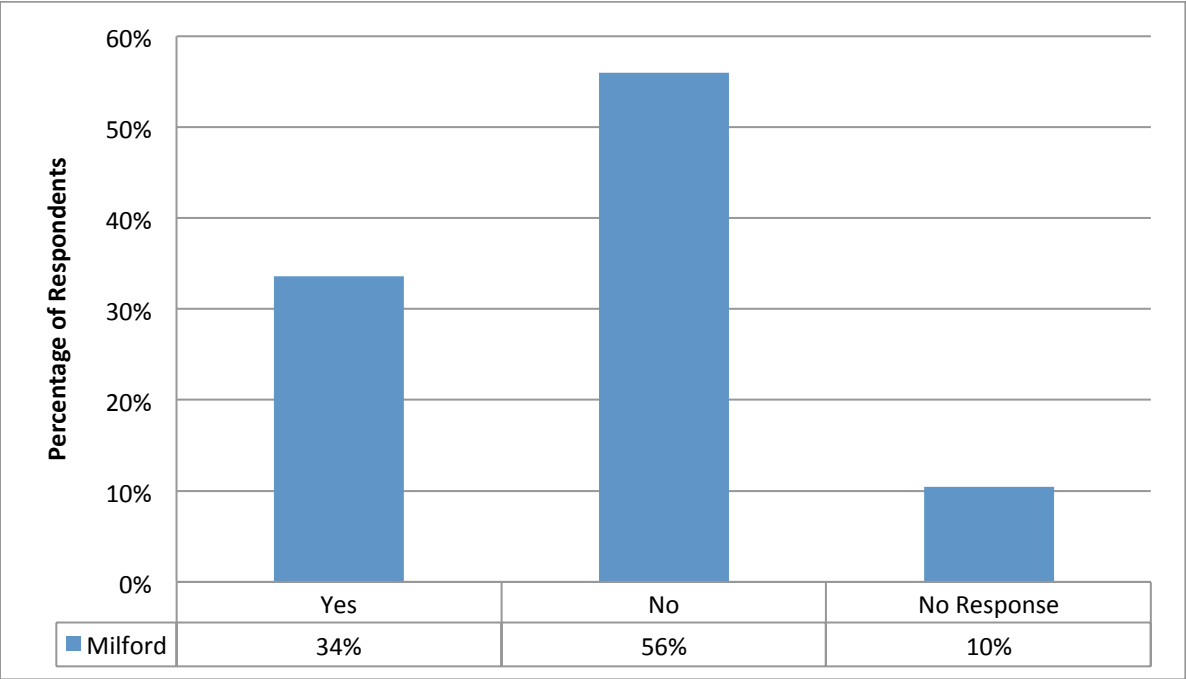
How long have you been a resident of Delaware?



How long have you been a resident of your community?



Do you work within the city limits?

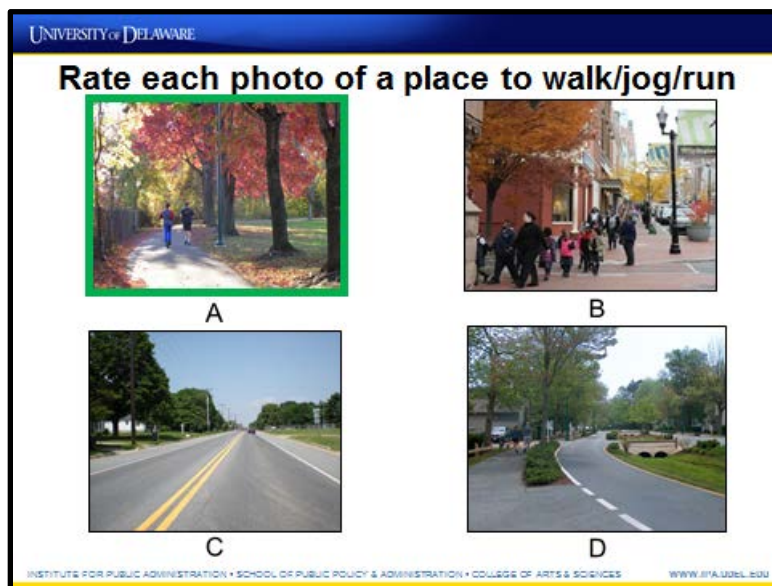


Significant Preferences

The analysis of the Milford VPS revealed strong visual preferences for several photos, as displayed below. The following results represent the combined data set from both the facilitated and online versions of the Milford VPS. Green boxes indicate significant positive results. Red boxes indicate significant negative results.



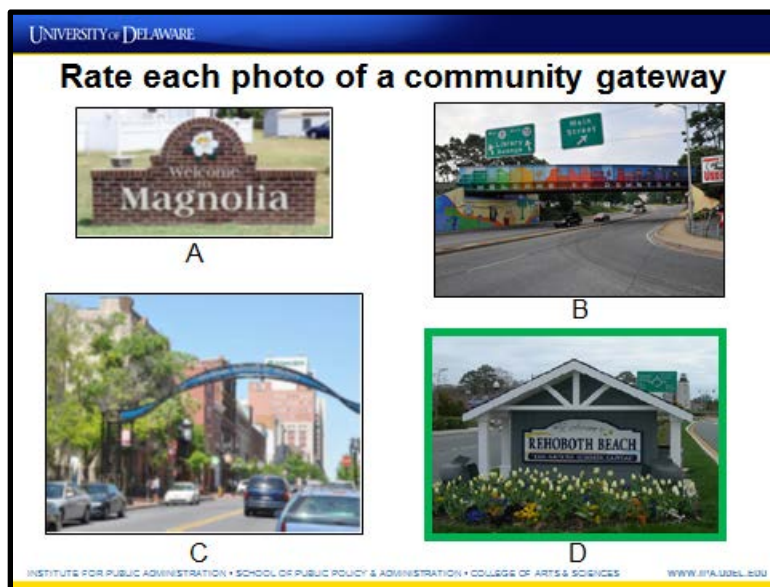
Question #32 asked respondents to rate various examples of commercial redevelopment. A majority of participants indicated a positive preference for Photo A.



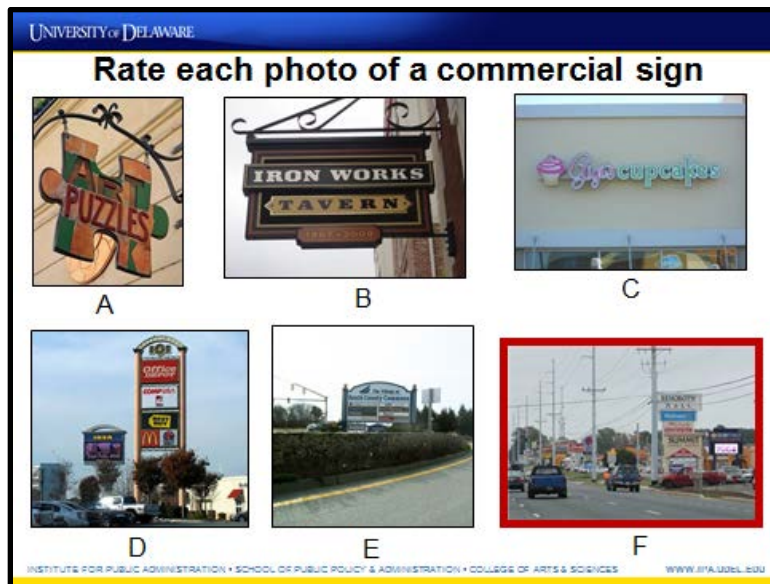
In question #1, respondents were asked to rate their preferences for places to walk, jog, or run. Over 88% of the 151 surveyed rated Photo A as Appealing (2) or Strongly Appealing (3).



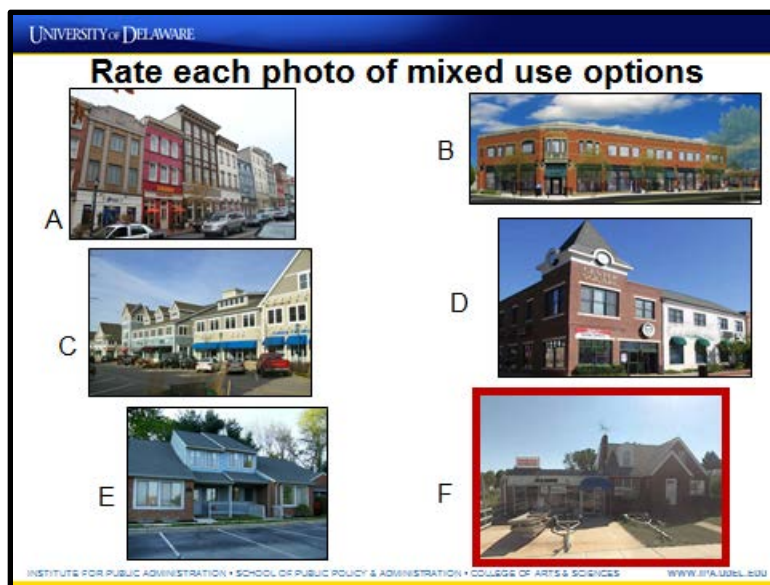
Question #9 evaluated preferences for various aspects of streetscaping. Of those surveyed in Milford, Photos B, C, and D each averaged a score of 2 (Appealing).



Question #24 asked participants to rank various community gateways. Milford residents rated Photo D the most appealing, with an average score of 1.7 (Appealing).



Question #23 examined various types of commercial signage. Of the 151 surveys collected in Milford, Photo F yielded an average score of -2 or (Unappealing).



Question #14 asked participants to examine examples of mixed-use development. On average, Milford residents found Photo F to be the most visually unappealing, with an average score of -1.

Comments

During Workshop #2, stakeholders in both communities provided input on the VPS instrument. Many stakeholders felt that the VPS was too generic and not specific to their community. Milford stakeholder comments included:

- I would like to see photos of good and badly maintained neighborhoods. Older communities should not be allowed to deteriorate because of a lack of long-term city

vision. We have too many single-family houses converted to multiple units without considering their impact on our quality of life!

- Picture depicting youth, schools and higher education. Pictures depicting other institutions (churches); community service buildings; government buildings
- I would like to see the downtown space be more attractive to pedestrian traffic and attractive to a younger audience.
- If we find the gateway into our community, how do we make improvements?
- I think for living in a city environment, some of the pictures and illustrations were sort of normal for us.
- Very interesting concepts; a real eye-opener of options for our city to be appealing to first-timers.

IPA also asked Milford stakeholders to suggest types of photos to rate within a future VPS. Suggestions included:

- Non-developed green space
- School design/layout – public, private, higher education
- Outdoor venues – Riverfront, tourist attractions
- Institutional facilities (YMCA, girls' club/boys' club, community service)
- Government buildings
- Preferences – where to gather (downtown space – attractive to younger population; agri-oriented – community gardens; farmers' market; incorporating green spaces with development)
- Different use of existing structures
- Industrial-use options
- Visual preferences for corridors as you come into the city
- Show gateway transformations/improvements
- Range of overnight accommodations (bed and breakfast, hotels, motels)
- Places of worship (storefront venues, traditional buildings)
- Good and poorly maintained neighborhoods (specifically single-family houses that have been converted to multiple units)

Workshop #3

Milford Complete Communities Workshop #3 was held on July 19, 2012, at the Milford Public Library. Of the 32 stakeholders invited, 14 attended the workshop. IPA staff reviewed the main themes that were gleaned from Milford's planning documents and Workshops #1 and #2, including:

- Community gateways and other signage
- Historic preservation – maintain/re-use (ordinance)

- Increase multimodal connectivity between businesses, housing, and other institutions (pedestrian paths and sidewalks), bicycle (lanes and facilities), public transit (local shuttle-bus route)
 - Improve sidewalks, crosswalks, intersections, roads, etc. to make Milford more walkable and pedestrian-friendly
- Incorporate streetscaping amenities (e.g., splash zones, benches, shrubbery, flowers, trees, bus-stop shelters)
- Solicit new restaurants (seafood/deli/bakery), retail stores (home improvement), and arts/culture/entertainment
- Attract an institute of higher education to locate in Milford – keep young population
- Continue to invest in the Riverwalk, Mispillion Greenway, and Industrial/Business Park
- Address proliferation of storefront churches and focus on Main Street revitalization
- Address conversion of single-family, historic homes to multi-family dwellings
- Preserve green open space and parks

Based on the analysis of Milford’s planning-related documents, emerging themes from Milford workshops, and preliminary outcomes of the Visual Preference Survey, IPA identified Milford-specific issues that formed the basis of the facilitated exercises for Workshop #3. These themes include:

- Community gateways
- Signage
- Historic preservation
- Multimodal connectivity; shuttle bus
- Continued investment in Mispillion Greenway and Industrial/Business Park
- Streetscaping
- Revitalization of Central Business District (CBD)

These themes provided the basis for a series of Workshop # 3 exercises. Stakeholders were asked to rotate at 10-minute intervals, to participate in IPA-facilitated mapping exercises that explored:

1. Milford’s walkability to local destinations and Milford’s “great places”
2. Milford’s bikeability
3. Possible destinations/routes for a Milford public-transit shuttle
4. Milford’s gateways
5. Milford’s historic sites and districts

Facilitated Exercise: Community-Specific Issues

1. Milford Walkability/”Great Places” Mapping Exercise

During this exercise, participants in each of the small groups were asked to identify areas on the baseline GIS Walkability/”Great Places” map where they would like to be able to walk

to/from the city's Central Business District.

2. Milford Bikeability/"Complete Streets" Mapping Exercise

Participants in each of the groups were asked to view the baseline GIS Bikeability Destination map, which displayed the bike routes through Milford, recreation areas, and other destinations. Members of each group were asked to place a sticky dot near the destination where they would most like to bike to/from the center of town. Participants were next asked to consider some of the barriers to bikeability in Milford.

3. Destinations/Routes/Hubs for Public-Transit Shuttle Mapping Exercise

Stakeholders reviewed a baseline GIS Inter-City Public Transit map, which showed destinations and points of interest within the City of Milford such as grocery stores, shopping centers, the Central Business District, parks and recreation areas, schools, and public buildings. The map also showed existing DART First State transit routes and stops located within the greater Milford area along or adjacent to the U.S. Rt. 113 corridor, Walnut Street, and SR1/1B.

Each group was assigned a color to be used for identifying destinations and routes for a possible public-transit shuttle/trolley service. Members of each group were asked to use corresponding-color sticky dots to identify destinations where they would like to travel within the greater Milford area *if* an additional local shuttle or trolley service were added. Once destinations were identified, each group was asked to use a corresponding colored marker to show how destinations may be connected for an intercity transit loop. Finally, members of each group were asked to identify a logical intercity transit-hub location that could possibly connect existing DART "fixed route" buses with the proposed public-transit shuttle/trolley route(s).

4. Historic Preservation/"Preserving Milford's Great Places" Mapping Exercise

Stakeholders reviewed a baseline GIS Milford Historic-Preservation Map that shows Milford's National Register of Historic Places and its three National Register of Historic Districts—the Northern District, Milford Shipyard District, and Southern (Victorian) District.

Each group was informed that the list of Milford properties placed on the National Register of Historic Places was based on a survey, conducted in 1979, of properties of historic value that were more than 50 years old at that time. Since that time, additional properties would be eligible to be placed on the National Register. The three nationally registered Historic Districts received designation in 1984. Participants also received a two-sided handout showing maps for a "Bayshore" connection between SR 9 and Lewes Byways, as well as a close up of the connection through Milford. SR 9 and the Lewes Byway have been designated Coastal Heritage Scenic Byways under DelDOT's State Scenic & Historic Highway Program. A proposed Bayshore connection will link the two byways and pass through Milford, which has significant implications for Delaware's and Milford's heritage-tourism industry.

Each group was assigned a color. Members of each group were asked to number and place corresponding-colored dots on additional locations of Milford historic places, cultural sites, feature, or landmarks that are of value to the community.

5. Milford Gateways Mapping Exercise

Stakeholders reviewed a baseline Milford Gateways map, which showed locations and visual images of points of entry into the city's corporate limits. Members of each group were asked to use sticky dots to identify the top three gateways that need the most visual improvement. Participants could also use a sticky dot to identify a gateway, not shown on the map, to show another gateway location needing visual improvement. Finally, participants were shown a visual image of design-element options for various gateways and asked what types of elements could be incorporated into new or revitalized Milford gateways.

Outcomes

Outcomes for each of the five facilitated exercises in Workshop #3 are described below. IPA also prepared five 30-in. x 40-in. geographic information systems (GIS) maps, which appear in Appendix B, using input from stakeholders. The five large maps were hand-delivered to City Manager Richard Carmean on November 2, 2012. In addition, electronic copies of the GIS maps and data are available to the City of Milford, at an additional charge, with the understanding that products from the City of Milford Complete Communities project are the intellectual property of the University of Delaware.

1. Milford Walkability/"Great Places" Mapping Exercise

Most stakeholders thought that the CBD and other "anchor" areas within the city are well equipped with sidewalks and adequate lighting. However, several suggested that walkability could be improved throughout Milford among or between the city's major anchor areas—including the CBD. Therefore, the following list represents participant responses regarding opportunities for improved walkability throughout Milford and is not limited to accessibility from the CBD to other areas.

