

MILLVILLE

COMPREHENSIVE PLAN
2008 UPDATE



ADOPTED - OCTOBER 2008

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Town, County and State Officials

Millville Town Council

Donald Minyon, Mayor
Kami Banks
Gerald Hocker, Jr.
Jon Subity
Richard Thomas

Planning and Zoning Commission

Robert Linett, Chair
Kim DiLorenzo
James Koozer
Christine West
Holly Wingate

Board of Adjustments

Nancy Maupai
Jay Northway
Grace D. Wolfe

Town of Millville Staff

Deborah Y. Botchie, Town Manager
Betsy Christian, Financial Administrator
Richard W. Wright, Town Clerk

Sussex County Council

George B. Cole
Dale R. Dukes
Finley B. Jones
Vance Phillips
Lynn J. Rogers

Sussex County Administrator

David B. Baker

Delaware State Officials

Ruth Ann Minner, Governor
John C. Carney, Jr., Lt. Governor
Gerald W. Hocker, 38th Representative District
George H. Bunting, Jr., 20th Senatorial District
Constance C. Holland, Director, Office of State Planning Coordination

Consultant





Vision Statement & Introduction

Vision Statement

Atlantic Avenue in the Town of Millville, a street lined with crowded sidewalks, people running errands, stopping to talk with friends or just enjoying a leisurely walk. Flowers and trees border the street creating a colorful and lively atmosphere encouraging people to be outside walking or riding bikes. Children are looking at the recently constructed mill replica while the parents gather near by sitting on street benches to talk. This is the future of Millville, a more connected, pedestrian community. This former mill town offers residents and visitors shops and services. Millville's attractiveness is enhanced by its location, the proximity to the Atlantic beaches and the greenery that surrounds the entire community. Millville welcomes future development consistent with its small town heritage and character. The Town of Millville supports positive growth that contributes to improvements in the quality of life; make it a more pleasant place to live for current and future residents.

Introduction

In the past five years, the Town of Millville has been actively involved in implementing the recommendations of the October 2003 Municipal Development Strategy, amended July 20, 2004, and made significant progress to address the critical issues identified in the Plan. Most notably, the Town has established a Planning and Zoning Commission, reformed its Zoning and Subdivision Ordinances, and has stimulated economic growth through annexations and development of new master planned communities.

The 2008 Comprehensive Plan has been developed to guide the future growth of the Town of Millville. In general, this Plan updates the policies, goals, objectives and strategies set forth in the Town's 2003 Plan. The focus is on evaluating the recent growth and development trends, updating the changes to the current and future land use and annexations maps, and refining a path to diminish the impacts and optimize the opportunities associated with the recent and foreseeable growth. The Plan identifies emerging critical issues associated with the new developments and recent annexations, and further focuses on implementing new services, infrastructure and facilities to accommodate the significant growth. The Plan further aims to achieve the Strategies for State Policies and Spending and Livable Delaware initiatives.

The following document meets the requirements set forth in the Delaware Code for a comprehensive plan for a town with a population less than 2,000. It further updates the 2003 Municipal Development Strategy to comply with new State initiatives and regulations for land use and comprehensive planning. Upon its adoption, this plan will serve as an informational document for the public and as a rational basis for Millville's land use decisions and policy.

The Plan Update generally follows the format of the existing Plan and expands on each section. It is divided into three main chapters: 1) Background 2) Municipal Development Strategy and 3) Implementation.

Chapter 1: Background provides information on the planning process, the Town's position on growth based on the planning process, a history and overview of the community, demographics, future housing and population growth, a build-out analysis, the public participation process and the overall community goals.



Chapter 2: Municipal Development Strategy sets forth policies, statements, goals and planning components which serve to define the community's strategy and desires for future land use, expansion through annexations and provisions for utilities, community facilities, services, transportation and environmental protection, among others. The land use plan evaluates existing land use within the Town and then recommends proposed land use categories. Chapter 2 also identifies the community character elements defined by its history, urban form, and natural environment and strategies to preserve or enhance the Town's character.

Chapter 3: Implementation provides a work plan that summarizes recommendations and provides timeframes for implementing the plan.





Chapter 1. Background

1-1. Authority to Plan

The preparation of a comprehensive development plan is the legal responsibility of the Town of Millville under Delaware legislation. Title 22 of the Delaware Code Chapter 7 Section 702 specifies that "[a] planning commission established in any incorporated city or town under this chapter shall make a comprehensive development plan for the development of the entire area of such city or town or of such part or parts thereof as said commission may deem advisable."

Section 702 also defines a comprehensive development plan as the following: "Comprehensive plan means a document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues."

Section 703 provides additional legal authority for the planning commission as stated: "The planning commission shall have the full power and authority to make such investigations, maps and reports of the resources, possibilities and needs of the city or town as it deems desirable..."

1-2. Planning Process

The 2003 Municipal Development Strategy was reviewed and assessed for areas requiring major and minor updates. The planning process focused on the key objectives and priorities to accommodate the foreseeable growth associated with recent annexations and new developments in the pipeline.

The Town boundaries have expanded significantly with the annexation of lands for Millville by the Sea, a master planned community development, and other large developments. The Town updated existing land use percentages and updated its baseline data by means of a land use reconnaissance survey and public opinion surveys. The Town evaluated the annexation growth plan, conducted a population and build-out analysis, and identified current and potential critical community development issues. The Town also conducted communitywide opinion surveys to obtain Citizenry input on growth, land use issues and public service needs. Through the aforementioned data, forecast and analysis, the Town reevaluated and refined its position on population and housing growth.

With regard to housing and population growth the Town of Millville desires phased and balanced steady growth. The Comprehensive Plan herein provides an approach for annexation to rationalize the Town boundaries, curtail any jurisdictional confusion that may be caused by parcels split by municipal boundaries and enclaves, to better control nearby development patterns and to strengthen Town's tax base.

Working towards achieving this position and vision, the Town developed community character, housing, infrastructure and environmental protection strategies. The Town updated the future land use plan to consider redevelopment opportunities, potential annexation areas, environmental sensitive areas, transportation, water/wastewater systems, and community service issues and opportunities.



To ensure ongoing compatibility and coordination with other local and state jurisdictions and agencies, the Town developed a description and strategy for intergovernmental relationships. The Town further aligned the future land use and annexation plan with State Strategies, the Sussex County Plan, Town of Ocean View, the State Transportation Plan, and other relevant State programs and policies.