- Riverwalk area to Silver Lake and Goat Island (last phase of project)—already underway
- Hospital area to area south of CBD (toward middle school and neighborhoods directly south)
- Milford Athletic Complex to CBD (e.g., families can walk to get ice cream downtown after being at the athletic complex or vice versa)
- If there is a lack of walking accessibility, transit should be provided to/from CBD to Boys and Girls Club facility (located northwest of downtown on the other side of U.S. Rt. 113)
- Adjacent to SR 1 overpass being considered/built (or at least a safe bike lane) that could be expanded into trails/areas located outside of city boundaries

In terms of barriers to walkability within the town, participants identified the following:

- Accessibility between and among city's anchor areas
- No sidewalks in some areas
- U.S. Rt. 113
- SR 1
- Economy/market—hurting potential growth areas
- Wheelchair accessibility throughout city (uneven sidewalks, for example)
- Walkability within anchor areas is good, but not between or among them.
- Uneven bricks along the Mispillion Riverwalk
- Tree roots around Jefferson and Lakeview, which has caused uneven sidewalks

The “Power of 10” is a concept to promote placemaking within a community. The idea is that any great place needs to offer at least ten things to do or ten reasons to be there. These could include a place to sit, playgrounds to enjoy, art to touch, music to hear, food to eat, history to experience, and people to meet. Ideally, some of these activities are unique to that particular spot and are interesting enough to keep people coming back. After a brief explanation by IPA staff regarding this concept, participants were then asked to provide examples of a great place in Milford where one can do ten activities (current/existing and potential). The responses listed below represent participant ideas:

- A “master-planned” community that includes mixed use and a common area/hub for arts and recreation
- A small satellite college or administrative facility that would house one or more of our already existing higher education institutions
- A park with connected walking trails

Participants also identified types of activities that may be enjoyed in each destination:

- Amphitheater
- Downtown ice cream shop
- Overall, more downtown shops
- More activities for kids
- Aquarium near Goat Island (part of the Riverwalk)
- Pool/golf area more accessible

2. Milford Bikeability/ “Complete Streets” Mapping Exercise

| Group | Suggested Bikeability Locations | Barriers | Unsafe Roads/Paths | Potential Complete Streets |
|-------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Group #1 (Green) | <ol style="list-style-type: none"> Meadows at Shawnee Farmer’s Market | <ul style="list-style-type: none"> No shoulders No concrete barrier or separation Bike lanes aren’t enough | <ul style="list-style-type: none"> Roads that aren’t wide enough Dangerous intersections Changing traffic patterns during peak times (rush hour) | <ul style="list-style-type: none"> Shawnee Lane Horseshoe Drive |
| Group #2 (Yellow) | <ol style="list-style-type: none"> Wissman Acres SR 30 | <ul style="list-style-type: none"> U.S. Rt. 113 – Dangerous <ul style="list-style-type: none"> Can’t cross intersections Lack of overpasses No shoulders on SR 14 can’t get to NW area | <ul style="list-style-type: none"> Lack of shoulders to Slaughter Beach Lack of infrastructure connecting the outlying areas of Milford | <ul style="list-style-type: none"> Elks Lodge Rd. (Bike paths on both sides of the road) The “downtown” area (Sidewalks and 25 mph speed limits) |
| Group #3 (Blue) | SR 36 to Slaughter Beach | <ul style="list-style-type: none"> Greenwood side of SR 36 No overpasses on SR 36 to Slaughter Beach Kings Hwy (sharp curve with no shoulders or sidewalks) – Alt route has been created | <ul style="list-style-type: none"> Airport Road | <ul style="list-style-type: none"> A number of wide streets: <ul style="list-style-type: none"> Walnut Marshall Seabury Rehoboth Blvd Front St. N& S Washington NW Front |
| Group #4 (Red) | <ol style="list-style-type: none"> Abbott’s Mill Intersection of Elks Lodge Rd. & Marshall St. “Local/In town” (lack of mountain biking facilities) | <ul style="list-style-type: none"> Very few shoulders Signage and striping Driver education Lack of destination advertising | <ul style="list-style-type: none"> Eastbound SR 36 (no shoulders, blind turns, lack of restrooms and bike parking) | <ul style="list-style-type: none"> Riverwalk West SR 36 SR 30 |

3. Destinations/Routes/Hubs for Public Transit Shuttle Mapping Exercise

| Outcomes for Public Transit Shuttle Mapping Exercise | | |
|------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Destinations | <ul style="list-style-type: none"> 14 destinations were selected Commercial and residential locations dominated the list Some destinations cited (residential developments) were disputed as not appropriate destinations (“have and have-nots”) Destinations were scattered throughout the city | <ul style="list-style-type: none"> Commercial: Redner’s Market, Wal-Mart, Milford Village, Big Lots store, Residential: Knott’s Landing, Shawnee Acres/Meadows, Maitlen Estates/Orchard Hill, Milford Crossing, Heartstone Manor Recreation: Mispillion Riverwalk area, Boys & Girls Club, Public Facilities: Milford Hospital, Planned Medical Campus, Proposed Higher Education Campus |
| Routes | <ul style="list-style-type: none"> 3 versions of possible transit routes were cited with tangent variations possible Consideration also given to future additional destinations/routes to accommodate future proposed developments Some comments that an inter-city shuttle is not feasible because of inadequate population density and costs—doubts it would be successful | <ol style="list-style-type: none"> North Route (Orange)– Oriented toward linking Wal-Mart and Boys & Girls Club, continuing south to Redners’ Market, and looping through the CBD/Riverwalk area South Route (Green)– Linking residential developments in the south, continuing north to/through the CBD/Riverwalk areas, and looping to Redner’s Market Central Route – Focused loop that essentially combines the other routes into one large city-wide loop |
| Hubs | <ul style="list-style-type: none"> Three possible hubs locations cited Each hub received some negative comment Weighed possible locations focusing on Central Business District area | <ol style="list-style-type: none"> North Hub (Red) – Wal-Mart Supercenter Area/DART stop South Hub (Green) – Former plastics material property Central Hub (Blue) – Old Milford fertilizer property, along SR 14 near Bicentennial Park/ L & S Milford, Inc. |

4. Historic Preservation/“Preserving Milford’s Great Places” Mapping Exercise

| Identified Places of Historical Significance | |
|-------------------------------------------------------------------------|------------------------------------------------------------------|
| 1. Union Civil War Grave Site | 12. Marshall (Tea) House |
| 2. Blocks around Milford Hospital with historic homes of former doctors | 13. Avenue AME Church |
| 3. Old Milford High School | 14. Causey Mansion |
| 4. Spoon Mill – Fisher and Marshall Street | 15. Abbott’s Mill Pond/Delaware Nature Center |
| 5. Shockley Farms/Old Christ Church (historic red oak) | 16. Former Shrine Theater (Love Temple) |
| 6. Shawnee Country Club | 17. Mispillion Greenway – preserve greenway buffer |
| 7. L.D. Caulk (Dental manufacturing) | 18. Single room church (white) on S.E. Front St |
| 8. Bethel AME Church | 19. Calvary Methodist Church |
| 9. Odd Fellows Cemetery | 20. Underground railroad site (next to Berry/Short funeral home) |
| 10. Sunny Brae Mansion (near Milford High) | 21. Original site of mill (Mill St. at Mispillion River) |
| 11. The Towers Bed and Breakfast | 22. Civil War General Torbert’s home |

Historic Characteristics

Group participants were asked what characteristics make a place, cultural site, feature, or landmark historic *or* provide historic value to the community. Responses included:

- Age
- Architectural style
- Appearance
- Association with historic person
- Not just old; unique architectural design
- Historical event (e.g., Underground Railroad)

Suggestions to Preserve Historic Places

Group participants were also asked ways that Milford can preserve places of historic value. Responses included:

- Improve demolition regulations and review process.
- Develop and adopt design standards.
- Involve community.
- Enlist Downtown Milford, Inc.'s Design Committee to establish design guidelines to protect Milford's historic character.
- Form a historic-preservation commission and enlist volunteers.
- Seek available funding to preserve historic resources.
- Adopt a City of Milford historic-preservation ordinance.
- Re-survey historic properties.
- Designate a greenway/conservation district/historic district along the Mispillion River.
- Promote eco-, heritage-, and maritime tourism; obtain details on proposed scenic byway; relate proposed development to tourism themes (e.g., aquarium).
- Encourage adaptive reuse of historic buildings (e.g., businesses, educational institutions, artisans).
- Tackle issue of large, historic single-family homes (not yet on National Register) being converted to multi-family rental units. A list was provided of sample of homes that are not properly being preserved due to neglect or rental conversion:
 - 211 SE Front Street
 - 304 S Walnut Street
 - 412 S Walnut Street
 - 301 S Walnut Street

5. Milford Gateways Mapping Exercise

| Group | Suggested Improvements | Suggested Additional Gateways | Elements of an Improved Gateway |
|----------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Group #1 (Red) | <ul style="list-style-type: none"> U.S. Rt. 113 & SR 1 interchange southbound (Addresses two roles: that of welcome sign and community advertisement. However it is dated and cluttered fulfilling neither role.) SR northbound (Gateway destroyed by car accident and has yet to be replaced) | <ul style="list-style-type: none"> The proposed overpass on SR 1 northbound | <ul style="list-style-type: none"> Use of brick (synonymous with historic Delaware) Incorporate elements of the City of Milford seal. Incorporating landscaping to enhance the visual elements of the signage Ensure correct position of state and municipal road signage as to not detract from the gateway. |
| Group #2 (Green) | <ul style="list-style-type: none"> SR-B1 split entering town. <i>Tree City USA</i> (Requires maintenance and possibly a repurpose as a gateway to downtown) U.S. Rt. 113 & SR 1 interchange southbound (old, cluttered and hard to read) | <ul style="list-style-type: none"> The proposed overpass on SR 1 northbound SR 14 eastbound | <ul style="list-style-type: none"> New landscaping (Garden City) Incorporate Milford's shipbuilding heritage (sailboat) Woodwork (old milling industry) |
| Group #3 (Yellow) | <ul style="list-style-type: none"> U.S. Rt. 113 northbound (gateway destroyed) Intersections of SR 1 and SR 14 (route of entry into downtown) SR 14 eastbound (No gateway only fleet of trucks) | <ul style="list-style-type: none"> The proposed overpass on SR 1 northbound Former car dealership at the intersection of Front St. and U.S. Rt. 113. | <ul style="list-style-type: none"> Utilizing landscaping to create traffic calming to draw more attention to gateways Utilizing murals by local artists Incorporating Milford's shipbuilding heritage |
| Group #4 (Blue) | <ul style="list-style-type: none"> U.S. Rt. 113 & SR 1 interchange southbound SR 14 East and West | <ul style="list-style-type: none"> A gateway for the Mispillion Riverwalk SR 14 eastbound | <ul style="list-style-type: none"> Incorporating brick Design rooted in "simplicity" to provide a clear message "Art Town, Hometown, River Town" |
| Group #5 (Salmon) | <ul style="list-style-type: none"> U.S. Rt. 113 & SR 1 interchange southbound U.S. Rt. 113 northbound (gateway destroyed) | <ul style="list-style-type: none"> SR 14 eastbound | <ul style="list-style-type: none"> Utilizing an appropriate combination of elements to create a unique design that does not favor or over shadow one in particular (landscaping, brick, wood etc.) |

In-Depth Review of City of Milford–Specific Topics

Based on predominant themes that emerged from IPA’s literature scan, Milford Complete Communities workshop outcomes, input from stakeholders and city officials, and analysis of the city’s major planning documents, IPA identified and conducted an in-depth review of several topics of interest that Milford may wish to consider on its quest become a complete community. Topics for follow-up include—**historic preservation** (including contracting with the University of Delaware’s Center for Historic Architecture and Design (CHAD) to conduct a National Register survey update and develop a historic district–management plan, establishing a historic-preservation commission and adopting a draft of the historic-preservation ordinance, attaining certified local government status, taking an active role in the Delaware Byways Program, and utilizing interactive mapping to promote Milford’s heritage), **economic development** (including the utilizing or expanding use of the Milford Historic Landmark Google Earth map to promote heritage- and eco-tourism, contracting with IPA’s Water Resources Agency (WRA) to conduct an economic analysis of the Mispillion River watershed), **community character, image, and sense of place** (including improving gateways, and amending the signage regulations to improve aesthetics and reduce visual clutter). The following provides an overview of each topic.

Historic Preservation

Milford has a diverse and rich architectural heritage. It contains three National Register Historic Districts—the Northern District, Milford Shipyard District, and Southern (Victorian) District—and 23 properties on the National Register of Historic Places. Its historic character lends it a compactness and connectivity that make it an ideal candidate to become a complete community, as it has the characteristics proposed by the New Urbanism approach to planning. In addition, its diversity of historic architecture and townscape, spanning the period from the eighteenth to the early twentieth centuries, gives it a diversity and unique quality of place that is critical to a successful complete community. Moreover, its residents value its historic character. In a recent community workshop, residents testified to valuing its historic character based on architectural style and design, appearance, and association with events and people. Beyond this, the workshop identified 22 historic places thought to be significant community landmarks.

Also, a Visual Preference Survey, while not addressing historic character directly, found that among the visual preferences offered in the survey, Milfordians favored characteristics associated with historic neighborhoods and landscapes. Specifically, they favored compact development at a pedestrian scale with moderate buildings and mixed uses. Conversely, the least appealing visual images were those of sprawling uniform strips of big-box development punctuated by parking lots—the opposite of Milford.

However, the historic character of Milford is hard to assess, because the list of properties placed on the National Register of Historic Places was based on a 1979 survey of properties of historic value that were more than 50 years old at the time. Since that time, additional properties would be eligible to be placed on the National Register. For this reason, Milford needs to undertake a new survey of its historic properties.

However, based on a windshield survey conducted by CHAD, Milford appears to be a place that is prime for a Downtown-revitalization effort. There are many examples of buildings, both residential and commercial, that have architectural interest and that would contribute to the city's sense of place. The commercial district makes good use of its structures; most of the buildings were in use, and wide sidewalks, parks, and signs encourage pedestrian enjoyment. The Downtown area shows a mix of time periods in its buildings, which is consistent with a typical town's evolution and brings in some visual diversity. There are, however, some visual and physical intrusions in the form of modern gas stations, parking lots, etc., which break up the sense of place and discourage pedestrian movement and enjoyment.

The quality of maintenance of many of the residential buildings is not consistent, however. There are some beautiful examples of refurbished Victorian buildings that stand alone amid buildings from multiple time periods that are in disrepair. A concerted community effort to improve the quality of buildings, roadways, and sidewalks would do a lot to encourage a sense of place and, in turn, draw in tourists and local businesses. Some effort to refurbish some of the residential neighborhoods in the areas surrounding downtown Milford, most of which are included in the Historic District, would be advisable before the buildings become in such disrepair as to encourage demolition.

Historic Preservation Path Forward

- Adopt a City of Milford historic-preservation ordinance, as proposed in the *City of Milford's 2008 Comprehensive Plan*
- Appoint a City of Milford Historic-Preservation Commission (HPC). The recommended composition of the HPC is described on pages 20–21 of *City of Milford's 2008 Comprehensive Plan—Book Four*.
- Attain Certified Local Government (CLG) status, which is granted by the National Park Service and the State Historic Preservation Office. This status would give Milford the authority to nominate properties to the National Register of Historic Places and would recognize Milford's historic-preservation program.
- Identify buildings and historic and cultural resources that exist; classify their condition and possible use.
- Conduct a National Register (NR) Survey Update to determine properties eligible for consideration for NR. More than 30 years have passed since the NR survey and

nominations were made, and several contributing structures could have been altered since then.

- Develop a Historic-District Management Plan, outlining goals and initiatives as well as visual standards.
- Engage the community in developing the Management Plan in accordance with its needs. Give current residents opportunity to get involved in the planning process with workshops and local events, supporting local residents in developing their own initiatives.
- Work with Milford Planning Department, Chamber of Commerce, DelDOT, Economic Development Department, parks and recreation, and others to update the city's comprehensive plan with a preservation element.
- Identify visual and physical intrusions and develop ways to mitigate their affects.
- Put up consistent signage, advertising the historic districts. Consider using the same materials and design for sidewalks and streetlights throughout the districts. Bury the power lines.
- Develop initiatives to encourage lower-income homeowners to rehab their properties and to bring in young professionals, artists, and young families.

CHAD can contribute by conducting a survey of historic properties, identifying their significance, and preparing an historic preservation plan to protect them that related to the goals of the Complete Communities approach.

Note: This section was prepared by David Ames and Allison Rice of the University of Delaware's Center for Historic Architecture and Design.

Milford's Potential Role in the Delaware Byways Program

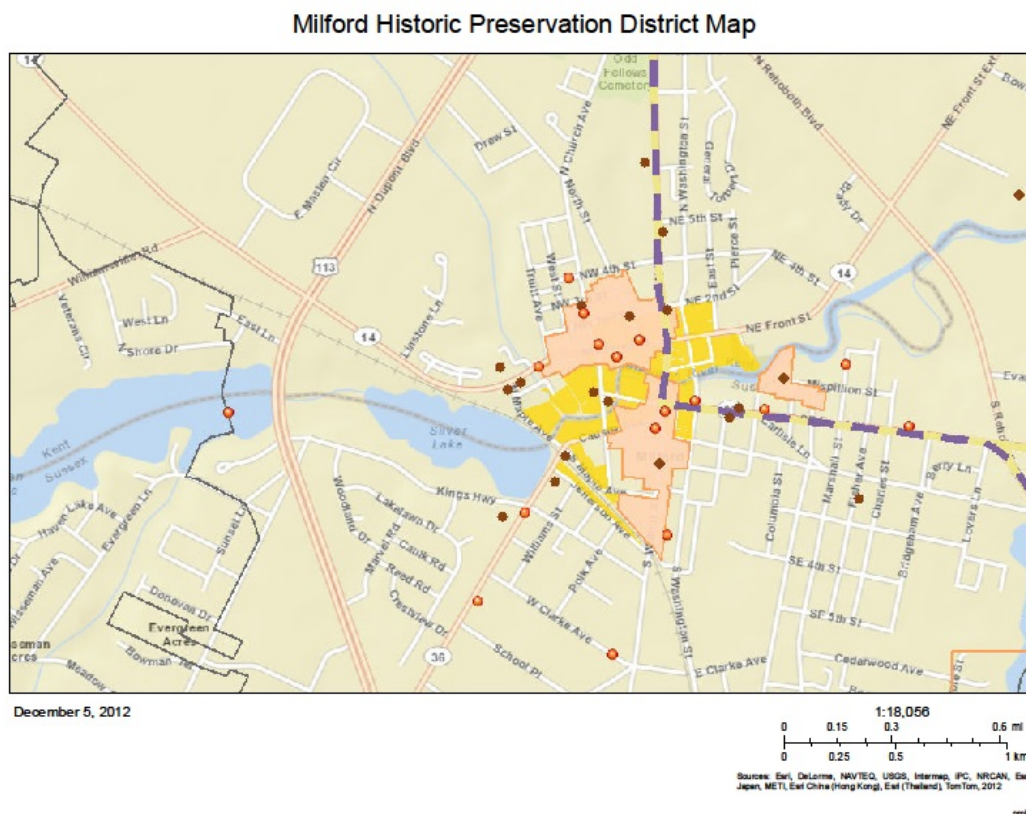
The Delaware Byways Program is a collaborative effort of Delaware's citizens, local, state and federal government. During the 2000 legislative session, the General Assembly passed Senate Bill 320, authorizing DelDOT to develop what was then known as the Delaware Scenic and Historic Highways Program. The goals of the Delaware Byways program include the identification, promotion, preservation, and enhancement of Delaware roadways that have at least one of the following intrinsic qualities: scenic, historic, natural, cultural, recreational, and archeological.

Delaware currently has six Byways, one of which is the SR 9 Coastal Heritage Byway. The scenic, two-lane road follows along the Delaware River and Bay Estuary and extends from New Castle south along the coast to the SR 9 intersection with SR 1. With federal support, Delaware is also undertaking a Bayshore Initiative to preserve its coastal environment and promote heritage and eco-tourism. To make the Coastal Byway an integral part of the Bayshore Initiative, work is being done to extend the Coastal Byway to Lewes and will include

Milford. This extension is part of a larger plan to collaborate with New Jersey's Byway Program to create a Two-State Byway, connected by ferry, which will allow tourists to travel a Byway on each side of the Delaware Bay and River. In this, Milford will be incorporated into the broader themes that tell the story of the natural and historical environments of the Delaware Estuary. DelDOT Byways Coordinator Ann Gravatt states, "We are working on the extension, no guarantee yet. Milford is very important in the extension, whether it becomes part of the byway soon or starts as a driving tour." Appendix B2 provides GIS maps of Delaware's Coastal Heritage Byways Maps – Milford and Bayshore Connections.

Use of ArcGIS Online for Historic Heritage Mapping

IPA geographic information systems (GIS) specialist Nicole Minni also created an online Milford Historic Preservation District Map using ArcGIS Online. This interactive map provides several base-map views, including aerial, street, and photo imaging, and 11 layers of historic preservation-content layers. The City of Milford, or community partners, can use the ArcGIS Online map to create a web application, then send it to Twitter, Facebook, or embed within a website. This map can be used to inform the work of city staff, the proposed Milford Historic-Preservation Commission, Milford Planning Commission, or citizen planners. The ArcGIS Online map may be found at <http://bit.ly/QZG6zb>.



Economic Development

Heritage and Eco-Tourism

Heritage tourism is defined as “traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources” (National Trust for Historic Preservation, 2008). Cultural-heritage tourism has a wide range of potential benefits, a strong market potential, and has seen a surge in popularity and implementation in various places in recent decades. Many local government agencies, preservation groups, and economic development advocates have a very positive view of heritage tourism, since it can be a powerful engine of economic growth while helping improve the quality of life for local communities (Jiang and Homsey, 2008, p. 1).

From 1990 to 2003, Sussex County attracted 12.1 million visitors, and “93 percent, or 11.3 million indicated that the county was their primary destination and/or that they stayed over at least one night” (DEDO, 2005, p. 3). Indeed, Sussex County is an attractive regional tourist destination, owing to the beautiful beaches and resort towns in the coastal area. In 2003 beach activities ranked first among visitors’ most popular activities in Sussex County, with 33 percent of respondents indicating that they participated in beach-related activities (DEDO, 2005; Jiang and Homsey, 2008, p. 7).

Besides the beautiful beaches and resort towns, Sussex County has rich and diverse cultural and historic resources and attractions. In 2006 Lewes, a historic town near the mouth of the Delaware Bay, was selected by the National Trust for Historic Preservation as one of the 2006 Dozen Distinctive Designations (National Trust for Historic Preservation, 2006). In fact, in Sussex County there are more than 20 historic towns that have the potential to become distinctive destinations for tourists. CHAD cataloged a large number of historic resources in Sussex County (2007) and identified seven broad themes around which a heritage-tourism program might be designed: the natural environment, the maritime tradition, beach resort communities, historic buildings and architecture, agriculture and agri-tourism, small towns, and religion. With its wealth of historic and cultural heritage, existing tourist infrastructure, and central position within the eastern coastal population centers, Sussex County is well positioned for the development of heritage-tourism programs (Jiang and Homsey, 2008, p. 8).

In addition, eco-tourism is becoming big business in Delaware. According to a recent Theodore Roosevelt Conservation Partnership (TRCP) report, outdoor recreationists in Delaware, Maryland, and Virginia spend nearly \$4 billion annually and support more than 27,900 jobs in the Delmarva Peninsula (*TRCP.org*). According to the TRCP report, hunting and fishing are critical economic engines, and habitats need to be sustained to grow local and regional economies. The Partnership for the Delaware Estuary, in collaboration with Delaware Economic Development Office (DEDO), also recognizes the economic development potential of

Delaware's eco-tourism industry. It has launched an *ecoDelaware.com* website that is designed to connect residents, visitors, and tourists with outdoor destinations, events, activities, and eco-tours. However, conspicuously missing from ecoDelaware's GoogleMap of "great places" is the Mispillion River and Milford's Riverwalk. Also clearly missing from its list of "great events" on the *ecoDelaware.com* site is Milford's annual Riverwalk Freedom Festival (each September) and the inaugural Paddle Pedal Festival event, which was held for the first time this year on October 13, 2012.

One tool that will substantially aid in promoting heritage tourism in Milford, and which may be expanded in the future to map other agri-, eco-tourism, and "great places," is the use of a Google Earth map. A Milford Historic Landmarks map was created in Google Earth by IPA Graduate Public Administration Fellow Natasha Nau. The map was based off of Nicole Minni's Historic District GIS map created as a result of Workshop #3.

The Milford Historic Landmark Google Earth map was prepared with considerable input from Milford Museum Vice Chairman David Kenton, Milford Economic EDAP member Bob Connelly, and Milford Museum Commissioner Joan Lofland. The Milford Historic Landmarks map provides vital information on locations, descriptions, and photos of historic properties, cultural or historic resources, and architectural heritage for residents, visitors, and heritage tourism buffs (see Appendix C, Inventory Table). Of the total 50 landmarks, half are designated as National Register Historic Places. The other half was identified through the input of Milford Complete Communities stakeholders Kenton, Connelly, and Lofland.

To create this map, exact addresses for each landmark were identified, which was accomplished with the help of Dave Kenton, the National Register, and Google Map research. Each address was confirmed by using the "Street View" in Google Earth to visually compare that image with photos of the landmark. If IPA did not have a photo of a particular landmark, Google Earth's Panoramio (a landscape, photo-sharing software run and monitored by Google) was used to obtain photos. These photos must be approved and are therefore very reliable. For each landmark, a numbered placemark was plotted, the title and short description was entered, and a photo slideshow was linked through the online, web-photo platform called Picasa (which is now owned by Google and is sometimes called Google Photos). Much of the photo credits must go to the National Register, Panoramio, and Milford Museum. This map is designed to be interactive and can be embedded within a website.

This free resource can now be maintained and updated by the City of Milford to directly promote heritage- and eco-tourism-based economic development. In addition, this map can be used as a guide for a walking tour, similar to Milford's Art Tours, and links can be provided from other economic-development websites such as *visitsoutherndelaware.com*, *visitdelaware.com*, *downtownmilford.org*, *milfordchamber.com*, and *milforddemuseum.org*.

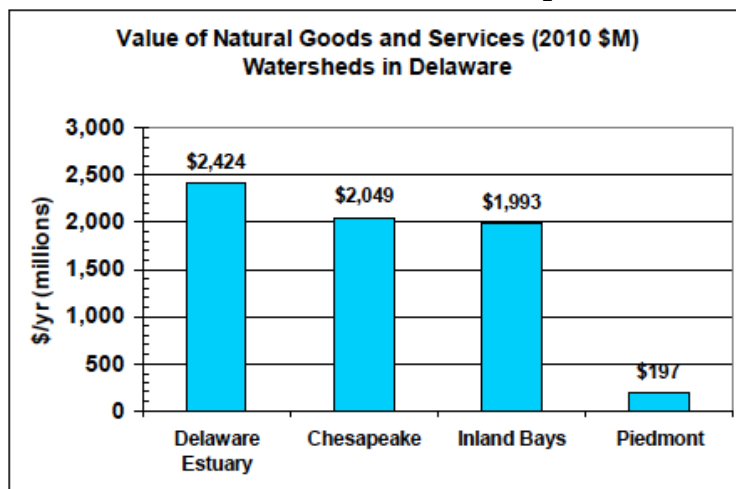
Economic Value of the Mispillion River Watershed

While small, Delaware is tremendously rich in water resources—25 miles of ocean coastline, 841 square miles of bay, 2,509 miles of rivers and streams, and 2,934 acres of lakes and ponds. The water, natural resources, and ecosystems contained in Delaware’s watersheds are a valuable economic resource to the state. The socioeconomic value of water, natural resources, and ecosystems in the Delaware’s watersheds is described in *Economic Benefits and Jobs Provided by Delaware Watersheds*, a January 2012 report published by IPA’s Water Resources Agency (Narvaez and Kauffman).

As explained in the report, four major basins—the Piedmont, Delaware Bay and Estuary, Inland Bays/Atlantic Ocean, and Chesapeake Bay—and 46 watersheds within these basins include at least a portion of Delaware. The Delaware Bay and Estuary Basin, located in eastern New Castle, Kent, and Sussex Counties, drains runoff into the Delaware Bay and encompasses 14 watersheds—including the Mispillion River watershed (Narvaez and Kauffman).

The report highlights that Delaware’s watersheds are an economic engine that provide:

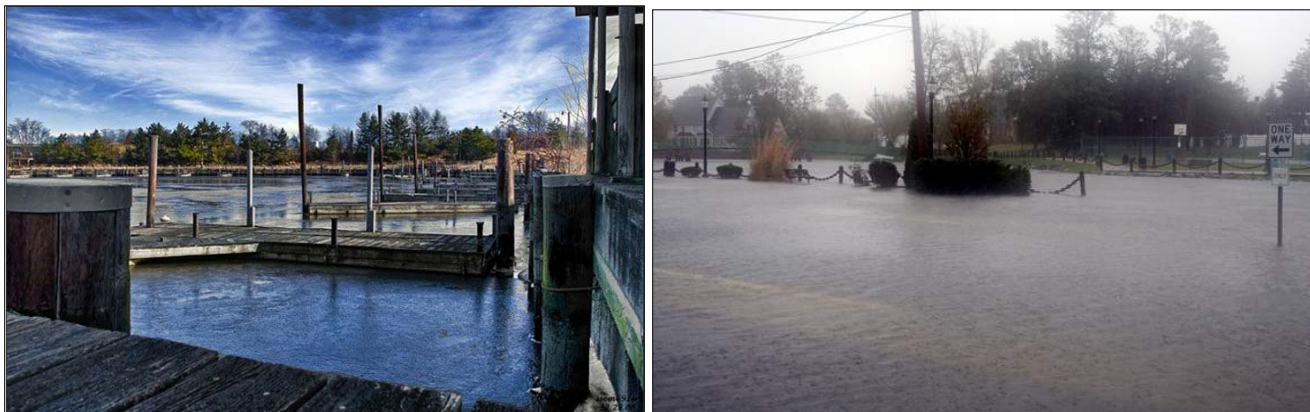
- **Between \$2 billion and \$6.7 billion in economic activity** including market and non-market value of agriculture, water supply, fishing, hunting, recreation, boating, ecotourism, and navigation/port benefits
- **Ecosystem goods and services** (natural capital) value provided by habitat such as wetlands, forests, farms, and open water
- **Over 70,000 direct and indirect jobs, which provide over \$2 billion in annual wages** in the coastal, farm, ecotourism, watershed organization, water supply/wastewater, recreation, and port industries. Jobs and wages directly and indirectly associated with Delaware’s watersheds. According to the report and as illustrated below, at \$2.4 billion, the Delaware Estuary provides the highest value of annual ecosystems services (Narvaez and Kauffman, p.1).



Source: Narvaez and Kauffman, p. 6

The City of Milford is strategically situated at the head of tide along the Mispillion River, a historic waterway that provides significant economic benefits to the community. Downtown Milford's Mispillion Riverwalk, preserves the historic waterfront area that was once home to a seven shipyards that produced over 600 wooden sailing ships between 1680 and 1927. Scaling by proportion of population, land area, and labor statistics, it is likely that the City of Milford's fortuitous location on the Mispillion River watershed is the driver for hundreds of millions of dollars in economic benefits and hundreds if not thousands of watershed-related jobs.

One issue of concern is the general health and siltation of the Mispillion River. A September 2009 *Mispillion River State of the Watershed Report* by the Delaware Nature Society, provides an analysis of chemical data collected between 2004–2008 in the Mispillion River Watershed. The report suggests that biggest threat to the watershed not pollution from industry, but run-off or non-point sources of pollution from yards, farms, roadways, and construction sites (Delaware Nature Society). While siltation is a natural occurrence within the evolution of rivers, increases in silt load can result in water and land use changes. Negative impacts of rivers siltation include blocking of low-order streams with vegetation, progressive elevation of the river channel, flooding, reduction of or choking of filter-feeding and bottom-dwelling organisms, reduced spawning of fish, and changes in water quality.



Left: Abandoned marina on Mispillion River. Silting of tidal river prohibits navigation of boats to Delaware Bay (photo credit: *ssem21403*)

Right: Mispillion River Flooding onto Park Avenue on 10/29/12 following Hurricane Sandy (photo credit: Scott Goss, *Milford Beacon*)

To control runoff, the Delaware Department of Natural Resources and Environmental Control (DNREC) has established Delaware Sediment and Stormwater regulations that require management of both stormwater quantity and quality of runoff. The first preference in management of runoff water quality is best management practices (BMPs) to promote recharge of stormwater, including green-technology practices that involve filtering, biofiltration swales, bioretention, and infiltration facilities (DNREC). A 2005 *Delaware Bay and Estuary Assessment Report* affirms that “resolution of nutrient/sediment problems within the Basin will hinge on controlling and managing the source of these nutrients through effective use of

BMPs for land management in cities, agricultural fields, rural areas, and industrial sites (DNREC). In addition to implementing stormwater management BMPs, the report suggests a “geomorphic” approach, or integration of natural characteristics into tax ditch–channel designs, for streambank restoration and channelization projects (DNREC).

As part of DNREC’s Nonpoint Source Program (NPS), a Mispillion Tributary Action Team (TAT) was formed and has developed pollution control–strategy recommendations for the Greater Mispillion Watershed (Mispillion River and Cedar Creek). TAT’s recommendations include reducing nutrients from developed land (existing and future) into the watershed, providing incentives for additional nutrient reductions from agriculture, conducting outreach and education, and forming a nonprofit watershed association. As of the publication date of DNREC’s 2011 NPS Annual Report, no progress has been made toward implementing the Greater Mispillion Watershed pollution-control strategy or the development of a watershed association (DNREC 2011). To pursue funding for a possible Mispillion River watershed–restoration project that focuses on reduction of NPS, the City of Milford may wish to apply for a Delaware Nonpoint Source Program competitive grant via Section 319 of the Clean Water Act.

Dredging, or the process of mechanically removing bottom sediments in a waterway, is another approach that can be undertaken to maintain navigable channels for recreational or commercial boating activities. According to the *Delaware Bay and Estuary Assessment Report*, dredging can remove “accumulated sediments from waterways and provides a deeper and safer channel for boaters” (DNREC, 2005, p. 106). It can also be “an effective method for controlling sediment deposits in marina basins and boat launching facilities” (DNREC 2005, p. 105). The report notes that Delaware Bay and Delaware Estuary dredging projects have been periodically conducted by the Philadelphia District of the U.S. Army Corps of Engineers, State of Delaware, and New Castle County Conservation District.

According to a 2007 Rehoboth Bay sediment-management report, nine dredging projects were conducted by either the State or the New Castle Conservation District in the Mispillion River Waterway from 1979–2007 (DNREC, 2007). The U.S. Army Corps of Engineers and DNREC also teamed up in 2009 to conduct a Mispillion River navigational-maintenance and habitat-restoration project. The project was proposed to correct accelerated erosion caused by tidal flow through a breach at the north end of the Mispillion breakwater, which threatened fragile habitat for spawning horseshoe crabs and nesting shorebirds.

Despite work that has occurred over the years, the need to sustain a healthy coastal economy (including eco-tourism) and environment supports the need to undertake comprehensive dredging of the Mispillion River (not just the inlet area). *The Delaware Statewide Dredging Policy Framework* outlines issues and concerns related to dredging activities in state waters. It notes that, when considering a dredging project, public benefit is a primary consideration, including the “potential effect on the public with respect to commerce, navigation, recreation,

aesthetic enjoyment, natural resources, and other uses of the subaqueous lands” (DNREC 2001, p. 2). The framework provides a list of agencies involved in the dredging permitting process, required permits, need to conduct a pre-dredge evaluation that includes an economic analysis, analysis of alternatives to dredging, and potential chemical, biological, physical, and other environmental impacts.

To begin this task, the City of Milford may benefit from the following analysis that more precisely estimates the economic value of the city’s standing in the Mispillion River watershed. The following preliminary scope of work has been prepared by WRA project director Gerald Kauffman of IPA’s Water Resources Agency:

1. Area of Interest: The area of interest is defined as the Mispillion River watershed in Kent County and Sussex County, Delaware. IPA’s Water Resources Agency will develop ArcGIS map layers of watersheds, population, ecosystems, habitat, and land use/land cover.

2. Literature Review: Gather published literature and socioeconomic data relevant to the Mispillion River watershed, including databases from the U.S. Census Bureau, U.S. Bureau of Labor Statistics, U.S. Department of Agriculture, U.S. Forest Service, and U.S. Fish and Wildlife Service.

3. Annual Economic Value: Estimate the direct (market) and indirect (non-market) economic value of agriculture, water quality, water supply, fishing, hunting, recreation, boating, ecotourism, and navigation by utilizing population, employment, industrial activity, and land-use data. Total economic activity is the sum of direct and indirect uses, option demand, and non-use values. Direct-use (market) values are derived from the sale or purchase of natural goods, such as drinking water, boating, recreation, and commercial fishing. Indirect (non-market) values are benefits from ecosystems, such as water filtration by forests and flood control/habitat protection from wetlands.

4. Ecosystem Services: Tabulate the market value of natural resources (ecosystem services value) in the Mispillion River watershed for habitat such as wetlands, forests, farmland, and open water. Ecosystem services (ecological services) are economic benefits provided to society by nature, such as water filtration, flood reduction, and drinking-water supply. Using ArcGIS, map and tabulate ecosystem areas (acres) using 2007 NOAA Coastal Services Center (CSC) land-cover data in the following classifications: (a) freshwater wetlands, (b) marine, (c) farmland, (d), forest, (e) barren, (f) saltwater wetland, (g) urban, (h) beach/dune, and (i) open freshwater. Review published research studies and gather economic value (\$/acre) data for these ecosystem goods and services: (a) carbon sequestration, (b) flood control, (c) drinking-water supply, (d) water-quality filtration, (e) waste treatment and assimilation, (f) nutrient regulation, (g) fish and wildlife habitat, (h) recreation/aesthetics. Compute ecosystem services value by multiplying land area (acres) by ecosystem value (\$/acre).

5. Jobs and wages: Obtain employment and wage data from the U.S. Department of Labor, U.S. Census Bureau, National Ocean Economics Program, and other sources. Estimate direct/indirect jobs by North American Industry Classification System (NAICS) codes (e.g., shipbuilding, marine transportation/ports, fisheries, recreation, minerals, trade, agriculture).

6. Report: Prepare a report and GIS mapping that summarizes (1) annual economic value of activities related to the Mispillion River watershed, (2) ecosystem goods and services (natural capital), and (3) jobs and wages directly and indirectly related to the bay and watershed in 2010 dollars.