This Plan Update is being facilitated by the Town of Millville Planning and Zoning Commission with assistance from URS Corporation.

1-3. Brief History/Overview of the Community

1-3a. Location & History

The Town of Millville, incorporated in 1907, is located in eastern Sussex County, west of Bethany Beach and Ocean View on Atlantic Avenue/Route 26 (See Map 1: Aerial View and Map 2: Roads and Boundaries). It shares its eastern border with the Town of Ocean View. It is part of the southeast Sussex County resort area, which is also comprised of the Towns of Bethany Beach, South Bethany, Fenwick Island and Ocean View. The area noted for its small town atmosphere and quiet way of life, contrasted with the larger resort towns of Rehoboth Beach, DE to the north and Ocean City, MD to the south.

Sussex County's relatively large size and geographic remoteness serves to create a sense of separate identity among its citizens. Until the early twentieth century, the County's many rivers and tidal estuaries, combined with the hundreds of smaller branches and streams that fed them, supported scores of waterpower grist and saw mills. In 1860, there were 130 mill ponds in Sussex County. It is reported that George F. Townsend owned property and a lumber mill on the north side of Route 26 and west of the Railway Road. The Town took its name – Millville – from this mill.

As the population increased in the large metropolitan areas to the north, Sussex County became a major source of cash crops, which included melons, strawberries, apples and peaches. At the turn of the century, Sussex County was the largest producer of strawberries in the world.

In the 1930s, there was a gradual shift to the production of commercial poultry and corn and soybeans which could be converted to poultry feed. In fact, the 1987 Census of Agriculture reported by the Census Bureau documented Sussex County's position as the largest producer of poultry in the nation with close to two million chickens produced annually.

Concurrently, the resort potential of Sussex County's 28 miles of ocean coastline received attention by residents of the nearby urban centers of Wilmington, Baltimore, Philadelphia and Washington, D.C. While the agricultural sections of the County supported an expanding poultry industry, the beach communities enjoyed a growing tourism economy. Tourism supported a sharp population increase in the coastal communities, which spread inland as land prices increased. These expanded population centers created demands for more urban services such as roads and sidewalks, police and fire protection, water and sewers, environmental protection (especially watershed) and community planning.

In recent years, the Town boundaries have expanded significantly with the annexation of lands for large-scale residential developments, fueling an increase in population already experienced within the Town's historic borders. Commercial development has increased to serve the Town's population as well as the surrounding communities.



This is Millville’s challenge in the coming decade: balance the needs of a growing resort and retirement community while retaining the Town’s key amenity: its small town charm.

1-4. Demographics, Future Population, and Housing Growth

1-4a. Housing

According to the U.S. Census Bureau’s 2000 Census, of the 149 housing units in the Town of Millville, 119 were occupied. About 22 were vacant for seasonal, recreational, or occasional use. Of the 149 units, 132 are single-family detached homes. The remainder is either multi-family or mobile homes. Table 1 shows the housing composition within the Town of Millville.

Table 1: Composition of Housing Stock

	Number	Percent
Single Family – detached	132	89%
Multi-Family	2	1%
Mobile Home	15	10%
	149	100%

Source: U.S. Census Bureau, 2000 Census

The median value of owner occupied housing units in Millville was about \$142,000. This is higher than the median for Sussex County and the State of Delaware, but slightly lower than the median value for the neighboring Town of Ocean View. Figure 1 shows the median housing values for all four jurisdictions.

Figure 1

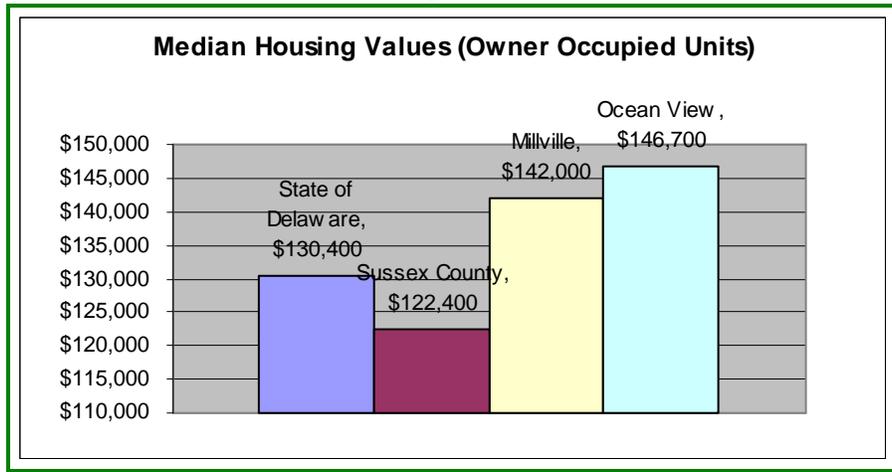
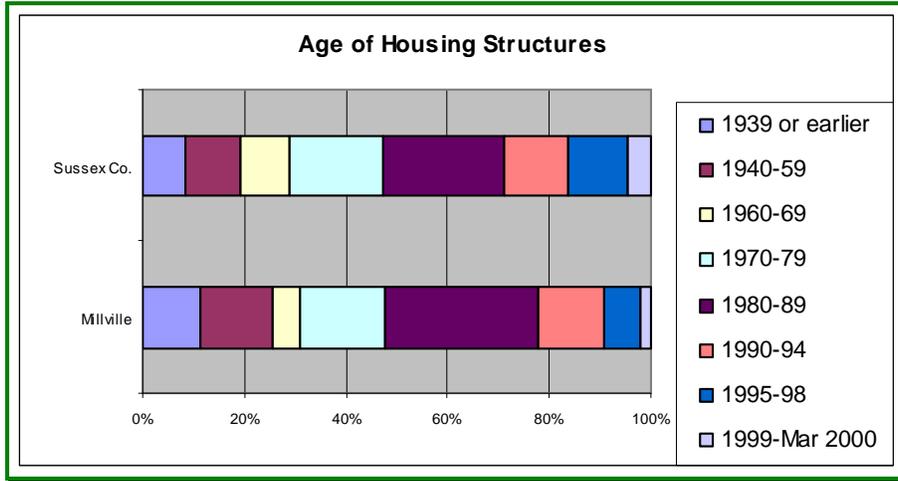


Figure 2 shows that according to the U.S. Census Bureau, the majority of the houses within the Town of Millville have been built since 1980. Only about 38 houses in the Town were built prior to 1960. Between 1980 and 1989, 45 houses were built, and between 1990 and March 2000, 33 houses were built. The greatest period of housing growth was in the 1980s.