Community Character, Image, and Sense of Place

Community character can be described as the qualities and assets that make a community unique and establish a sense of place for its residents and visitors. The visual appeal and scenic beauty of the natural environment, community design, and built-environment features can contribute to the character of a community. Community character may be also be shaped by an area's natural ecosystems, historic landscapes, cultural heritage, social activities, recreational and artistic offerings, and social dynamics of area residents.

Gateway Improvements

A welcome gateway is important to a city's image and perception of a community's character. Similar to meeting a new person, good first impressions are essential for newcomers visiting or passing through a municipality. An attractively landscaped gateway can provide a positive first impression with signage and imagery that conveys a "sense of place" and brand that distinguishes the identity of a community. Gateways can also show a sense of pride; the city has invested money in self-improvement.

In addition to providing an inviting entrance for visitors, visually appealing gateways can offer a navigational point of reference for and serve as a community-branding tool. According to North Star Destination Strategies, a company that specializes in research-based branding of destinations, a brand "is the mixture of attributes – tangible and intangible – that create value and influence.... [A] community's brand helps consumers (residents, businesses and tourists) distinguish you from other cities in the marketplace" (North Star Destination Strategies). Often, community branding incorporates a municipal seal, logo, slogan, or visual image that is memorable and is reminiscent of a city or town's unique brand.

Municipalities across America are beginning to realize the value in gateways. For example, the City of Franklin, Va., wrote a "Gateway Enhancement Plan" in 2009 that identified seven major gateways and recommended improvements to features such as signs, landscaped plantings, sidewalks, paths, and bicycle facilities. Because this was the first gateway-enhancement plan

drafted by the city, the issue of gateway ordinances arose. In the end, city officials determined that an existing “Landscape Ordinance” and a “City Beautification Ordinance” would be sufficient and that no additional ordinances were necessary. The development of the plan was funded by a \$30,000 grant from the Department of Forestry and Camp Foundations and volunteer-time donations. The city budget and improvement sponsors funded construction and implementation of gateway improvements (Kimley-Horn & Associates, 2009). The City of Newark, Del., has a long-standing traffic island–beautification program that is partially funded through sponsors. The city invites businesses, organizations, or individuals to sponsor roadway median–beautification sites throughout Newark. Sponsor signs are placed in the medians, and funding is used to purchase plant material, mulch, and other items necessary to maintain the sites by its Department of Parks and Recreation.

A recent *MilfordLive* article highlighted citizen interest in improving the appearance of gateways into the City of Milford. At an October 2012 Economic Development Advisory Panel (EDAP) meeting, Milford resident and EDAP member Bob Connelly pitched the need to improve the current aesthetics of Milford gateways (Shupe). According to the article, a vibrant arts community and beautiful downtown were among the reasons why Connelly and his wife chose to move to Milford. However, Connelly is concerned that visitors passing through Milford’s unattractive gateways may be deterred from discovering the appeal of its “beautiful, inviting downtown area.”

Connelly facilitated EDAP’s citizen’s survey in March 2012, which was designed to gain information on residents’ perception of Milford and its future. Among citizens who responded, 94.8 percent of survey respondents agreed or strongly agreed with the statement, “In order to improve and sustain Milford’s ‘quality of place,’ beautification of streets and roads should be a priority for businesses and the City.” Connelly’s presentation underscored the importance of community image and appearance in order to attract outsiders, visitors, and tourists to experience Milford’s unique sense of place. The need for a cooperative initiative, such as a creation of a public-private partnership, was suggested as a way to work cooperatively to improve community gateways, code enforcement, commercial property maintenance, and scenic landscape buffers. Connelly notes that Milford is “competing with every other community in the state for business. It will be difficult to be an economic developing city, keep our kids in town and attract a high caliber of businesses if we look like we do now” (Shupe, 2012).

Milford Complete Communities stakeholders acknowledged the importance of gateways in each of the three workshops. A candid comment in Workshop #1 was “Correct the conditions of the gateways to the city—one does not get a second chance to make a first impression.” The topic of gateways also resurfaced in Workshop #2’s Visual Preference Survey and the gateways facilitated mapping exercise in Workshop #3.

In considering how to improve its current gateways, Milford should ask what impression it is trying to make on potential residents/business owners, visitors, and tourists. IPA Graduate Public Administration Fellow Natasha Nau produced a series of three “before-and-after” photographs of critical Milford gateways that were identified by the stakeholders at the workshops. Adobe Photoshop was used to produce the below schematic renderings of possible improvements to gateway entering the City of Milford.



Current Gateway—U.S. Rt. 113 heading south



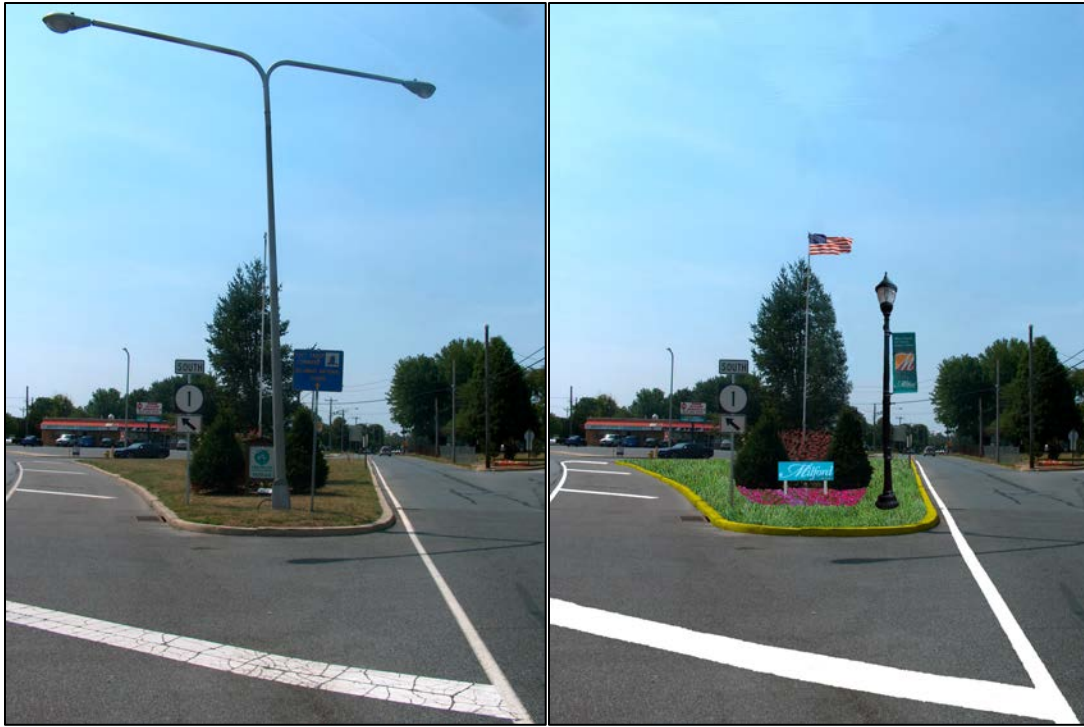
Improved Gateway—U.S. Rt. 113 heading south



Current Gateway at SR 1



Improved Gateway at SR 1



Current and Improved Gateway at Intersection of North Walnut St. and North Rehoboth Blvd.

Signage Improvements

Background

Signs can convey important messages, communicate essential information, or simply serve as navigational tools. The aesthetic appeal and physical characteristics of signs can also influence the appearance and attractiveness of a community. A community with too many signs can promote “visual clutter” and be counterproductive to economic development goals, wayfinding, and/or the “branding” of a community.

Based on input from Complete Communities Milford project stakeholders, concerns have arisen regarding the aesthetics of non-permanent or portable signs, waiving banner signage, off-premises signage, illuminated or animated signage, and signage attached to or painted on vehicles parked and visible from the public right-of-way. This section will examine the City of Milford’s current sign and “model” provisions from other municipalities.



Examples of visual clutter produced by waiving banner signage and use of a vehicle as a portable billboard

Legal Basis of Sign Regulation

Sign regulations have both physical and constitutional dimensions. The presence, absence, number, and spacing of signage and billboards is determined through a combination of federal, state, and local laws, rules, and ordinances. Signage and billboard regulations are important tools communities can utilize to control visual clutter and signage aesthetics. Although stand-alone ordinances may be enacted, signage and billboard regulations are typically included within the local zoning code. For local zoning ordinances to be enforceable, they must also be consistent with a municipality's comprehensive plan.

In addition, local governments must ensure that such sign ordinances do not directly violate the tenets of free speech or discriminate against a particular segment of the community. The messages on signs are protected regulation by the First Amendment to the U.S. Constitution, which guarantees the right of an individual to express his or her personal opinion. A landmark Supreme Court case determined that regulations affecting commercial speech regulation will serve a substantial governmental interest, advance that governmental interest, and not be more extensive than necessary to serve that interest (Mandelker, 2001).

The U.S. Supreme Court has ruled that local governments may impose reasonable "time, place, and manner" restrictions on signage if an ordinance maintains viewpoint- and content-neutrality (i.e., does not regulate a point of view or specific content). Local government regulations that deal with the size, illumination, location, and manner of posting signs and that are viewpoint- and content-neutral, provided they advance a legitimate governmental interest, are most likely to withstand any legal challenges with respect to free speech. The Supreme Court has affirmed that sign regulations may restrict size, height, and spacing in the interest of traffic safety. In addition, aesthetic interests of a government may also justify sign regulation under the free-speech clause (Mandelker, 2001).

Existing Regulations – City of Milford

Chapter 230, Article VI, of the City of Milford Code outlines the city’s signage ordinance:

§ 230-24. - Permitted and prohibited signs. This section lists types of permitted and prohibited signage. Subsection B, #11 details the prohibition of mobile-mounted signage, which by its definition could also be applied to stationary vehicles being used as advertisement. It states, “Portable signs, fixed on movable stands or chassis, or those self-supported types not permanently embedded or any sign that allows ready transport from site to site” (Milford, Delaware Code of Ordinances).

§ 230-26. – General Standard: Section 26 outlines the general standards for signage within the City of Milford. Subsection A contains the provisions for setback, which stipulate that advertising must be ten feet from the front right-of-way line. Section 26 also contains standards regulating business signage. Subsection C states, “All signs whose primary function it is to direct attention to the identity of the business, professional or industrial activity and which describes said nature of such operation shall be deemed a business sign. Such signs shall not exceed two in number on any one road frontage.” This ordinance could be applied to businesses with a number of brightly colored signs located at the northern U.S. Rt. 113 gateway into the city.

Enforcement and Penalties: Article XI contains provisions regarding violations and penalties. Subsection B states, “Any person who shall violate this chapter, or do any act or thing prohibited, or refuse or fail to do any act required to be done, or refuse or fail to comply with an order of the City Code Official or an order of the Board of Adjustment shall, upon conviction thereof, be subject for each violation to forfeit a fine as set forth in Chapter 1, General Provisions, Article II, General Penalty.”

Chapter 1, Article II states that, unless otherwise indicated in the Code of the City of Milford or unless otherwise provided by the Delaware Code, the violation of any chapter, article, or ordinance of the City of Milford shall be punishable by “a fine of not less than \$100 nor more than \$500.” It is not clear whether there are specific costs associated with certain code violations or whether successive code violations receive higher fines.

Issues of Concern

Milford stakeholders have expressed concerns regarding non-permanent or portable signs, waiving banner signage, off-premises temporary signage, illuminated or animated signage, commercial signage in public rights-of-way, signage attached to or painted on vehicles parked and visible from the public right-of-way. Local residents have also raised concerns regarding code enforcement of non-conforming signage, maintenance of signs, and the visual clutter of signage within gateways to the city. An update to the City of Milford signage ordinance could help remediate some of these issues. IPA conducted a scan of model sign regulations and compiled a summary of findings below.

Model Sign Regulations

American Planning Association – Context-Sensitive Signage Design

www.planning.org/research/signs

This document details numerous topics, including good sign design, safety, design review, regulation concerns, and legal basis of regulation. Chapter 3, “Aesthetic Context: Designing for Place,” advises local governments to develop sign regulations that reflect the context of a community. This includes considering the three aspects of the context—the regional setting, the community setting, and the business setting.

New York State Department of State – Municipal Control of Signs

www.dos.ny.gov/lg/publications/Municipal_Control_of_Signs.pdf

This guide to signage regulation from New York State contains a wealth of information relating to non-traditional signage. This document contends that municipalities can regulate non-traditional signs as long as the regulation does not unlawfully control the message expressed by the sign. A community’s definition of the term “sign” will set the scope of their regulation. It may broadly encompass non-traditional media of communication that are not typically considered “structures.” Of relevance to Milford, this guide contains provisions relating to legal basis for regulation as well as specific mention to vehicular signs and flags, streamers, and balloons.

City of Lewes, Del. *<http://ecode360.com/7035429>*

The sign and billboard ordinance for the City of Lewes is designed to “further the intent of its zoning ordinance and its zoning districts, prevent traffic hazards, provide safer conditions for pedestrians, improve community appearance, and to promote economic development....” It notes that signs should be consistent with the architectural features of buildings and augment the historic character of the city. While there is an extensive section with definitions, the ordinance is straightforward and comprehensive. The ordinance establishes general provisions for signs as well as the height, size, area, or location requirements for signs that are permitted in all zoning districts. It explains what signs that are permitted by specific zoning districts; instances where non-conforming signs, billboards, or advertising signs are permitted; and when non-conforming or unsafe signs are subject to removal. The ordinance also describes the sign-permitting process.

City of Gaithersburg, Md. *www.gaithersburgmd.gov/documents/sign_ord.pdf*

This comprehensive ordinance works to enhance the unique character of the city in combination with other City of Gaithersburg planning documents. This ordinance contains a number of provisions applicable to the City of Milford. These regulations include prohibition of non-municipal signage in a designated right-of-way, ban on vehicular signage, and restrictions on the number of banners attached to commercial storefronts. Lastly, Gaithersburg’s ordinance includes regulations on the maintenance of signage as well as the removal of abandoned signage.

City of Seminole, Fla. <http://library.municode.com>

The City of Seminole's signage ordinance regulates the use of signs to ensure that they are compatible with their surroundings, are suitable to the type of activity to which they pertain, expressive of the community as a whole, and legible in the circumstances in which they are seen. Of importance to Milford is Seminole's definition of vehicular signage, process for signage permitting and appeals, as well as method for correcting non-conforming signage.

City of San José, Calif. www.sanjoseca.gov/DocumentCenter/View

The intent of the signage ordinance of the City of San José is to promote attractive signage and streetscapes, facilitate way-finding and traffic safety, promote commerce, and comprehensively address community aesthetic concerns about visual clutter and visual blight in the environment. Special signage zones have been established that pertain to specific zoning districts (e.g., downtown sign zone, urban mixed-use development area). The City has developed a *Sign Ordinance Illustrative Graphics* document that visually depicts how the area of a sign is calculated based on its location and provides a photo gallery that visually portrays signage definitions.

Pennsylvania Land Trust http://conservationtools.org/guides/show/50#heading_29

This municipal guide builds upon the American Planning Association's Context-Sensitive Signage Design to offer a framework for the creation of signage ordinances. Important issues discussed include adoption of signage regulations as a separate stand-alone ordinance or within a municipality's existing zoning code, sign regulations and free-speech rights, and the construction of billboards.

Scenic Virginia www.scenicvirginia.org

This model ordinance provides a template for a large or small municipality to create a stand-alone signage ordinance. Of particular interest is the model's subdivision of various land-use districts to enforce specific regulations meeting needs within that specialized district.

Citizens For A Scenic Wisconsin

<http://scenicwisconsin.org/public/resources/08%20Model%20Sign%20Ordinance.pdf>

This framework from a Wisconsin nonprofit organization is intended to guide the creation of either a stand-alone ordinance or a section within a municipal zoning ordinance.

Considerations

Signage should not obstruct scenic vistas, visually encroach on neighboring properties, distract drivers, or be detrimental to the character of the community. To address concerns regarding signage aesthetics and the regulation of signage, the City of Milford may wish to form an *ad hoc* committee of stakeholders that include members of the business community. Working with the local business community will ensure that any changes to a sign ordinance meets objectives to reduce sign clutter, improve aesthetics, and promote a positive image while also

promoting the economic development goals of the city. Provisions of model ordinances should be reviewed, considered, and adopted to ensure that provisions are tailored to the City of Milford. Of particular relevance to Milford is the regulation of special signage zones, which could be crafted to fit the needs-specific areas of the community (e.g., Milford's historic districts). Another tool useful in code enforcement is a visual guide to signage regulations. Both Seminole, Fla., and San José, Calif., have adopted visual guidelines to help business owners and residents gain a better understanding of attractive sign design and standards.

Path Forward to Become a Complete Community

What is a Complete Community?

Transportation systems, development patterns, community design, and planning decisions all can have profound effects on health of residents, economic vitality of businesses, and sociability of people. So, the way communities are designed and built impacts community character, quality of life, transportation choices, active-recreation opportunities, sense of place, and meaningful engagement of community members.

While planning for future land is important, there are several reasons why communities need to plan for more than future land use. With regard to the complete-communities concept, research indicates:

- **There is a link between the built environment and the physical, social, and economic health of a community.** For the past half-century, America has been building vehicle-dependent environments that foster obesity, poor health, social isolation, high infrastructure costs, and neglect of downtown cores.
- **Auto-centric development is costly!** Sprawling land-use patterns have altered travel behavior, led to physical inactivity, and contributed to soaring costs for health care and investments in auto-oriented transportation systems.
- **Walkable communities provide health, transportation, and environmental benefits.**
- **Well thought-out comprehensive plans provide the foundation for healthy and complete communities.**
- **Housing preferences are changing.** Demographic changes are driving housing-market choices. Aging baby boomers want to downsize from large, single-family homes, while young Millennials and Generation Y'ers want affordable housing options near jobs, transit, and walkable centers of activity. In addition, the majority of older (65+) Americans want to age in their current homes.
- **Sense of place matters!** Placemaking recognizes that cities/towns should be people-oriented with walkable destinations, great public spaces, and opportunities for social and economic activity. Even if a building or place is beautifully design, it will not be successful unless it has four key attributes—sociability, access and linkages, uses and activities, safe/attractive image and comfort (Project for Public Spaces).
- **A community's appeal can drive economic prosperity.** Studies acknowledge the economic importance of place. Businesses are drawn to convenient locations that attract people, provide a compelling experience, and are destination-oriented.

So, a complete community may be defined as one that considers transportation options and connectivity, mixed and efficient uses of land, healthy environments, job growth and business

diversity, and an involved citizenry that helps define a community's unique character and sense of place.

One important principle that was reinforced during the course of this project is that there is not a one-size-fits-all prescription for a complete community. While stakeholders in each pilot community developed a consensus on the five elements of a complete community, additional characteristics were identified that were specific to each pilot community and incorporated the perspectives of diverse stakeholders. Outcomes from the first two workshops drove the need to move from a generic "Planning for Complete Communities in Delaware" approach to a more community-driven process that reflected each pilot community's vision and issues of concern and would build on plans or initiatives already underway. As a result, themes emerged for each pilot community that formed a basis for a stakeholder-driven "path forward" to become a complete community. The following City of Milford path-forward considerations were identified during the course of the project and are categorized by the five elements of a complete community.

City of Milford's Path Forward to Become a Complete Community

Complete Streets

- Adopt a resolution to support the state's Complete Streets Policy.
- Incorporate complete-streets objectives within the impending update to Comprehensive Plan.
- Review IPA's publication, *Complete Streets in Delaware: A Guide for Local Governments* (www.ipa.udel.edu/publications/CompleteStreetsGuide-web.pdf), particularly Chapter 7, and work with DelDOT to provide safe, equitable, and accessible transportation to all users and modes. The *IPA Complete Streets Implementation Checklist* can provide a foundation to achieve complete streets by evaluating the extent to which Milford's vision, plans, policies, design standards, and facility maintenance practices are consistent with complete-streets principles.
- Continue to foster pleasant walking and biking facilities by creating a network of pedestrian and bicycle corridors throughout the city for transportation and recreation in order to ensure all areas of the city are accessible by foot or bike.
 - Consider expansion of trails/bike lane adjacent to SR 1 overpass.
- Consider bringing a public-transit shuttle (or DART trolley) to provide three internal routes within city limits. All of these routes would stop at commercial, residential, recreation, and public-facilities destinations.
 - North Route – to link commercial destinations one to another and loop through the CBD and Riverwalk area.
 - South Route – to link the residential developments to the north and loop through to the CBD/Riverwalk.

- Central Route – to provide a focused loop that connects the North and South Routes.
- Work with DelDOT to:
 - Consider priority complete-streets improvements for: Shawnee Lane, Horseshoe Drive, Elks Lodge Road, Riverwalk, West SR 36, SR 30, and downtown Milford, including Walnut, Marshall, Seabury, Rehoboth Blvd., Front St., NW Front St., N & S Washington.
 - Plan for bicycle facilities for access to Meadows at Shawnee, farmer's market, Wissman Acres, SR 30, SR 36 to Slaughter Beach, Abbott's Mill, and the intersection of Elks Lodge Rd. & Marshall St.
 - Address unsafe roads (e.g., Airport Road) and paths by installing traffic-calming measures, widening shoulders, creating bike lanes and trails, improving signage and striping, improving the safety of intersections and blind corners.
- Integrate multiple transportation options to/from CBD including a localized shuttle bus, biking, and walking.
- Increase connectivity and accessibility to essential community destinations to increase active transportation.
- Improve walkability among and between the city's major anchor areas—including the CBD as well as:
 - Riverwalk to Silver Lake and Goat Island
 - Hospital area to area south of CBD
 - Milford Athletic Complex to CBD
- Address barriers to walkability.
 - Identify where sidewalk gaps are present and develop a plan to install new sidewalks to correct gaps, as funding permits.
 - Ensure that the city has a current and up-to-date ADA transition plan.
 - Ensure that property owners are aware of Milford Code, Chapter 174, §197-4 to maintain, repair, or replace sidewalks and for keeping sidewalks in good repair, safe condition, free of vegetation and hazards; review recommendations in Chapter 12 of IPA's *Winter Maintenance of Pedestrian Facilities in Delaware: A Guide for Local Governments* (www.ipa.udel.edu/publications/SnowRemoval.pdf).
 - Correct uneven surfaces on Mispillion Riverwalk and sidewalk root intrusion (Jefferson and Lakeview).

Efficient Land Use

- Review IPA's *Healthy Communities Comprehensive Plan Assessment Tool* (www.ipa.udel.edu/healthyDEtoolkit/docs/CompPlanAssessmentTool.pdf)—a document and checklist that is intended to guide cities and towns in Delaware to write more health-focused comprehensive plans or plan updates.

- Continue to work to develop standards and regulations that promote mixed-use development and affordable, alternative housing options—particularly for retirees, aging baby boomers, and young professionals who wish to live and work in the Milford area.
- Continue to work to develop regulations that preserve and protect natural resources, greenways, open space, critical preservation areas, the Mispillion River watershed, and agriculture.
- Continue to work to secure easements to secure land for future extensions of the Mispillion Riverwalk.
- Consider developing and adopting downtown design standards to maintain the architectural integrity of existing historic structures and ensure compatibility of proposed new infill development.
- Seek assistance from the Delaware Safe Routes to School (SRTS) Program for support of Milford bicycle- and pedestrian-safety programs, as well as for signage, crosswalk upgrades, and traffic-calming measures in the vicinity of schools.
- Ensure that there is a mix of complementary land uses and mutual recognition and respect of private property rights when examining growth opportunities and re-use.

Healthy and Livable

- Maximize opportunities for physical activity, recreation, and healthy lifestyles through linear parks, cultural opportunities, recreation and athletic programs, and art venues.
- Continue to garner city and sponsorship support for new recreation events, such as the inaugural Paddle Pedal Festival.
- Support access to good health care and critical services.
- Encourage improvements to gateways (U.S. Rt. 113 & SR 1 interchange southbound, SR-B1 split, U.S. Rt. 113 northbound, SR 1 & SR 14) to promote the “branding” of Milford.
- Work with the local business community to amend the sign ordinance in order to reduce sign clutter, improve aesthetics, and promote a positive image while also promoting the economic development goals of the city.
- Consider creation of a public-private partnership to cooperatively work to improve community gateways, code enforcement, commercial property maintenance, and scenic landscape buffers; also work cooperatively to develop a business/organization-sponsored traffic island–beautification program.
- Consider the need for Milford to become an “aging-friendly community,” or one that considers needs of seniors who wish to:
 - Remain in their own homes/communities
 - Safely walk to activities of daily living
 - Live affordably in smaller, single-family or group homes with universal-design features
 - Have access to public transportation and roadway infrastructure that supports ADA features and multimodal transportations options

Inclusive and Active

- Foster positive perceptions of community safety (i.e., police presence).
- Promote interaction and collaboration among all entities (i.e., state/local institutions, civic organizations, homeowners' associations, business community, citizens, etc.).
- Continue to value the characteristics in Milford that make a place, cultural site, feature, or landmark "historic," such as age, architectural style, appearance, and association with a historic person or event.
- Consider improving demolition regulations and review process.
- Consider contracting with UD's Center for Historic Architecture and Design to conduct a survey of historic properties, identify their significance, and prepare a historic-preservation plan.
- Adopt a City of Milford historic-preservation ordinance, as proposed in the *City of Milford's 2008 Comprehensive Plan*.
- Appoint a City of Milford Historic-Preservation Commission (HPC).
- Attain certified local government status via the State Historic Preservation Office (for support of historic preservation initiatives).
- Improve demolition regulations and the review process.
- Consider developing and adopting downtown design standards to maintain the architectural integrity of existing historic structures and ensure compatibility of proposed new infill development. Develop and adopt design standards.
- Take an active role in the Delaware Byways Program to promote heritage-, eco-, and maritime-based tourism.
- Utilize interactive mapping to promote Milford's heritage.
- Foster infill development and adaptive re-use of historic buildings.

Sustainable

- Contract with IPA's Water Resources Agency to conduct an analysis that estimates the economic value of the city's portion of the Mispillion River watershed, which may serve as justification to undertake comprehensive dredging of the Mispillion River (not just the inlet area).
- Promote use of the IPA-developed Milford Historic Landmark map to promote heritage- and eco-tourism based economic development; encourage links to the map from other economic-development websites, such as *visitsoutherndelaware.com*, *visitdelaware.com*, *downtownmilford.org*, *milfordchamber.com*, and *milforddemuseum.org*.
- Determine responsibility for the continued maintenance and update of the Milford Historic Landmark Google Earth map.
- Apply for a Delaware Nonpoint Source Program competitive grant via Section 319 of the Clean Water Act to support the health of the Mispillion River watershed.
- Implement the Greater Mispillion Watershed pollution-control strategy.

- Work to form and enlist members of a volunteer watershed association.
- Support coordinated efforts among the city's EDAP, Downtown Milford, Inc., and Milford Chamber of Commerce to promote job growth and business diversity.
- Encourage opportunities for higher education in Milford.
- Maintain and replace existing infrastructure; foster preservation of historic resources.
- Leverage grant opportunities.
- Review the existing zoning regulations to ensure that any new development keeps the pedestrian scale of Milford, particularly within the CBD.
- Develop strategies to promote economic development opportunities, such as an amphitheater, downtown ice cream shop, more downtown retail boutiques and shops, kid-friendly places, an aquarium near Mispillion River's Goat Island, and a small satellite college or administrative facility that would house one or more of our already existing higher education institutions.
- Designate a greenway/conservation district/historic district along the Mispillion River
- Continue to work to develop regulations that preserve and protect natural resources, greenways, open space, critical preservation areas, the Mispillion River watershed, and agriculture.
- Continue to work to secure easements to secure land for future extensions of the Mispillion Riverwalk.

Appendices

Appendix A. List of Stakeholders

Appendix B. GIS Maps

B1. Bikeability Destination Map

B2. Delaware’s Coastal Heritage Byways Maps – Milford and Bayshore Connections

B3. Milford Gateways Map

B4. Historic Preservation District Map

B5. Inter-City Public Transit Map

B6. Walkability/“Great Places” Map

Appendix C. Historic Landmarks Google Earth Map: Inventory Table

Appendix D. References

Appendix A. List of Stakeholders

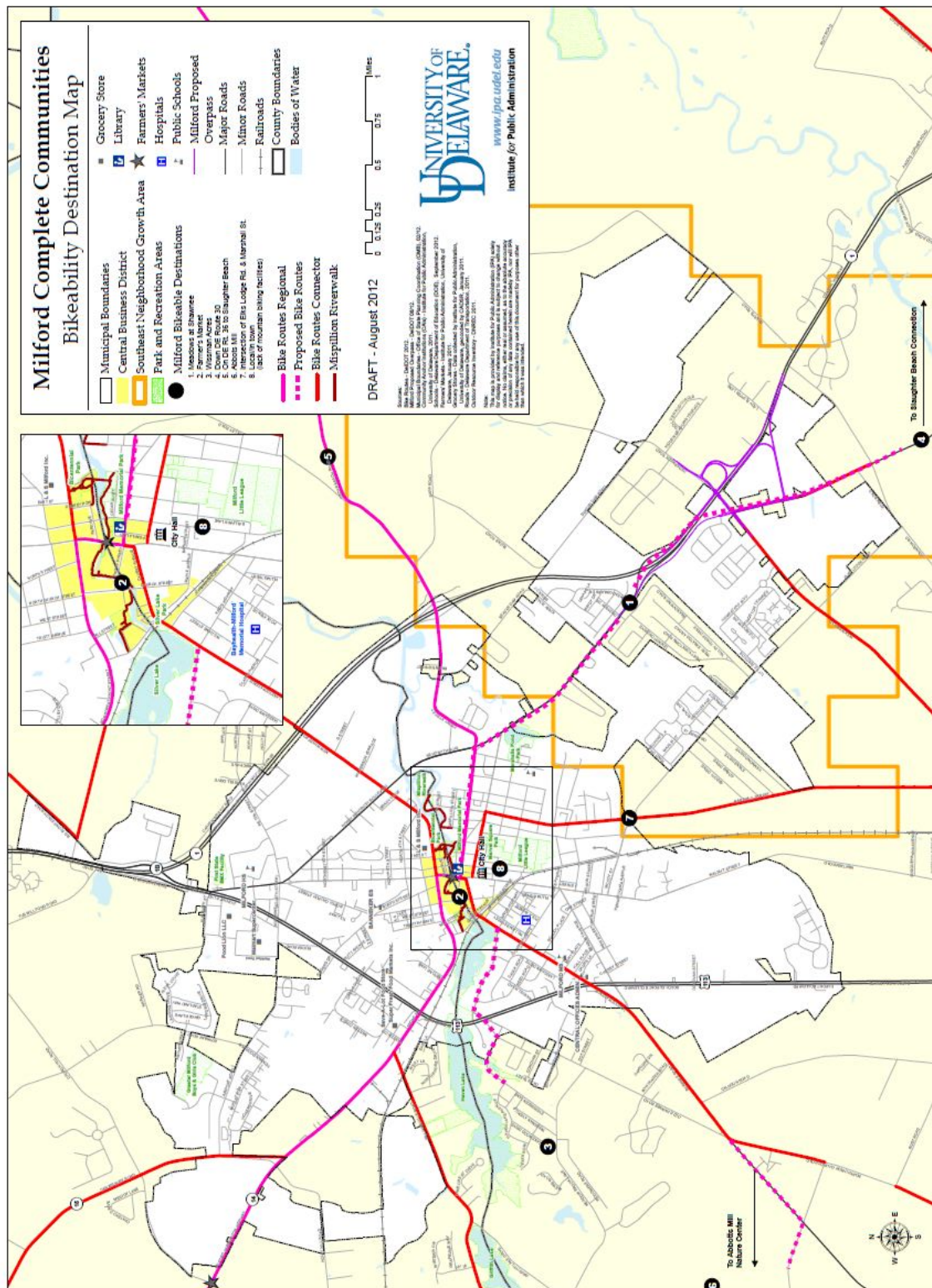
| Name | Affiliation | Title |
|--------------------------|------------------------------------|-------------------------------|
| Richard Carmean | City of Milford | City Manager |
| Gary Norris | City of Milford | Planning Director |
| Gary Emory | City of Milford | Director, Parks & Recreation |
| Stephen Masten | City of Milford | Economic Development Director |
| Edward Huey | City of Milford | Police Lieutenant |
| Joseph "Ronnie" Rogers | City of Milford | Mayor |
| Charles M. Rini | City of Milford | Chairman |
| Arthur (Archie) Campbell | City of Milford | Planning Commission |
| David Markowitz | Citizen | |
| Sher Valenzuela | First State Manufacturing | Vice President |
| Patty Atkinson | Citizen | |
| Daniel Marabello | Citizen | |
| Craig Crouch | Sussex Industries | President |
| Bobbie Geier | DelDOT | Assistant Director, Planning |
| Jo Schmeiser | Milford Chamber of Commerce | |
| Sara Kate Hammer | Downtown Milford, Inc. | |
| David Kenton | Milford Museum/Hist. Society | Commissioner |
| Robert Connelly | Misphillion Art League | |
| Jeanel Starling | St. Paul's Church | Pastor |
| Joe Tauber | Milford Senior Center, Inc. | President |
| Karen Lloyd | Milford Senior Center, Inc. | Executive Director |
| Sharon Kanter | Milford School District | Superintendent |
| Jim Purcell | Communities In Schools of Delaware | |
| Gary F. Simpson | City of Milford | Senate Minority Leader |
| Bryan Shupe | Milford Live | Owner |
| Randy Marvel | Marvel Insurance | Realtor |
| Harvey Kenton | State Legislature | State Representative |
| Lee Nelson | Downtown Milford, Inc. | |
| George Carroll | Dolce Bakery | Owner |
| Garrett L. Grier III | City of Milford | Councilman |
| Keith Hudson | City of Milford | Chief of Police |
| Lucius Webb | Citizen | |
| Ivy Bonk | Citizen | |
| Lance Corgill | Citizen | |

Appendix B. GIS maps

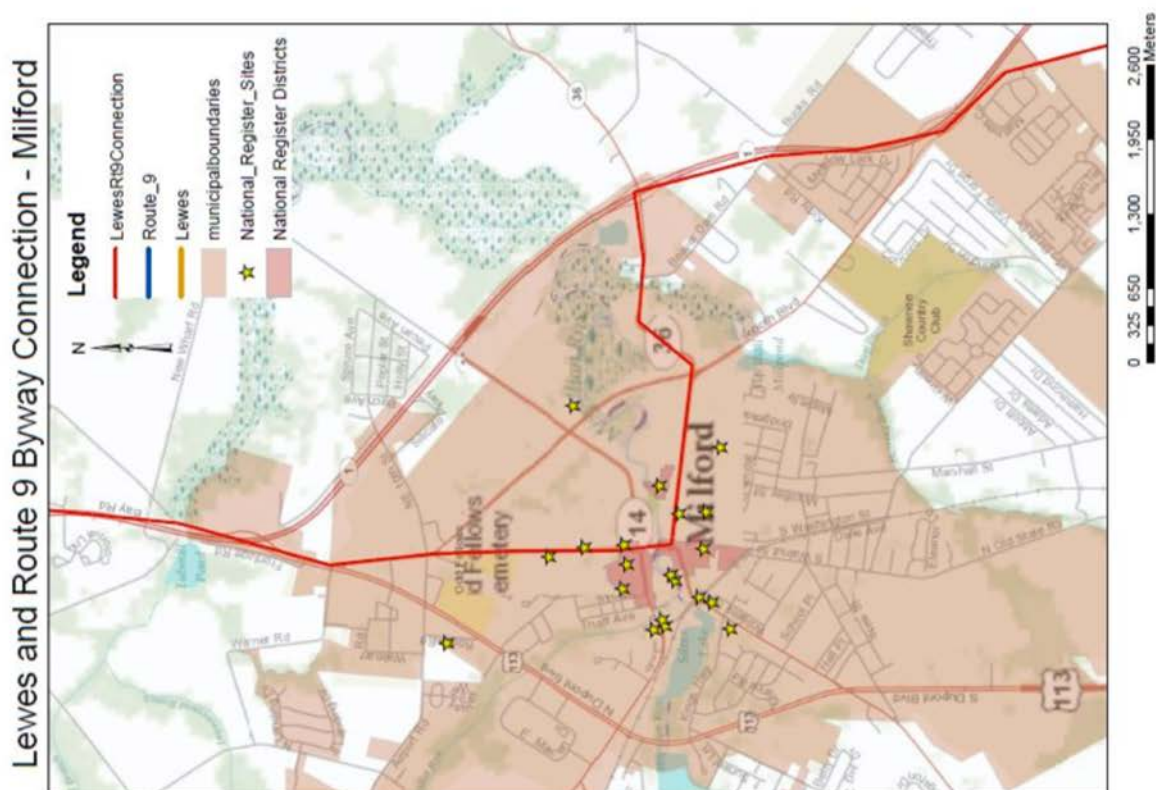
Appendix B includes a series of maps that were produced for the City of Milford by Nicole Minni, who works for IPA's Water Resources Agency. A preliminary version of these maps was used for the exercises in Workshop #3 (which were discussed previously). The input received from the stakeholders who attended Workshop #3 was mapped using GIS, the final hard-copy maps were delivered to City Manager Richard Carmean in October 2012, and the final maps can be found in this section of the Appendices.

Electronic GIS-map products from the City of Milford Complete Communities project are the intellectual property of the University of Delaware. However, GIS maps and data associated with the City of Milford Complete Communities project are available to the City of Milford officials at an additional charge and can be delivered electronically by sending a written request to Nicole Minni (nminni@udel.edu). Use of all GIS maps and data created for the City of Milford Complete Communities must acknowledge the University of Delaware's Institute for Public Administration.