Figure 2



1-4b. Current Residential Development Activities

The Cedar Cove and Creekside developments were completed in 2008 adding 216 new homes to Millville. This is a nearly 150 percent increase over the 2005 housing count of 149 housing units. In addition, the Town currently has over 4,000 approved and un-built units, the majority of which are in Barrington Park, Dove Landing, Millville by the Sea, The Meadows, Windhurst Manor, and H&D Sub-Division. Table 2 and the attached Map 4 – Existing Land Use, show the major residential developments that have been approved or are under construction.



Townhomes under construction



Millville by the Sea sales center

Table 2: Approved Developments/ Under Construction

Property Reference	Acres	Proposed Use	Number of Units	Status / Timeline
Millville By the Sea Phase 1 & 2	693.62	MPC	2,554	Under Construction
Millville By the Sea Phase 3	164.38	MPC	708	Approved Annexation
Windhurst Manor	24.51	RPC	114	Under Construction
The Meadows	4.90	Single-Family	18	Under Construction
Dove Landing	111.95	RPC	402	Approved
Barrington Park	157.18	RPC	547	Approved
H&D Sub-Division	10.97	RPC	57	Approved
Total	1,167.51 ac	Total	4,400 du	



1-4b. Current Data

According to the 2006 population estimates (U.S. Census Bureau, June 21, 2006 estimates; and Delaware Population Consortium October 26, 2006), the Town of Millville had a population of 272 persons. This is a five percent increase over the 2000 population of 259 persons, reflecting a comparable growth rate to the County and the neighboring municipalities in this period (See Table 3).

Table 3: Population Growth

	1990	2000	2005	% change (1990-2000)	% change (2000-2005)
Sussex County	113,229	156,638	176,555	38%	12.7%
Millville	230	259	272	13%	5%
Ocean View	606	1,006	1,094	66%	9%
Bethany Beach	326	903	943	177%	4%
South Bethany	148	492	514	232%	4%

Source: U.S. Census Bureau, 1990 & 2000 Census and June 21, 2006 estimates; and DE Population Consortium October 26, 2006.

While Millville’s population remained relatively stagnant during the 1990s, the tremendous growth of the surrounding area and the Town’s proximity to the beach resorts creates the need for Millville to prepare for significant growth in the future. As shown in Table 4, Millville has not experienced rapid growth between 1940 and 2005, with the population increasing by 48 percent over that time. This undoubtedly will change with the recent developments of Creekside and Cedar Cove, as well as the annexations and approved residential developments of Millville By the Sea, Barrington Park and Dove Landing, among others. Please refer to the Population and Build-Out Analysis at the end of this section.

Table 4: Population History

Year	Population
1940	184
1950	270
1960	231
1970	224
1980	178
1990	230
2000	259
2005	272

Source: U.S. Census Bureau

The 2000 Census shows that Millville’s population is predominantly White (97%) with the remainder of the population being Black (3%) and Hispanic (1%).

In 2000, the median age of Millville residents was 41.5 years old, compared with Sussex County’s median age of 41.1 and the State of Delaware’s median age of 36. Millville’s population is on average older than the population of the State of Delaware but comparable to the age of Sussex County residents. As shown in Table 5, Millville’s population is composed more of persons over the age of 65 and less of persons under the age of 18 than either Sussex County or the State of Delaware. Figure 3 shows the age distribution of Millville residents according to the 2000 Census.

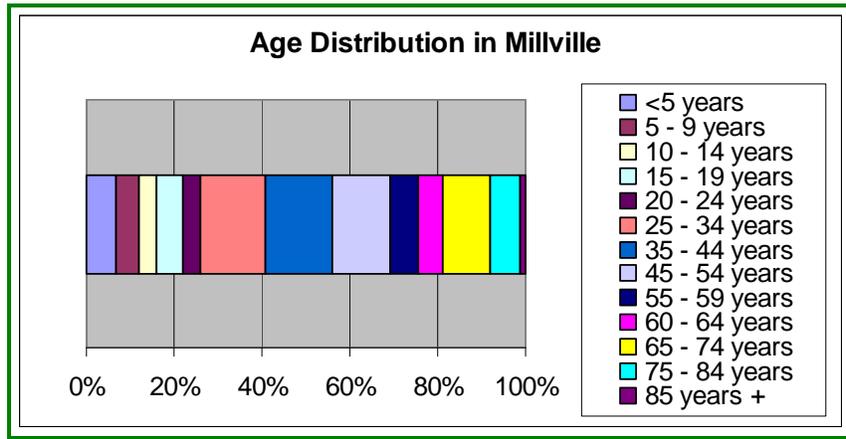
Table 5: Age Groups

Jurisdiction	Percent under age 18	Percent over age 65
State of Delaware	24.8%	13.0%
Sussex County	22.5%	18.5%
Town of Millville	18.5%	18.9%

Source: U.S. Census Bureau, 2000 Census.



Figure 3



The 2000 Census reported the Town of Millville had a higher percentage of residents with a high school education or a college degree than did Sussex County. These rates were fairly comparable with the State of Delaware as a whole, with a slightly higher rate of high school completion and a lower rate of college degrees. Table 6 shows the educational attainment of Millville residents in comparison to Sussex County and Delaware.

Table 6: Educational Attainment of Year Round Residents

	Millville	Sussex County	Delaware
High School or Higher	85%	76.5%	82.6%
Bachelors or Higher	21.8%	16.6%	25%

Source: U.S. Census Bureau, 2000 Census

The median household income of Millville residents in 1999, according to the 2000 Census, was \$36,932. This is lower than the Sussex County median of \$39,208 and the State of Delaware median of \$47,381.

Of the 205 Millville residents over the age of 16 years, 123 (60%) are in the labor force. Of these, 11 (5.4%) were unemployed. Table 7 shows the distribution of Millville residents currently employed by occupation.

Table 7: Millville Year Round Residents by Occupation

Occupation	Number	Percent
Management, professional and related occupations	41	36.6%
Service occupations	14	12.5%
Sales and office occupations	26	23.2%
Farming, fishing and forestry occupations	5	4.5%
Construction, extractions and maintenance occupations	16	14.3%
Production, transportation and material moving occupations	10	8.9%
Total	112	100.0%

Source: U.S. Census Bureau, 2000 Census



1-4c. Future Housing and Population Projections

To project future population growth, the 2003 Plan displayed two simple population projection methods using historical census data and transportation planning projections.

The first method was a conservative estimation procedure labeled the “Low Projection,” which used population projections for transportation planning areas called “Traffic Analysis Zones.” A group of Traffic Analysis Zones were selected that correspond to the area surrounding the Town and it was estimated that the Town comprised of 8.8 percent of the selected zones. Using this method, it was projected the Town population would increase from 259 people to 272 people by the year 2010, and 276 people by 2020.

The second population projection, called the “High Projection,” assumed the growth rates for the two subsequent decades would be the same as the growth rate that the Town of Millville experienced between the 1990 Census and 2000 Census. As Millville’s population grew by 13 percent between 1990 and 2000 this method resulted in projecting the Town’s population would increase to 293 by the year 2010 and 331 by the year 2020.

The first, more conservative population projection predicts the need for approximately six (6) new houses by 2010 and seven (7) new houses by 2020. Using Millville’s average household size of 2.33 from the 2000 U.S. Census, for the second population projection procedure resulted in estimating approximately 15 new houses would be required by 2010 and 31 houses by 2020.

These population projection methods work best in larger communities with historically steady and consistent growth rates. This clearly has not been the case in Millville where the development of a single large subdivision can dramatically affect the size and rate of population growth. Due to recent large annexations between 2003 and 2008 and foreseen new developments, these housing and population projections will be far exceeded by actual new construction.

Continuing use of the historical trend extrapolation approach or a percentage of Traffic Analysis Zones would not allow for the accounting of changes in local growth management policy or planned improvements to infrastructure. Both of these considerations influence the development market and the ultimate growth of the community. In the case of the increase of capacity in the County’s sewer infrastructure for the Town and surrounding areas has increased the demand for housing in the Millville area.

1-4d. Population and Build-Out Forecast (in Town limits)

To obtain a more accurate picture of the future population, this Update includes a population forecast involving a build-out analysis of recent and foreseen annexations and developments in the current municipal boundaries.

As of the summer of 2008, seven residential developments are in the planning review and construction pipeline, totaling approximately 1,167.51 acres and over 4,000 dwelling units. Based on the Town’s average household size of 2.33 persons, it can be projected that all residential projects, at full build-out, would result in an estimated 10,755 additional persons.

The population growth will result in 10,940 persons by the year 2030, which is approximately 42 times the 2000 population count of 259 persons. Based on Delaware Population Consortium data, the County is projected to grow an estimated 95,781 persons during the



same period or about a 60.8 percent increase. The State is projected to increase 256,058 persons or about 32.5 percent over the same period.

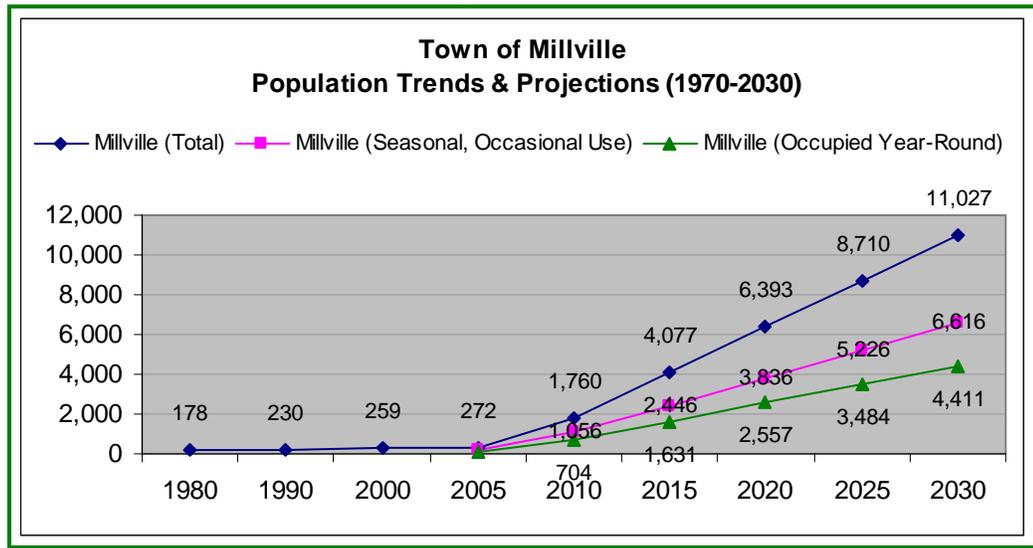
Assuming complete build-out by the year 2030 and a steady absorption rate, the projected number of dwelling units per year for all developments combined is 186. At 2.33 persons per household, this equates to a population rate of approximately 433 persons per year. It is estimated that 40 percent of the current total population are year-round residents. Tables 8 and 9 display the population projections for the Town of Millville, State and County between 2000 and 2030. Figures 4 and 5 depict the population trends and projections for the Town of Millville, State and County between 1980 and 2030.

Table 8: Millville Population Trends & Projections

	2000	2005	2010	2015	2020	2025	2030
Millville (total)	259	272	1,760	4,077	6,393	8,710	11,027
Seasonal, Occasional Use	-	163	1,056	2,446	3,836	5,226	6,616
Occupied, Year-round Use^[1]	-	109	704	1,631	2,557	3,484	4,411

Year-round population is estimated to be 40% the total population in 2005 and continued throughout the projections.

Figure 4



Source: Historical (1980-2005) U.S. Census Bureau

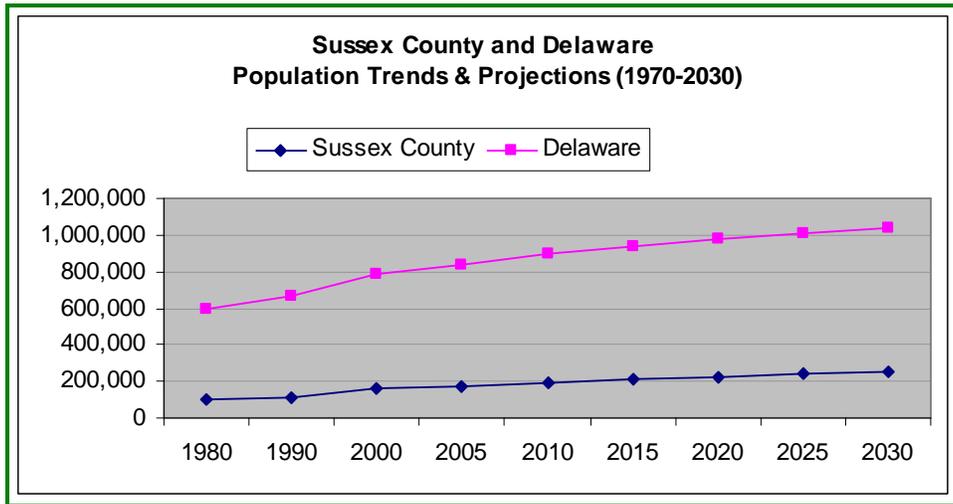
Table 9: County & State Population Trends & Projections