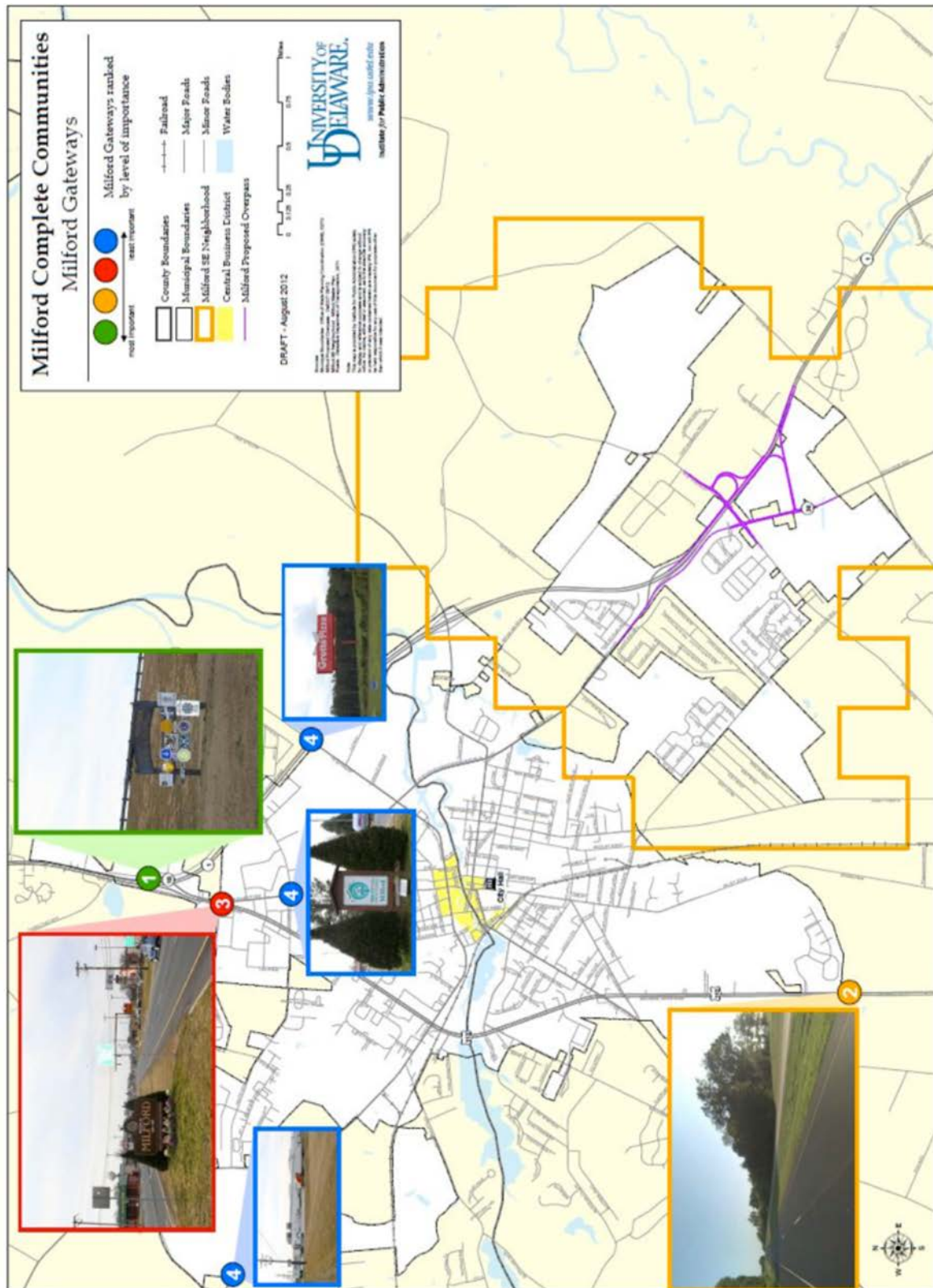
Appendix B1. Bikeability Destination Map



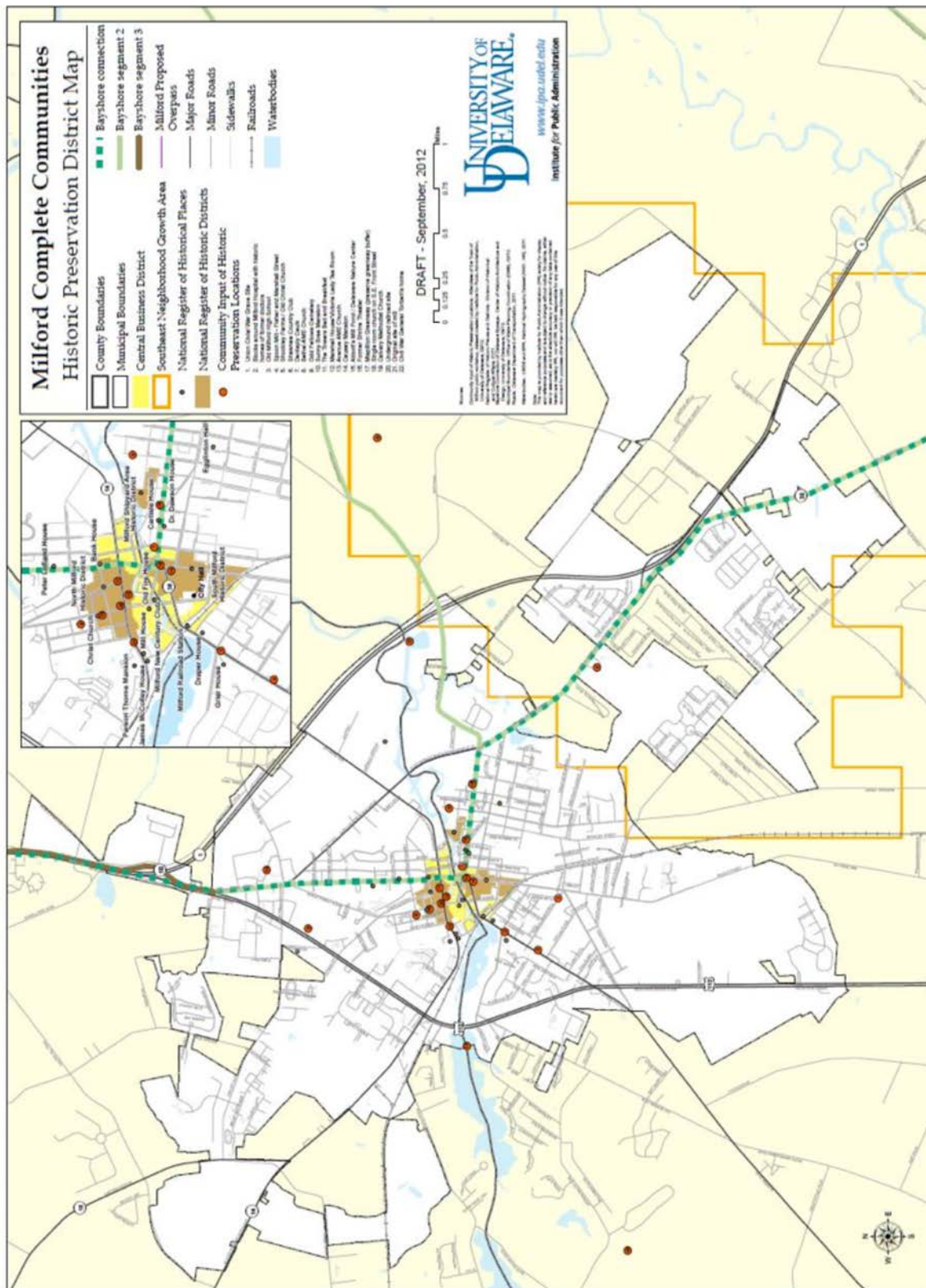
Appendix B2. Delaware's Coastal Heritage Byways Maps – Milford and Bayshore Connections



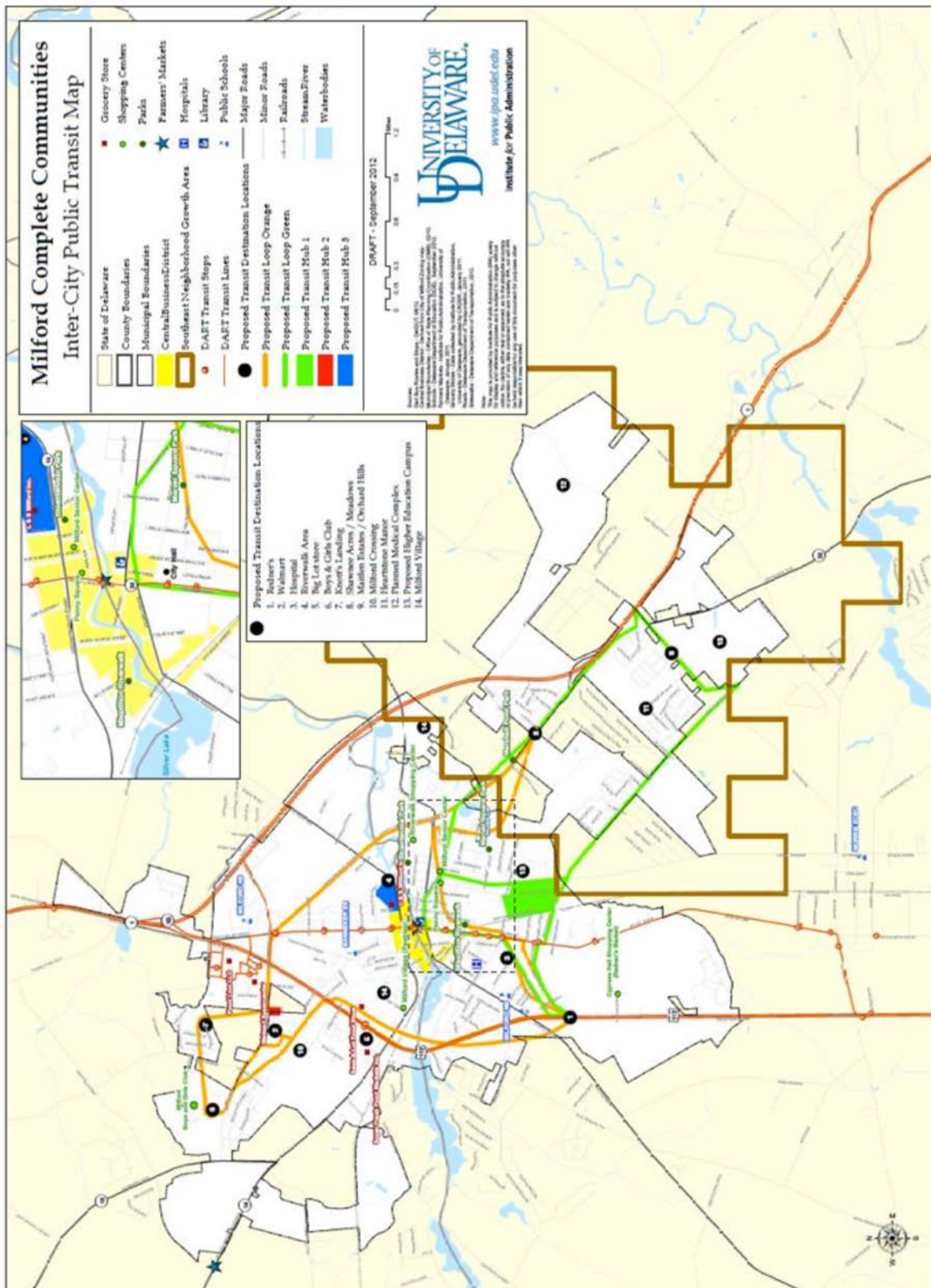
Appendix B3. Milford Gateways Map



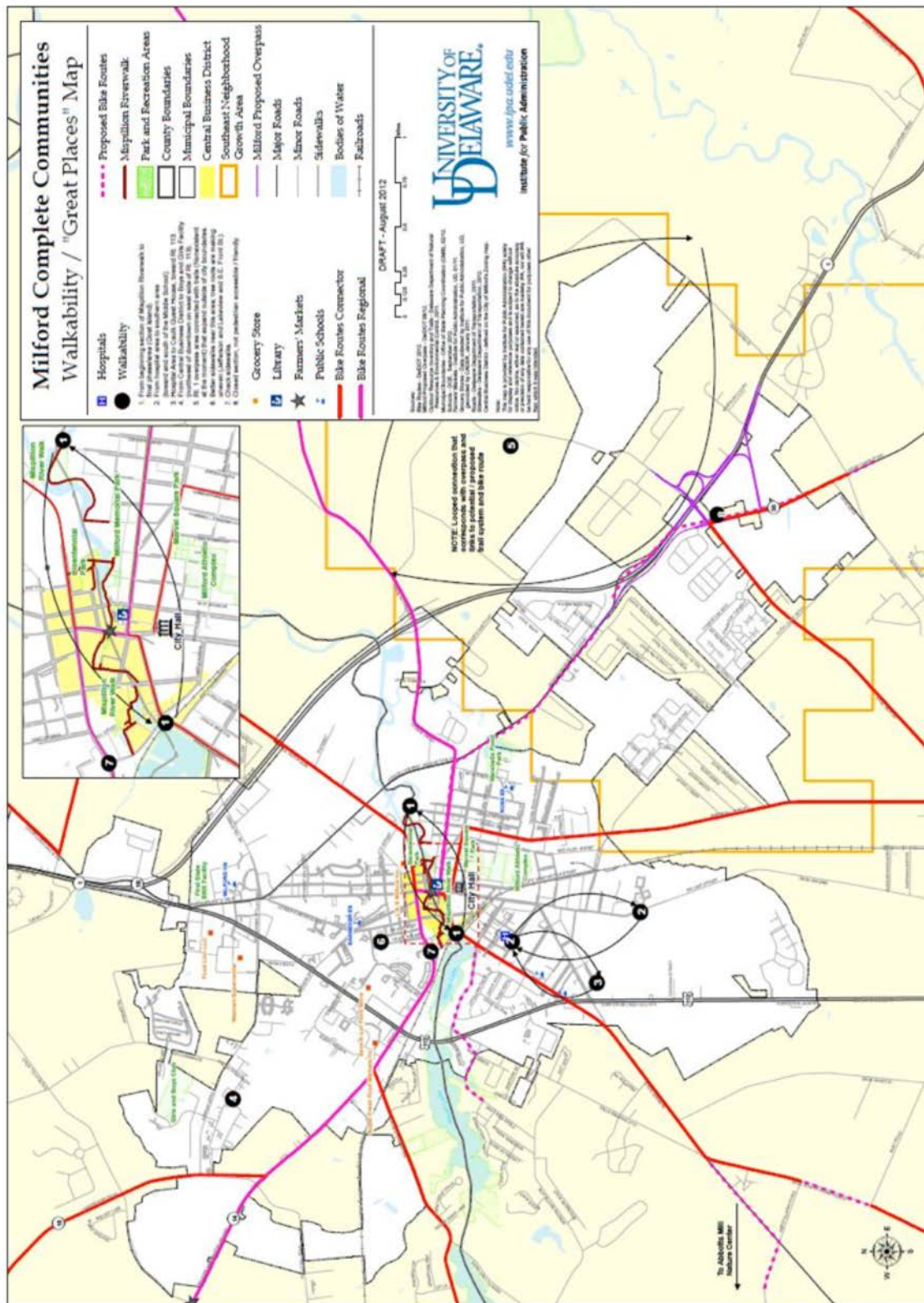
Appendix B4. Historic Preservation District Map



Appendix B5. Inter-City Public Transit Map



Appendix B6. Walkability/“Great Places” Map



Appendix C. Historic Landmarks Google Earth Map: Inventory Table

*Note: Missing table information is noted in **red**; city officials and historic-preservation stakeholders should work collaboratively to update and maintain table/map data.*

| # | Landmark Name | Address | Description | Photos |
|---|-----------------------|---------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|
| 1 | Union Cemetery | Behind Rumpstich Machine at 305 S. Rehoboth Blvd. | This cemetery was opened in 1873 by Thomas Humphries for Civil War veterans. There are 12 Civil War tombstones, not all are Milford veterans. Buried here are Civil War soldiers and local families needing a proper burial site. The Trustees of Union Cemetery (now deceased) originally took care of it. The last veteran buried there was in 1946. After the Trustees, the Sons of Union Veterans and the Boy Scouts provided care and maintenance for a while. In 2002-2003 Milford Parks and Recreation Department took over the care of the cemetery. It is sometimes referred to as the Civil War Cemetery. | Yes |
| 2 | Grier Family Homes | #200, 300, 301, and 403 Lakeview Ave.; 415 and 427 Kings Hwy. | <p>The homes surrounding the hospital on Lakeview Avenue originally belonged to a family of dentists between 1900 and 1963. Dr. Walter L. Grier was the younger brother of Dr. Layton & Dr. Frank. He managed the local baseball team sponsored by L.D. Caulk Co. in the Eastern Shore League from 1913-1951. He was also manager of production for the various Caulk products that were sold to retail dentists thorough out the nation. Walter owned 403 Lakeview. It was built in 1905 by local photographer, Charles Lefferts, but was sold to him in 1914. It was also the site of the 1927-1929 visit by the Philadelphia Athletics Baseball Team.</p> <p>200 Lakeview, a white Victorian, belonged to Dr. G. Layton Grier (President of L.D. Caulk Co.). It is now known as the Draper House and is one of the most striking of Milford's houses and is an excellent example of the growth and economic development of Milford. 300 Lakeview belonged to William Vaules Grier, a VP of L.D. Caulk Co. It is a brick home. 301 Lakeview belonged to Dr. Frank L. Grier, a VP of L.D. Caulk Co. It is now known as "Lakelawn" and is the Rogers Funeral Home. The erection of this house in 1895 also may have stimulated an interest in remodeling and improving older structures into the more current fashion for the South Milford lake area. Dr. Frank Grier was one of Milford's wealthiest citizens and due to his partnership in the L. D. Caulk Company, one of the largest employers in the town. He was one of the most influential as well.</p> <p>There are also two other Grier homes located on Kings Highway (#415 and 427). 415 belonged to Davis Grier, a Sales Manager. The house was built by George B. Hynson, author of the State song, <i>Oh Our Delaware</i>. He lived there till his death in 1928. It is owned today by Richard Green. 427 belonged to George S. Grier, Jr. and is now owned by Dr. Nelson Wiegman.</p> | Missing #403 & Kings Hwy. locations |
| 3 | Old Milford Academy / | 204 North St. | Now the site of Academy Apartments, it was formerly the site of the original Milford Academy built in 1802 by | Yes |

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| # | Landmark Name | Address | Description | Photos |
|---|-----------------------|--------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------|
| | High School | | Milford Masonic Lodge members. The first meeting location for the Masons was the old Academy School built in 1802 by the Masons, but shared as Milford's first private school from 1810 until 1905 when the new consolidated school was built on the same site as the earlier Academy. When consolidation of North and South Milford schools was completed in 1904 a new High School building was constructed of brick in front of the earlier Academy School. The old Academy was used as an elementary classroom and cafeteria. The two schools were connected by a two-level hallway. The highschool shielded the Academy from view from 1905 until demolition. Both schools were razed in 1985 to make way for Academy Apartments, a housing project sponsored by Milford Housing Development Association for low-income families. | |
| 4 | Mulholland Spoon Mill | 2 Marshall St. | 1920-1950 - John Mulholland founded the spoon mill at the north end of Marshall Street on the Mispillion River (2 Marshall St.) in 1920 with a small operation on the west side of Marshall St. By 1930 John & Harry Mulholland were manufacturing "Bentwood" spoons and tongue depressors for the medical industry. They employed about 200 local workers and continued the operation until 1950 when new plastic spoons ruined their business. | Yes |
| 5 | Shockley Farm | Between Cedar Neck Rd. & Rt. 36 <i>(technically outside Milford's boundaries)</i> | The farm owned by Granville W. Shockley & Sons encompasses about 3,000 acres of farmland in the heart of Cedar Neck in route to Slaughter Beach on Rt. 36 east and about 5 miles east of Milford. Wilson Shockley, Jr. arrived in Cedar Neck in 1875 and began accumulating farmland for his family. Since that time Theodore Shockley, then Granville Shockley, then Lionel Shockley now Neil & Joe Shockley have continued the farming tradition in Cedar Neck fronting along the Mispillion river. | No |
| 6 | Shawnee Country Club | 6152 Road 14 (S. Rehoboth Blvd.) | 150 acres between Old Rehoboth Blvd. & Deep Branch. Shawnee Country Club was chartered in 1958 on the site of Lester Lovett's Nursery (1930-1958) and formerly the site of Wyncoop's Orchard and cannery (1870). The land was originally patented as "Farmer's Delight," in 1700. | Yes |
| 7 | L.D. Caulk Co. | 200 Causey Ave. | The brick manufacturing plant building was constructed in 1908 after Dr. G. Layton Grier and his brother, Dr. Frank L. Grier, moved the L.D. Caulk Co. to Milford from Camden, DE in 1900 following the death of Dr. Levin Caulk in 1896. "Twentieth Century Alloy" was manufactured in this plant and distributed throughout the western hemisphere by the L.D. Caulk Co. Later "Synthetic Porcelain" was manufactured in this building until the newer plant was built in 1912 on Lakeview Ave. | Yes |
| 8 | Bethel AME Church | 295 NW 4th St. | It is believed that parishioners of Bethel African Methodist Episcopal church were worshiping in a private residence on North Street by 1859. The church eventually moved to a site on Church Street to accommodate the growing congregation. On March 2, 1895 Bethel AME Church was formally incorporated. In April of the same year, a lot was acquired on Fourth Street from Amelia Brinkley and a house of worship was built. A second building on Church | Yes |

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| # | Landmark Name | Address | Description | Photos |
|----|--------------------------|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------|
| | | | Street was conveyed by Emma Deputy to the Trustees for use as a parsonage in 1926. Membership outgrew the frame structure on Fourth Street, and services were moved back to the original church, while a new cinder block building was under construction. The new church opened in 1937, and the original building, known as “Old Bethel,” was sold to Joseph Shockley in 1939. In 1965 a new parsonage was purchased on Truitt Street, and the Church Street site was sold. In 1999 the Bethel AME Community Life center opened on property obtained behind the sanctuary. Bethel AME Church continues to serve the spiritual needs of the Milford community. (Taken from the marker erected by the Delaware Public Archives in 2008). | |
| 9 | Odd Fellows Cemetery | 700-1000 N. Walnut St. | The Odd Fellows Cemetery dates back to 1873. Organized and funded by IOOF Chapter in Milford. The cemetery ownership was assumed by the City of Milford in 2006 and renamed Milford Community Cemetery following the disbanding of the Milford Odd Fellows Chapter due to lack of interest in the former fraternal organization. | Yes |
| 10 | Sunnybrae Mansion & Farm | 416 N. Tenth St. | Sunnybrae is a restored Georgian home situated on a 68 acre tract of land tucked between N. Walnut Street in Milford and the Rt. 1 bypass leading to Delaware coastal resorts. It was a part of the early Kent county land grant called Longfield (patented in 1680), which was a 2000 acre grant awarded to Helmanus Wiltbank, an early Lewes resident, during the Duke of York period of Delaware early history (1664-1682) prior to the arrival of William Penn. It was built in 1936 by Milford financial advisor, Edward M. Davis, who was an advisor to the Alfred I. DuPont Estate during the 1930s. Later Davis was an investor and advisor to the Pennsylvania Railroad Group who celebrated with Davis at the Sunnybrae mansion at its completion in 1937. Business reversals in the stock market in 1939 caused Edward M. Davis to lose Sunnybrae mansion to a mortgage company and later in 1945 to a Pennsylvania family headed by Samuel L. Allen who bequeathed the mansion at his death in 1955 to his daughter, Emily Allen Elfreth. Emily A. Elfreth, mother of Leonard (1919-1996) left Sunnybrae to her son, Leonard Elfreth in 1962, following her death. Leonard died in 1996, leaving Sunnybrae to his wife, Jane Lippincott Elfreth who passed in 2001, leaving the mansion and grounds to her son Allen L. Elfreth. Ashes of Leonard & Jane Elfreth and Jane’s father, George A. Lippincott were scattered on the front lawn of Sunnybrae after their deaths. Alan sold Sunnybrae to Lynne & Karen McColley in 2003. The McColleys undertook a major restoration of the property from 2003-2006, upgrading the mansion as a regional conference center and meeting location for business and social events. | Yes |
| 11 | Towers Bed & Breakfast | 101 NW Front St. | The Towers was one of the first structures to be constructed in Milford in 1783, and over its more than 200 years has reflected the changing economic and social fabric of the city. It has gone from log cabin, to colonial home and store, to a symbol of the city's post-Civil War prosperity and a | Yes |

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| # | Landmark Name | Address | Description | Photos |
|----|-------------------------------------------|-------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------|
| | | | prime example of the shipbuilding skills that was largely responsible for that prosperity, to a slow and quiet decline into more utilitarian uses and finally a rebirth brought about by our reawakened interest in the past. During the 19 th century, it has been the home of many of Milford's best known citizen's, some of whom rose to state and national recognition: John Wallace, one of the city's founders, John Lofland, "the Milford Bard" and one of the most beloved poets of early America, Dr. William Burton, governor of Delaware during the Civil War, and Rhoda Roudebush, who brought the "gilded age" to Milford when she returned to her Milford home from New York. "The Towers" name was bestowed on the structure by Mrs. Roudebush in 1891 after the building was dramatically converted into the "steamboat Gothic" Victorian structure we know today. | |
| 12 | Marshall Home – The Victorian Lady | 112 NW Front St. | The Marshall home was built in 1787 by John May Laws, a local merchant, who later sold to Louder Layton, Esq., merchant and progenitor of the Delaware Layton family of judges and lawyers. Layton sold his home in 1811 and a bank house was added on the western side in 1811 for the Bank of Smyrna. Following the death of Louder Layton in 1849, the home was eventually purchased by Dr. George Marshall following his graduation in 1880 from medical school. Dr. Geo. W. Marshall joined the eastern residence with the western bank house property and lived in the Marshall home until his death in 1915. The Marshall hospital was located in the garden on the east side and used by Dr. Geo. Marshall's sons, Dr. William and Dr. Sam Marshall until William's death. The home was used as "The Banking House" Inn restaurant from 1980-2000. Later it became the "Victorian Tea Room" when purchased by Dan & Rhonda Bond. | Yes |
| 13 | Avenue United Methodist Church & Cemetery | 20 N. Church Ave. | The Avenue Methodist church was completed in 1875 and represents the third location of the Methodists in Milford. The original meeting house was located in the North Street cemetery until 1842 when a three-story brick church was built across from the cemetery on North Street. The Gothic church today is the second church built at the new site on Church Street. The wooden frame church served from 1875-1939 on the same site. | Yes |
| 14 | Causey Mansion | 2 Causey Ave. | The Causey mansion was built in 1763 by merchant, Levin Crapper, who left the home and 1,500 acre plantation to his son, Moulten Crapper, who lived in the old mansion till his death in 1806. Daniel Rogers married the widow of Moulten Crapper and lived in the old mansion until his death in 1812. Louder Layton, wealthy merchant, purchased the mansion in 1812 and died there in 1849. Governor Peter F. Causey purchased the mansion during his term as Governor of Delaware in 1850-1855. Gov. Causey added wings to the home and changed the architecture to Greek Revival. Gov. Causey died there in 1873 and his son, Wm. Fredrick Causey, lived in the home until his death in 1903. Later grocer, Joseph Holland, purchased the home and died in 1930. Capt. Wilson M. | Yes |

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| # | Landmark Name | Address | Description | Photos |
|----|------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------|
| | | | Vinyard assumed ownership from 1930-1945, leaving the home to his daughter, Caroline Vinyard, until her death in 1982. The Causey Mansion was restored by Francis & Ken Novak in 1983 and sold following their deaths. Today the Causey Mansion is operated as a Bed & Breakfast inn. | |
| 15 | Abbotts Mill | Near intersection of Lindale Rd. & Abbotts Pond Rd. (http://maps.google.com/maps?daddr=38.88624444%20-75.47624167) | The origin of Abbott's Mill can be traced to the fall of 1795 when local carpenter Nathan Willey entered into a contract to purchase land at this location. On April 23, 1802, Willey and several of his neighbors presented a petition to the Court of General Sessions stating that he had "at a large expense erected and just finished" a grist mill on the site. Citing the many advantages to the citizens of the neighborhood, the petition requested that a new road be extended to the recently-completed mill. Following Willey's death in 1812 the mill was sold to James Owens, and then to Isaac Riggs. From 1821 until 1874 it was owned by members of the Johnson family, and while the property passed through the hands of several subsequent owners, it was known as "Johnson's Mill" until it was purchased by miller Ainsworth Abbott in 1919. The core of the present mill building is believed to have been constructed on the foundation of the original structure during the latter portion of the 19th century. The mill was operated by Mr. Abbott until shortly before the State of Delaware began the acquisition of the property in 1963. Abbott's Mill was listed in the National Register of Historic Places in 1972. Adjoining property was added to the Register in 1979. The site is now a part of the Delaware Nature Society's Abbott's Mill Nature Center, which offers programs and activities designed to foster a greater understanding and appreciation of our natural environment. | Yes |
| 16 | Lou's Bootery | 48 N. Walnut St. (Corner of N. Walnut St. & NW Front St.) | Built by Cornelius Cane in 1807 as a General Store. In 1843 Daniel Godwin a merchant, razed the early structure and built what we see today. It was sold in 1865 to Andrew Cooper after the Civil War. Cooper kept the shop till his death in 1875. The building was purchased as a Dry Goods store in 1896 by Winfield Wright from Maryland. Wright heirs sold the building to Lou Pikus in 1946 for Lou's Bootery. The second floor served as the Masonic Lodge from 1880-1917. The store remains Lou's Bootery today and is run by his son, S. Allen Pikus. | Yes |
| 17 | Carlisle Home | 205 S. Front St. | The house was built in 1794 by a ship's carpenter named David West. In 1859, the house, as well as numerous other properties in south Milford, was owned by M. R. Carlisle, a Milford shipbuilder. The land behind the house and fronting on the river is listed in the nineteenth century as "shipyards". | Yes |
| 18 | Hammersley & TC Collins Home | 107 & 109 Walnut St. | Thomas R. Hammersly purchased this home in 1840 for \$900.00 from Daniel Godwin. Hammersly owned a drug store and served as cashier for the office of the Smyrna Bank. After his death, his son, Thomas Hammersly, inherited the home and lived here till his death. Later the home was owned by the Collins family and used as an insurance office. A physician, Dr. John Annand practiced | Yes |

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| # | Landmark Name | Address | Description | Photos |
|----|-----------------------|---------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------|
| | | | medicine from the 107 office on south side of the building. Today it is the office of Sombar Accounting. 109 had been the Milford office for attorneys Moore and Rutt. | |
| 19 | Hammond Farm | 800 Lakeview Ave. | The Charles Hammond Farm once occupied the corner of Hall Place and the entire parcel of land behind the home all the way to Seabury Ave. It is now the site of the Milford High Scholl District Offices. | Yes |
| 20 | William A. Humes Home | 206 S. Walnut St. | William Humes built the home on 206 S. Walnut St. in 1880 after he moved in 1878 to Milford from Indiana to sell farm implements and hardware. The home is an example of the second empire style of the Victorian era. After the death of William A. Humes, his daughter and her husband, Harry Grier resided in this home and later their daughter, Mr. and Mrs. Milton Dill (Sarah Grier). Zelma and Robert Nicklas, restored the home to its original appearance. | Yes |
| 21 | Peter Lofland Home | 417 N. Walnut St. | Alexander Pullen lived in this home as a renter. Peter Lofland was a partner to John Causey in the nursery business. After Lofland died in 1920 the home was left to his daughter, Lizzie Nutter. Her daughter, Sara Nutter Snyder resided there from 1948 till her death in 1984. Today the home is owned by Anna Hansen. | Yes |
| 22 | Masonic Lodge | Intersection of Causey and Maple Ave. | Now known as the "Watson-Carlisle House," this building was built in 1855 by a local shipbuilding family and is listed on the National Register of Historic Buildings. It was the birthplace of Milford Memorial Hospital and later the home of the Masonic Lodge. The building currently is a mixed-use property consisting of commercial and residential units. | Yes |
| 23 | South Milford School | Franklin and S.E. Second St. | The building is now gone. Today an apartment complex has been built on the site. | N/A |
| 24 | Mill House | Intersection of NW Front & Maple Ave (414 NW Front St.) | The "Mill House" was built by Parson Thorne's nephew, Peter Caverly following the death of Sydenham Thorne in 1793. Caverly hired a miller from 1794-1806 who managed the mill operation for Peter Caverly. In 1808 the entire farm and mill was sold to John & Sarah Clayton of Dagsboro. They brought their young son, John M. Clayton, to Milford in 1808 to live in the old Parson Thorne mansion. It is not known exactly who lived in the "Mill House," during that period. Was later the home of George B. Hynson 1890-1902, author of the state song, <i>Oh Our Delaware</i> . | Yes |
| 25 | Isaiah James Home | 206 NW Front St. & West St. | The original brick structure was built in 1787 on a lot leased from Joseph Oliver. After the death of Isaiah James his widow sold the tannery he owned behind the house to Benjamin Potter in 1798. Calvin Clendaniel, a local architect, separated the home from a frame section prior to its restoration to original condition in 1985. Locally known in the 1920's as the Molly Nutter House. | Yes |
| 26 | Hotel Windsor | 20 NW Front St. | Originally known as the Union Hotel 1810 until Frank Kramlich bought it in 1885 and rebuilt it as the Central Hotel in 1892 following the fire in 1891 that nearly destroyed downtown. He sold hotel after retiring in 1904 and Denny Price operated the hotel until 1912 when Thad | Yes |

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| | | | Windsor purchased it and changed the name to New Windsor Hotel until 1950 selling it to Seymour Gellens from 1950-1968. The home located to the west (right side) was built in 1790 by Purnell Lofland as his home. It was razed in 1969 by Gene Fitzgerald when he took over to make way for the driveway of the hotel then to be called the Kent and Sussex Inn. The New Windsor Hotel was completely rebuilt by Riverbank Associates in 1999. J. Sudler Lofland supervised the renovation of this historic hotel. The building now serves as a modern office/retail complex and a fine addition to downtown Milford. | |
| 27 | Parson Thorne Mansion | 501 N. Front St. | This historic building lies within a 1,750 acre Duke of York land patent called Saw Mill Range granted to Henry Bowman in 1680. The first known resident of this portion of the tract was Joseph Booth, who purchased 510 acres from the Bowman family in 1730. The center brick section of the present structure was built by John Cullen after his purchase of 263 acres in 1746. Reverend Syndenham Thorne, an Episcopal clergyman who was instrumental in Milford's development, bought the property in the 1780s and is interred on the grounds. John M. Clayton, United States Senator and Secretary of State under President Zachary Taylor, spent a portion of his boyhood here. Members of the Clayton family lie at rest nearby as well. This was also the home of philanthropist Col. Benjamin Potter and Dr. William Burton, Governor of Delaware during the early years of the Civil War. Col. Henry Fiddeman, founder of the First National Bank of Milford, came into ownership of the mansion in 1858 and changed the Colonial Georgian architecture to Gothic Victorian. The Draper family purchased the property in 1916. In 1961 the building and grounds, then known as Silver Hill, were conveyed to the Milford Historical Society by J. Richard Draper. The Parson Thorne Mansion was listed on the National Register of Historic Places in 1971. | Yes |
| 28 | Abbott Browning Home | 115 NW Front St. | The home was built in 1810 by Purnell Lofland for his son, Dr. James P. Lofland, a famous physician during the first half of the 19 th century. Dr. Lofland was beloved by his patients and it was a great loss to the community at his early death in 1851. His son, James Rush Lofland, lived in the home until his death and later Sen. Sylvester Abbott. The home has been restored and modernized by Mr. and Mrs. Phillip R. Staley. | Yes |
| 29 | Milford Museum | 121 S. Walnut St. | The Milford Museum was established in 1983 in the original Post Office building in downtown Milford. It is located at 121 South Walnut Street. The Museum has just re-opened after a 12-week "facelift" closure. The structure is owned by the State's Division of Historical & Cultural Affairs, and operated by a Commission of the City of Milford. State historic restoration money was used to build a new handicapped-access ramp, resurface the parking lot, fix the roof leaks, and upgrade the security and fire systems. Staff used this opportunity to repaint interior galleries, improve signage, and change exhibits. Additional items were moved | Yes |