	2000	2005	2010	2015	2020	2025	2030
Sussex County	157,459	176,192	194,430	211,120	226,766	241,188	253,240
Delaware	786,418	841,753	893,184	937,611	977,645	1,012,591	1,042,476

Source: Historical (2000) U.S. Census Bureau; Projected (2005-2020) Delaware Population Consortium, Oct. 23, 2007



Figure 5



Source: Historical (1980-2000) U.S. Census Bureau; Projected (2005-2020) Delaware Population Consortium October 23, 2007

1-5. Public Participation

Public participation plays a key role in understanding what the residents of the Town need and desire. Public opinion helps prioritize what goals need to be accomplished first to ensure the highest quality of life for all residents. Public participation for the Town of Millville was facilitated through two closely-related public opinion questionnaires distributed to taxpaying residents and licensed businesses. In addition to a community questionnaire and business questionnaire, the Town held an open house and a public hearing.

1-5a. Public Involvement for the Comprehensive Plan Update

During 2008, URS Corporation interviewed members of the Millville Planning and Zoning Commission to 1.) identify issues important to Planning and Zoning Commission members, 2.) identify issues important to various Millville community sectors and 3.) identify opportunities and challenges facing the Millville Planning and Zoning Commission. In addition, the Town Manager and the Mayor were interviewed to better understand the relationship between the Millville Planning and Zoning Commission and other governing bodies. After the interviews, a public engagement strategy was developed that involved conducting public visioning forums and a community questionnaire.

1-5b. Millville Community Questionnaire

In the spring of 2008, the Town of Millville Planning and Zoning Commission developed a community survey, the *Millville Community Questionnaire*, to gauge community opinion and encourage public discussion. The questionnaires were mailed out to 450 property owners along with the Town’s tax forms. Of the 450 surveys mailed to residents (*See Appendix A-Millville Community Questionnaire*), 121 were returned, a respectable 27 percent return rate. The majority of respondents, 62 percent, were not permanent residents. Only 39 percent of respondents lived in Millville for more than 10 years. Of those responding, 66 percent were seasonal residents, 91 percent had been seasonal residents for only five years or less, and 41 percent of those seasonal residents plan on making Millville their permanent residence in five years or less. The questionnaire revealed that only six percent of the respondents work in the Town of Millville and of the respondents 42 percent were retired.



Of those responding to the Millville questionnaire, 45 percent disagreed or strongly disagreed that the Town should annex adjacent unincorporated areas to help manage growth and improve local decision making. Out of all of the respondents, 44 percent agreed or strongly agreed that the Town should encourage development in the current Town boundaries. Of those responding to the Millville survey, 89 percent agreed or strongly agreed that the Town should set priorities for open space, including agriculture and natural resource protection, and develop policies and procedures for open space protection.

With regard to respondent opinions on housing types, 89 percent reported there are enough apartments and multi-family living opportunities in Town, as well as 83 percent reported there are enough townhouses. Sixty percent of the respondents expressed their opinion the Town has a sufficient inventory of single-family housing. Nearly 72 percent of respondent residents expressed their opinion the Town had sufficient mixed use development.

Over half the respondents agreed there is enough single retail (66%), multiple retail (69%), chain stores (58%), shopping complexes (59%) and offices (64%). Over 70 percent of the respondents agreed that Millville has enough building supply, contractor yards, equipment storage (78%), storage units and warehouses (90%). In addition, 83 percent believe there is enough light industrial assembly in the Town.

Of those residents who responded to the *Millville Community Questionnaire*, 86 percent support using building design and architectural guidelines to improve Atlantic Avenue. Additionally, 87 percent support the reuse of abandoned and non-maintained buildings on Atlantic Avenue. There were 44 percent who disagreed or strongly disagreed that Atlantic Avenue should be limited to commercial use only, and in addition, 42 percent did not support municipal parking on Atlantic Avenue.

The potential ways to promote Millville were rated either yes or no by those who responded to the survey. A "live work community" was rated the highest with 78.9 percent yes and 21.1 percent no. The second highest rating was a "bedroom beach community" with 75 percent yes and 25 percent no. Following close behind was a "retirement community" with 74.7 percent yes and 25.3 percent no. A "resort destination" was favorable with 71.3 percent yes and 28.7 percent no but finished second to last ahead of retail and economic hub with 60.7 percent no and 39.3 yes.

Of those who responded to the questionnaire, 87 percent rated the presence of alternative transportation (bike paths/walkways) as very important to their quality of life. There was 84 percent who agreed or strongly agreed that a pedestrian system should connect with proposed or future developments and should connect to the neighboring municipalities. Of those surveyed, 82 percent agreed or strongly agreed that there is a need for seasonal bus service to the beach areas.

The respondents to the questionnaire were asked to rank the services not offered in the Town of Millville based on ten choices. The respondents ranked the services from most to least needed as follows: 1) Town Police Force, 2) Municipal Trails and Bike ways, 3) Town Trash Service, 4) Building and Zoning Department, 5) Public Park, 6) Town Library, 7) Parks and Recreation Department, 8) Community Center, 9) Municipal Parking and 10) Public Works Department.



Of those who responded to the *Millville Community Questionnaire*, 90 percent have central water and sewer and 10 percent were on well and septic systems. Of those 10 percent, 82 percent would like to be connected to central water and sewer.

1-5c. Millville Business Questionnaire

In addition to the *Millville Community Questionnaire*, the Town of Millville Planning and Zoning Commission developed a business survey, the *Millville Business Questionnaire*, to gauge the opinions of the business community. The questionnaires were mailed out to the 134 Town business license holders. Of the 122 surveys mailed to business owners (See *Appendix A, Millville Community Questionnaire*) 22 were returned, a respectable 18 percent return rate. The majority of respondents, 90 percent, were located on Atlantic Avenue with the other respondents located on Cedar Drive and Central Avenue. Only 32 percent of respondents operated their business in Millville for more than 10 years. The majority, 46 percent, have been operating their business for only five years or less. Of those responding businesses, 57 percent rented or leased their place of operation, 43 percent owned their location of operation, and 23 percent of the owned and leased buildings plan on making improvements to the building with 100 percent planning on starting improvements within five years. The questionnaire revealed that only 10 percent of the respondents who owned businesses live in the Town of Millville and only five percent of the businesses are home-based businesses. Of those businesses that responded, the majority (76%) only employ up to 10 employees, 14 percent of businesses employed 21 to 30, the most number of people employed in the Town. Of the businesses that replied, 100 percent of them primarily serve the local population, with 94 percent serving the regional population, 75 percent serving the tourism population and 39 percent serving the internet population.

Of those who responded to the *Millville Business Questionnaire*, 86 percent were satisfied or very satisfied with doing business in the Town and the remaining 15 percent of respondents were neutral on the matter. In the results, 82 percent were satisfied or very satisfied with the present location of their business and only 14 percent unsatisfied and four percent neutral. Of those businesses replying to their use of the Town website, 86 percent responded to not using the website. The respondents were questioned on potential ways to improve the Town website by rating either yes or no. Business license fee payment online was rated the highest with 88.2 percent yes and 11.8 percent no. The second highest rating was having links to Town businesses with 88.2 percent yes and 11.8 percent no. Following close behind was a tax payment online, with 86.7 percent yes and 13.3 percent no. Building permit payment online received the lowest number of yeses with 80 percent yes and 20 percent no.

The questionnaire asked business respondents on ways the Town could help improve business in Town by rating either yes or no. Pedestrian and biking paths connecting residential to commercial, as well as pedestrian and biking paths connecting to neighboring municipalities was ranked highest with 89.5 percent yes and 12.5 percent no. The second highest rating was directional signs indicating locations of businesses with 85 percent yes and 15 percent no. That rating was followed by a Town festival with 84.2 percent yes and 15.8 percent no. A seasonal bus or trolley service to bring people from the beaches to the Town generated mixed reviews with 55.6 percent yes and 44.4 percent no. The questionnaire also asked respondents if they would be willing to participate in an economic planning redevelopment planning group. Just over 42 percent replied they would be willing to participate.

The potential ways to promote Millville were rated either yes or no by those who responded to the survey. A "resort destination" was rated the highest with 85.7 percent yes and 14.3



percent no. The second highest rating was a “live work community” with 87.5 percent yes and 12.5 percent no. Following close behind was a “retail and economic hub” with 78.6 percent yes and 21.4 percent no. A “retirement community” was favorable with 75 percent yes and 25 percent no, but finished second to last ahead of “bedroom beach community” with 62.5 percent yes and 37.5 no.

For the businesses that responded to the questionnaire regarding commercial and industrial inventory in the community, the majority of respondents agreed that there is enough single retail (79%), chain stores (76%), shopping complexes (70%), building supply, contractor yards, equipment storage (76%) and offices (61%). Over 80 percent of the respondents agreed that Millville has enough multiple retail (89%), storage units and warehouses (82%) and light industrial assembly (80%).

Of those businesses who replied to the *Millville Business Questionnaire*, 61 percent support using building design and architectural guidelines to improve Atlantic Avenue. Additionally, 99 percent support the reuse of abandoned and non-maintained buildings on Atlantic Avenue. Of the businesses, 61 percent agreed or strongly agreed that Atlantic Avenue should be limited to commercial use only, and in addition, 47 percent did not support municipal parking on Atlantic Avenue.

The respondents to the questionnaire were asked to rank the services not offered in the Town of Millville based on ten choices. The respondents ranked the services from most to least needed as follows: 1) Town Police Force, 2) Building and Zoning Department, 3) Municipal Trails and Bike Ways, 4) Public Works Department, 5) Town Trash Service, 6) Town Library, 7) Public Park, 8) Community Center, 9) Municipal Parking and 10) Parks and Recreation Department.

1-5d. Questionnaire Comparison

Both the *Millville Community Questionnaire* and the *Millville Business Questionnaire* greatly influenced the drafting of this document. Both questionnaires indicated that citizens and businesses believe that the Town’s current stock of residential, commercial and industrial uses is sufficient to sustain Millville’s needs. In addition, the respondents from both questionnaires expressed the need for Millville to be a more pedestrian and bicycle accessible community, having these transportation options connecting to commercial, residential and adjacent municipalities. Citizens and businesses also expressed strong interest in revitalizing Atlantic Avenue and giving the avenue a unique character that will set Millville apart from other communities on Atlantic Avenue.

The business questionnaire and community questionnaire respondents disagreed on how Millville is promoted as a town, with the residents seeing the Town promoted as a “live work community,” opposed to the businesses who believe the Town should be promoted as a “resort destination” this variation on views could be the result of businesses’ desire to increase their income from tourism revenue. Another variation between the two questionnaires is the citizens’ response that a Building and Zoning Department was priority as opposed to the businesses that ranked it as a high priority. This variation may be the result of past experience and the desire for an increased level of service. Though the questionnaires varied slightly on certain views, the results show that both the citizens of the Town of Millville and the businesses are in agreement with what direction the future of the Town should take.



1-5e. Public Open House

The purpose of the public open house was to reveal the results of opinion survey, inform residents of the comprehensive plan status, and next steps. It also provided a chance for citizens and interest groups to provide additional feedback.

On August 27, 2008, the Millville Planning and Zoning Commission sponsored an Open House to provide Millville residents and businesses with an opportunity to review and comment on the draft Comprehensive Plan before its submission to the Town Council. To assure all residents were made aware of the Open House, it was advertised broadly, including via the following venues: an extensive article in *Coastal Point*, a well-read local newspaper; on the Town Hall sign along Atlantic Avenue/Rt 26, Millville's "Main Street;" on the Town's website; and through various community organizations, including the community websites of the Cedar Cove and Creekside homeowner associations.

Attendees were provided with a short oral presentation offering an explanation of the purpose of the Comprehensive Plan and the schedule for its delivery to Town Council and, ultimately, the State. A six minute, animated PowerPoint slide show was then shown to the audience. The slide show presented the audience with an explanation of the purpose of the Comprehensive Plan, as well as the following topics:

- A vision statement outlining the future of Millville as a "more connected, pedestrian-oriented, livable community"
- An explanation of how the plan was prepared
- Findings, including the need to meet the challenge of building an infrastructure to meet the demands of an anticipated explosive growth spurt, while retaining a "small town" atmosphere
- A short description of the coming development, including over 3,900 additional dwelling units
- The potential for approximately 11,000 residents by 2030
- Summary results of the resident and business surveys
- Current and planned land use, including an explanation of an annexation strategy.