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| | | | from storage to display cases. The Museum's Mission is to promote the history of Milford, her surrounding communities, and general Delaware history through exhibits and special programs. The building contains several permanent and changing exhibit galleries, plus a research library of Delaware publications. Permanent exhibitions include local historic events from the 1700s to the present, shipbuilding, and local businesses. Other exhibits include an historic doll collection, Victorian silverware, Delaware ladybugs and early Milford baseball. Our large changing galleries currently display an extensive collection of Civil War items, plus a newly opened "Politics of the Past" display. | |
| 30 | Bank House | 119 N. Walnut St. | Planned and begun as a banking house for the short-lived Bank of Milford, its design carries out the practical purpose of serving as both a banking house and as a dwelling. At the time of its building, it was customary for the cashier of a bank and his family to live in the bank building, thus giving protection to the deposits housed there. Evidence of the plan for a bank shows in two places; namely, vestiges of a brick vault in the basement, and the original plan for a door on the south side front, now a window. When the bank was closed on March 2, 1855 by an act of the General Assembly, the building was incomplete. Later that year, the unfinished building was sold at a sheriff's sale to the Farmers Bank of the State of Delaware, which, a year later, sold it to a local physician, Dr. James R. Mitchell, who completed the building for use as his residence and medical office. It was then owned by Thaw family 1880-1920, the E. Millis Hurly historian 1910-1986. | Yes |
| 31 | Shipyard Area | The North Historic District (8 Columbia St.) | <p>The houses are located on house lots arranged evenly up and down the street. The shipyard, of course, occupies the land along the river, while the workers' housing is located back from the river so as not to take up valuable workspace.</p> <p>The Shipyard Area of Milford lies on the south bank of the Mispillion River and covers an area of 4 or more acres as Vinyard occupies a little over 3 acres of this area. It consists of the original Vinyard Shipyard, purchased in 1996 and subsequently preserved by J. Sudler and Joan W. Lofland, a collection of frame workers' houses that were primarily built between 1860 and 1870, as well as for the Abbott Shipyard, which no longer exists extends for only a few streets south of the river and east of the shipyard. The structures are all residences, except for the shipyard buildings, and include 18 buildings. The frame workers' houses have only been altered by the addition of new exterior wall coverings. They still retain their original plan and form. Those houses beyond the bounds of the district have been changed from their original form to such an extent that they no longer convey the original architectural character. Former shipyard sites of Scribner, James H. Deputy, Carlisle and Revel, Lank and Black and Abbotts all occupied the south bank of the river at one time. When</p> | Yes |

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| | | | <p>Vinyard built his yard in 1896, the adjacent Abbott Shipyard was the only one left of those last 7. The Vinyard Shipyard is believed to be the only surviving shipyard in Delaware that built for the Navy during WWI, Prohibition and WWII. It remains intact and three of the luxury yachts built there in 1927, 1938 and 1951 were returned to the site for preservation. The documentary <i>Wood Shavings to Hot Sparks</i> was produced by the Loflands in 2010 celebrating the relaunch of the 1927 <i>Augusta</i> and the Industrial Heritage of Milford. The project was sponsored by the Milford Museum and an Industrial Heritage Grant from the Delaware Humanities Forum.</p> <p>Vinyard Shipyard:</p> <ul style="list-style-type: none"> a. "combination office, showroom, and warehouse-c.: 1920; built in three sections - north, south, and central b. "pattern loft" - c. 1920's; 2-story brick industrial building; wooden shed and block power plant. c. "boat house" – c. 1929; frame and steel boat house over three construction slips; attached to power plant. d. "machine shop" - c. early 1900's with an expansion in the 1920's; L-shaped in plan, 1-story industrial building. e. "winch shed and cinder block latrines"-c. 1920 and 1930's | |
| 32 | James McColley House | 500 NW Front St. | <p>The first owner and builder, Henry Paine, was a cooper by trade. This craft was indispensable to Milford's milling industry, and barrels were also an important export item. The location of the house expresses this early association with industry, in that it is near the site of Milford's first mills. Upon Henry Paine's death in 1830, James H. McColley purchased the house. McColley was the son of T. P. McColley, an early Methodist preacher in lower Delaware, and one of the largest landowners in Milford. James H. McColley was married to Elizabeth Bell Dutton. They had numerous real estate buildings in Delaware. Mrs. McColley owned the Milford Mills, then called the Haven Mills. McColley entered government service and was appointed U. S. Consul at Callao, Peru. He died of yellow fever there. His wife continued to occupy the house and remained active in business affairs. However, in 1890, she lost the house and other property as a result of bad debts.</p> | Yes |
| 33 | Railroad Station | Lakeview Ave. (between Jefferson Ave. & Maple Ave.) | <p>The Milford Train Station one of the single most significant reasons for the development of Milford as a major regional center. The railroad enabled farms to cheaply and efficiently ship their crops to market. The line also provided a means for goods to be imported into town. The increased traffic attracted new residents to the town and most of south Milford was built to accommodate their needs. The railroad was seen as vital to Milford's economic survival in the mid-nineteenth century. The organizers included the most prominent leaders in the town. They made up the first Board of Directors and their contribution is commemorated on a marble tablet set into the side of the building. The list of members was: Governor Peter F. Causey as President, Truston P. McColley and his son, Hiram W. McColley; John</p> | Yes |

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| | | | Houston, Henry B. Fiddeman, Daniel Curry, Curtis S. Watson, Caleb S. Layton, William V. Coulter and Richard France. 1859 was the first service to Milford. | |
| 34 | Old Fire House | Corner of Church Ave. & SW Front St. | The fire company has always served an important social function as well as humanitarian functions in Milford. Milford has had a fire company since 1802. This particular building was erected in 1925 to serve as the home for the Carlisle Fire Company and also to serve the town of Milford as a community center. The desire on the part of the Carlisle Fire Company to physically incorporate a community center into the building in 1925 signifies the central role that the fire company played in the social life of the town and its environments. When the building was constructed, there were a few commercial establishments that could accommodate large numbers of people for meetings and cultural performances, but they were older structures and none was of the size of the fire company auditorium. The community center was well used and served as a focal point that the residents could look to as a place in which to hold large public events. The exterior changes to the building are actually minor. They consist of replacing the original window lights with modern thermal panes. Also two of the garage doors have been closed in. It was the former site of Barto Shirt factory 1911-1921, which burned in a fire. | Yes |
| 35 | New Century Club | 6 S. Church Ave. | The Milford New Century Club building was built in 1885 as a schoolhouse for the Classical Academy, which had been organized in 1883. It was one of a number of private schools established in Milford. The New Century Club was organized in 1898, and in the next year began to meet at the Classical Academy. The building had been built on land leased from the heirs of Governor William Tharp and in 1900 the New Century Club leased the building from the Academy. In 1905, they purchased the building and in 1913 they purchased the land. Besides serving as a meeting place for the New Century Club, the building has also been used for many community functions, such as first aid training during World War II. The building has not been modified since construction in 1885. | Yes |
| 36 | Egglinton Hall | 700 SE Second St. | The original house, now contained in the wing, was built c. 1790 by Henry Egglinton. At this time, it was a 1-story, one-room-plan house. In 1805, William Black built additional rooms to this, and in 1828 the house and property were acquired by Truston P. McColley. It is he who added the main 5-bay section to the front of the house. It was later owned by Dr. William Marshall, Jr. as a summer residence. | Yes |
| 37 | Dr. Dawson House | 200 SE Front St. | The Dr. Dawson House was built in the middle of the nineteenth century as two separate, but neighboring structures. They were built at about the same time, and most likely by the same individual, as the window openings and surrounds are similar in execution, as is the pitch of the roof and cross gable. The date at which the two houses were pushed together is not known, but Bailey's Pictorial Atlas of 1885 shows them as one house. Dr. Dawson used part of the | Yes |

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| | | | house, the west end, as an office. Bailey's Atlas includes a business directory that lists five doctors for the town. Only Dr. Dawson was located on the south side of the Mispillion River. | |
| 38 | Wilkerson Brick Yard | 300 Wilkerson Terrace; Off of S.E. Front St. (Rd. 409/New Wharf Rd.) | The brickmaking company of J. H. Wilkerson & Son ceased operation in 1957, the last of 11 similar small-scale brickworks in Delaware to close down. Though the various sheds that house the operations are deteriorating, the brickmaking equipment is essentially intact and in the same position as when the Wilkerson employees left work for the last time over two decades ago. The factory complex thus presents an unparalleled opportunity to examine Delaware brickworks as it appeared when local brickworks characterized the industry. Because of the great bulk and low value of both raw materials and finished product, brick manufacturers chose for factory locations sites close to both clay deposits and potential markets. Clay deposits are uncommon in Sussex County and in 1919 Wilkerson and his son, C. Van Nuis, purchased the Milford Brick Company founded in 1912 and situated upon a prime source of clay adjacent to the Mispillion River. Wilkerson expanded the existing facilities and within a short time became a leading supplier of face and common bricks to a variety of customers within a forty-mile radius of Milford. The Milford Hospital on Clark Avenue is a notable example of the end use of Wilkersons' product. Through the years there were relatively few modifications to the production methodology established by the company. Steam power supplanted man and animal power but was in turn replaced by the gasoline engine in some phases of the process. Wilkerson was not a technologically innovative firm and here the brickmaking process was little changed from that of the late nineteenth century. The brickmaking season ran from April to October and the Wilkerson's average annual production came to approximately 1.25 million bricks of all grades. By the mid-1950's, the clay deposit was exhausted. Attempts to buy clay from other sources proved too costly and in 1957 the works closed. The company currently is a distributor for bricks made by other firms and for fuel oil. | Yes |
| 39 | Gov. William T. Watson Mansion | 600 N. Walnut St. | Also known as "Walnut Knoll," the Governor William T. Watson House is an excellent example of a well preserved, early 20th century estate with its outbuildings still intact. It was built in 1906. These include a brick carriage house and servant's quarters, and brick laundry including a stable with board and batten siding. Being in a less-developed area of Milford, it has not received the same development pressures as has the rest of the town; thus, its original layout has not been altered. Also on the property are outbuildings built to serve the main house. They include a brick carriage house and servant's quarters on the northwest portion of the property, a frame stable to the rear of the property behind the house, and a brick laundry between the house and stable. | Yes |
| 40 | Christ | 200 North | One of the original Anglican parishes in Delaware, Christ | Yes |

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| | Episcopal Church | Church Ave. | Church Parish was established in 1704 by the missionaries of the Society for the Propagation of the Gospel in Foreign Parts. It was served by the Society until 1777. The first parish church was built between 1704 and 1720 on "Church Hill," about three miles west of present-day Milford. This frame church, called "Christ Church of Mispillion," was commonly known as "Savannah Church" because of a swamp near the site. In 1787 Joseph Oliver laid out his farm into town lots, forming the nucleus of Milford. He set aside two lots, and aided The Reverend Sydenham Thorne in the erection of the present Christ Church. Parson Thorne donated the timbers, sawn in his own mill, and paid for the bricks from Oliver's brickyards to erect the "Christ Church in Milford." Begun in 1791, the church was yet unfinished in 1793 when Thorne died. In fact, the building was not fully completed until 1835, under the direction of The Reverend Corry of Christ Church was consecrated in 1836 by Bishop Henry U. Onderdonk. Since its completion in 1835, Christ Church has undergone several alterations and additions. Between 1863 and 1894 various alterations were made under The Reverend J. Leighton McKim. Included among these were the removal of the gallery and box pews and the replacement of the two rows of plain glazed windows with pairs of lancet windows. A chancel, sacristy, entry porch, and bell tower were also added. Christ Church is notable as the parish of several outstanding persons. It was sometimes served by The Reverend Charles Ingalls, director of Christ Church Dover from 1759 to 1765, who was consecrated Bishop of Nova Scotia in 1787, thus becoming England's first colonial bishop. The Reverend Sydenham Thorne, builder of the present church, was one of the few Anglican rectors to continue services during the Revolution by officiating at services only when the liturgy did not require state prayers. In addition to Joseph Oliver, the co-founder of Milford, the churchyard contains the graves of two governors of Delaware who were members of Christ Church parish: William Burton and William Tharp. | |
| 41 | Golden Mine | On State Rd. 443 at Blair's Pond (0.2 miles east of where Rds. 443 & 444 intersect) | Throughout its history, Golden Mine has served as the plantation house for one of the farms carved from the original Golden Mine tract. After the 1763 division of Golden Mine the owner of the property, William Tharp, occupied the house. Sometime before 1780, the house was expanded to its present size. The home was built by David Riggs in 1800. | Yes |
| 42 | Mispillion Lighthouse & Beacon Tower | Northeast end of County Rd. 203 | The Mispillion Lighthouse is the sole surviving wood-frame lighthouse in the State of Delaware and one of only three Delaware Bay lighthouses still standing on Delaware soil (the other two are iron lighthouses at Taylor's Bridge and Port Penn, both of which are listed in the National Register). The Mispillion Lighthouse is significant under National Register Criterion "C" as a building, which embodies the distinctive characteristics of a type and period of architecture important to the history of Delaware. The present Mispillion Lighthouse dates from 1873 and is the | Yes |

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| | | | third such structure to have marked the entrance to the Mispillion River since 1831. The first lighthouse fell victim to erosion. The second, which was deactivated in 1859, was later sold and moved into the nearby community of Milford where it was converted into use as a storehouse. The present building was also deactivated in 1929 and was replaced by a 60-foot standard skeleton steel beacon tower. This steel structure was moved to Mispillion Light from Cape Henlopen where it had earlier been erected behind the old Cape Henlopen Lighthouse when that structure became seriously threatened by erosion. After the Henlopen Light collapsed in April 1926, the decision was made to abandon the location as a lighthouse site and the steel tower became surplus. It was moved to Mispillion, where it still operates, because the wood-frame lighthouse was in poor repair and it was deemed less expensive to replace it with the steel tower than to repair it. The steel tower and a small plot of land on which it stands continue to be owned by the federal government. Because of its importance to this site and Cape Henlopen the tower is also nominated. It was destroyed in a lightning fire on May 2, 2002. A replica was built in Ship Carpenters Square in Lewes, DE in 2004. | |
| 43 | Walnut Farm | Roosa Rd. | Walnut Farm, called Walnut Hill Farm or the Roosa Farm since the first few years after its construction, is situated on 94 acres of land and is by far the best-preserved and most evocative of a group of independent rural estates, picturesquely titled and designed that encircled the prosperous south Delaware town of Milford at the beginning of the last quarter of the nineteenth century. Built in 1867 by Joseph and Margaretta Yardley, and bought shortly thereafter by John J. and Sarah Elting Roosa, it has remained for 112 years in the ownership of the Roosa family. The house maintains the picturesque profile and much of the exuberant detail of the Italianate style, an unusually opulent choice for a farmhouse of that period and place. Surviving as it does in firm relationship to the surrounding fields, to the handsome barn and other outbuildings and to its own loosely landscaped grounds, the farm preserves the imagery of the model country home at once practical, progressive, and self-consciously stylish which must have influenced its design and development. | Yes |
| 44 | North Milford Historic District | Not Applicable | The North Milford Historic District lies on the north side of the Mispillion River, on land that slowly rises as it moves north away from the river. The western edge lies near Silver Lake and its eastern boundary is N. Walnut Street; it extends as far north as N.W. Third Street. This area includes the original town, as well as the less-altered buildings from the later building periods. The district does not contain any significant intrusions. Also, the historic fabric of the buildings has not been affected by the introduction of contemporary building materials. The Delaware Bay is about 15 miles east as the Mispillion River flows. The surrounding land is used for agricultural purposes. | Bible Presbyterian Church, Anderson House, and Bank House |

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| 45 | South Milford Historic District | Not Applicable | The shipyard area of Milford lies on the south bank of the Mispillion River and covers an area that includes the original Vineyard Shipyard (now Delaware Marine & Manufacturing) and surrounding workers' housing for this firm, as well as for the Abbott Shipyard, which no longer exists. It extends for only a few streets south of the river and east of the shipyard. The structures are all residences, except for the shipyard buildings, and include IS buildings. With the river on its north end, it is surrounded by a mix of residential buildings and commercial/industrial properties. The focus of the historic district is the only surviving shipyard left in Milford, which forms the northern and western boundaries of the historic district, as well as part of the southern boundary. The rear area of the district includes worker's housing that has only been altered by the addition, of new exterior wall coverings, but still retain their original plan and for those houses beyond the bounds of the district have been changed from their original form to such an extent that they no longer convey the original architectural character of the shipyard workers' residences. The total acreage is 4 acres. | Aldred and Adkins Houses |
| 46 | Schine Theater | 106 S. Walnut St. | This building was the first large theatre and meeting hall in Milford. Will Warren opened the Palace on North Walnut St. about 1915. A newer theatre moved to the center of South Milford in February 1922 to open the premier movie house in Milford. The brick theater had space for 1,000 seats. It burned the night of September 23, 1946 in a spectacular blaze remembered by local fireman. The theatre was rebuilt July 1948, as the Shine theatre seating 1,800 people till 1976. It became a storehouse until David Shockley undertook major restoration. Today it is the New Jesus Love temple. | Just Jesus Love Temple; none of original Schine |
| 47 | Mispillion Riverwalk / Greenway | Not Applicable | Downtown Milford's crown jewel is the Mispillion Riverwalk, a greenway space designed to preserve the town's waterfront. Along this walk were once located seven shipyards that produced over 600 wooden sailing ships between 1680 and 1927. | Yes |
| 48 | General Torbert's Birth Home | South of Maple Ave. between S. Walnut St. and S. Washington St. | None | No |
| 49 | James M. Hall Home | North St.? | James Millechop Hall was born in Milford Delaware on September 2nd, 1834. He was the only son of Purnell Hall and Ann P. Millechop. In his youth, he traveled to Philadelphia, Pennsylvania to make his fortune. In his mid-40's, James M. Hall married Clara Yardley. The newlyweds returned to Milford, and built Hall House on property he received from his father. Due to its stately architecture, the Hall House is known to some as the "Mansion." It is a fine Italianate building. The "James M. Hall House," circa 1880, with its Mansurd roof and widow's walk and fine sawn | Yes |

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| | | | decorative woodwork at the cornice and the porch, it contrasts with the more utilitarian residential buildings that surround it. In later years, a well-loved teacher, Miss May Watson (a.k.a. "Mary Jane Watson") lived and kept the home in good condition until her death. Miss Watson taught in the Milford School District beginning in 1907. | |
| 50 | I.D. Short Home | 208 Lakeview Ave. | The Short House was remodeled into a more imposing structure, perhaps in part to make them compatible with the Grier House. Owned by Dr. Mitch Edmundson today. | No |
| 51 | Single Room Church | SE Front St.? | None | No |
| 52 | Calvary Methodist Church | ? | The working –class families living in South Milford built the original Calvary Church in 1911. The drive to build Calvary was initiated by rev. Louis Bennett, an itinerant evangelistic preacher who came to Milford in 1910 with a tent meeting. A small frame structure was built as temporary church prior to the completion of the main structure in 1912 at the corner of Southeast Front and Franklin Streets. This church burned in a major fire on March 3, 1951, but was rebuilt with a brick church on the same site in 1955. | No |
| 53 | May Landing Farm | ? | None | Yes |
| 54 | Other Masonic Lodge | 12 NW Front Street | Existed from 1907 to 1940. | No |

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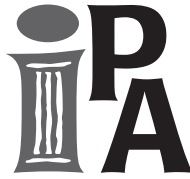
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