The slide show ended with an explanation of "tonight's assignment." One side of the room was plastered with nine posters providing the draft Plan's goals, recommendations, and priorities. Additionally, various zoning maps of existing and planned uses (and potential annexations) were posted throughout the room. The audience was asked to review each of the posters and provide comments regarding their thoughts, including any need for revision of the goals, recommendations, and priorities.

Planning and Zoning Commission members, as well as several Town Council members, circulated the room. The slide show was played on a continuous loop, enabling residents that came late to the Open House to absorb the purpose of the meeting and engage fully in the process.

Participants offered many positive oral comments on the presentation materials. Minimal written comments were received, and only one commenter identified a recommendation at variance with the draft Plan. The results of the public participation process are integrated throughout the Municipal Development Strategy.



Chapter 2. Municipal Development Strategy

The Municipal Development Strategy uses the background information and data from Chapter 1 to assess what the current population of Millville needs, as well as what will be considered necessary in the future. The policies, goals and recommendations made in the 2003 Plan are reviewed and updated to include new and critical issues that have come about in the past five years.

Chapter 2 addresses what should be done (goals) and how it can be accomplished (recommendations) to continue to improve the quality of life for all residents of Millville. Topics covered throughout the chapter are land use planning and the regulation process, existing land uses, future land use and annexations, provision of utilities, a plan for community services and facilities, transportation, community character and design, open space and environmental protection and accomplishments. All these components are important in achieving the Town's overall vision of 1) Promoting positive growth, 2) Maintaining the small town character and 3) Continuing to make the Town of Millville a more livable community for current and future residents.

2-1. Overall Community Vision and Goals

2-1a. Future Land Use

Current residents of Millville tend to agree that the majority of development should occur within the current boundaries. There is an overall neutral feeling about annexing adjacent land in the future, most community members understanding that the Town needs to expand with more people wanting to move to this area. There is a need to create more logical town borders to make Millville more definable. The balance between growth and the preservation of open space was one of the main needs agreed upon by residents. The small town atmosphere is important to community members and needs to be taken into consideration when discussing the issue of future growth.

2-1b. Community Character and Design

Ranking as the highest priority to residents is maintaining the small town character of Millville. Currently there is nothing that defines Millville from its neighboring towns causing Millville to lose a little bit of its identity. Improving the Atlantic Avenue streetscape is the first step to revitalizing the community character. With proposed sidewalks along Atlantic Avenue, putting up banners and including street furniture would help bring personality and an identity to the Town. Improving the landscaping along the streets would also add to the overall Town beautification. Preserving community character is important because it gives residents a real sense of community. As one resident commented in the community survey, make Millville a place that residents are proud to live in.

2-1c. Utilities and Services

To support a growing community, there needs to be adequate services and facilities provided. Currently homes and businesses vary in being hooked up to central water and sewer, or residents using well and septic systems. Converting all residents to be on a Town central water and sewer system would be the start to making necessary services accessible to all residents. Community members also think it is important to be able to provide a growing town with other needed community services, such as a police force, town trash pick-up and parks. More accessible services make the overall Town function better and contribute to creating a more livable community.



2-1d. Transportation

Traffic continues to be a major problem concerning Millville residents. The majority of congestion problems occur during the summer months with people driving through Millville to get to and from the beach. Several residents expressed an interest in a beach bus or trolley system, which could reduce some of the traffic congestion. Another issue with transportation is connectivity, more specifically for those walking around Town or riding their bikes. Placing sidewalks along Atlantic Avenue is a repeated request among community members, so they can have a safe place to walk. Defined bike paths are also needed for those residents that ride bikes for leisure or as their main source of transportation.

2-1e. Open Space and Environmental Protection

Millville does not currently have any town parks for residents to frequent. Many community members have shown an interest in a town park for leisure purposes and recreation. A park would create a place for residents of all ages to enjoy and also contribute to the community character. A centrally located park with easy access to a connected network of walkways and bike paths to get to the park would satisfy resident interests.

2-2. Land Use Planning and Regulation Process

As recommended in the 2003 Comprehensive Plan, the Town amended its land development ordinances to provide for well planned development that maintains the character of the community. Revisions to the Zoning and Subdivision Ordinances were made to properly address the type and rate of development being experienced by the Town. Specifically, the Zoning Code was amended to include new and separate zoning districts, such as the Master Planned Community (MPC) zone, two distinct commercial districts and the Flood Hazard District. The zoning amendments also added site plan submission requirements, updated signage regulations and added performance standards such as landscaping and buffering requirements, among others.

The Zoning Ordinance for the Town of Millville provides three zoning categories: Residential, Commercial and Agricultural Residential.

The residential category includes the Residential District (R), Master Planned Community (MPC) and the Residential Planned Community (RPC) District. The R District allows for single-family detached dwellings, with a minimum lot size of 10,000 square feet where central sewer and water are available. Where central sewer and water are not available, the minimum lot size is approximate half an acre. Map 3 provides a copy of Millville's current zoning.

In the Agricultural Residential (AR) District the following uses are permitted: single-family detached dwellings, crop land, truck garden, orchard, nursery uses and animal kennels. The lot size requirements in the AR District are the same as in the R District.

Permitted uses in the RPC district include, in addition to the permitted uses in the residential district, duplex buildings and multi-family dwellings, as well as commercial uses of convenience and necessity to the development. The minimum lot size must be no less than 2/3 of the minimum lot size for the R District and no less than 5,000 square feet. In order to qualify for the RPC, the minimum area for the development must be 10 acres.



The objective of the MPC district is to implement master planned land use recommendations for comprehensively planned, multi-use projects. It is intended to provide a more flexible approach to the comprehensive design and development under the various conventional zoning categories. In so doing, it is intended that this zoning category be utilized to implement existing public plans and pertinent Town policies in a manner and to a degree more closely compatible with said Town plans and policies than may be possible under other zoning categories. Millville by the Sea is an example of a master planned community.

Two distinct commercial districts were established to guide certain commercial developments where deemed most appropriate considering the surroundings and infrastructure. The C1–Route 26 Corridor/Town Center Commercial District was created to provide a mixed-use district, which functions as the historical hub of the Town and provides a mixed residential, retail convenience shopping, and business and professional offices, which can be compatible with residential uses. The district also permits apartments above commercial businesses. The district is not intended to accommodate regional shopping facilities. The C2–Town Commercial District provides for larger scale shopping facilities. There are supplemental regulations in this district to help provide the necessary facilities to accommodate large-scale developments and mitigate potential impacts on residential neighborhoods.

After evaluating several properties along Route 26, some of the current development does not fit the purpose of the C-1 District, which is intended for small scale development. The two main commercial properties along Route 26, the Food Lion and the Town Center Shopping Center, both do not fit the C-1 definition. After reviewing the sites, the Planning & Zoning Commission feels these two commercial properties, as well as the proposed Home Depot site, would be more conforming to the C-2 District, being that they are larger scale developments. With the anticipation of the adoption of the updated Plan, these properties should be rezoned to C-2. The Planning and Zoning Commission is also evaluating other commercial properties throughout Town to see what other properties might also be conducive to the C-2 large scale development.

The Town also adopted new subdivision regulations that address how land is subdivided and developed. The ordinance includes a clear process for subdivision application that demonstrates coordination with the appropriate agencies charged with providing sewer and water services, and highway access. The ordinance also includes additional street design standards and stormwater standards.

Established in 2007, a five person Planning and Zoning Commission serves as an advisory commission to the Town Council. Land use applications, such as site plans and rezoning are reviewed by the Commission. The Town currently retains the services of a planning and engineering consultant and a Town attorney.

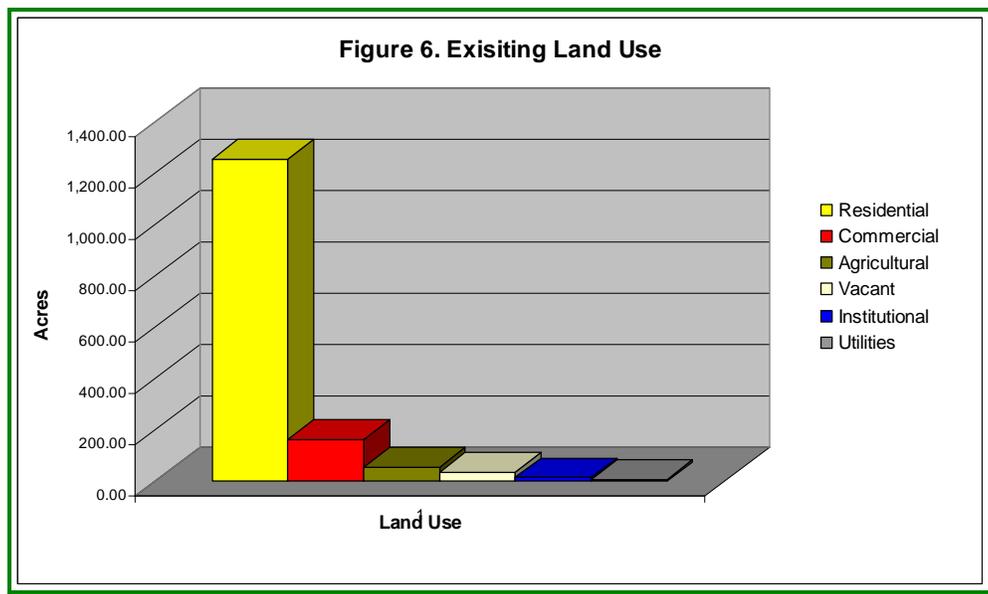


2-3. Existing Land Uses

The Town of Millville supports residential, commercial, agricultural and institutional land uses. Commercial and institutional uses exist primarily along Atlantic Avenue/Route 26 and Roxana Road/Route 17, and residential uses make up the other areas of Town.

Many changes in the existing land use have occurred since the 2003 Plan. Figure 6 shows the changes in land uses.

Figure 6. Existing Land Use Changes between 2003 and 2008



Of the approximately 1,595 acres within the Town of Millville, about 92 acres are currently undeveloped (36 acres of vacant land and 56 acres of agricultural land). Residential is the primary land use, with about 1,255 acres, 155 of which is already existing residential and 1,100 that have been approved for residential development or are under construction (Refer to Table 2 for a list of new developments). Commercial uses make up about 161 acres of land, 103 of which is existing and 27 that have been recently approved for commercial development or are under construction. Other land uses include institutional uses, including churches, the Town Hall, fire department and utilities. Table 10 lists the number of acres and percent composition of the various land uses in the Town of Millville. Existing land use information for parcels within the Town of Millville appears on Map 4.

**Table 10: Land Uses in the Town of Millville**

Land Use	Acres	Percent of Total
Vacant	36.55	2.4%
Agricultural	56.14	3.7%
Residential	1,255.27	82.0%
Existing (155.20 acres)		
Approved/ Under Construction (1,100.07 acres)		
Commercial	161.24	10.5%
Existing (102.68 acres)		
Approved/ Under Construction (58.66 acres)		
Institutional	13.77	0.9%
Utilities	7.28	0.5%
Total	1,530.25	100.0%

Source: Land use survey, Spring 2003 and May 2008.

The difference between the 1,530.25 acres included in the above land use table and the 1,594.74 acres of land area in the Town of Millville is attributed to acreage associated with rights-of-way.

2-4. Future Land Use and Annexations

2-4a. Future Land Use

Map 5, titled Future Land Use and Annexations, illustrates proposed land uses in Millville, and generally depicts a continuation of existing land use policy. Future commercial uses are planned along Atlantic Avenue/Route 26, which is consistent with current land uses in Town and with the land uses and zoning in the neighboring Town of Ocean View. Commercial land uses are also proposed along Roxana Road/Route 17, supporting planned residential development along this corridor. A centrally located open space area for either passive and/or active recreation is proposed.

The Town sponsored opinion survey found that a majority of residents thought that there is an adequate supply of housing stock currently located and/or planned within municipal boundaries, including multi-family units, townhouses, single-family and mixed-use. The majority of respondents were also satisfied with the mass and diversity of existing and planned commercial development, ranging from small single detached retail to large scale shopping complexes. Respondents also indicated their satisfaction with the existing level of industry, offices and mixed-use development. On the other hand, the Town well understands that a balance of residential and commercial properties need exist to provide both community services and a robust revenue base.

2-4b. Development of Adjacent Areas

The Town of Millville is located in the midst of very rapidly developing coastal Sussex County. Millville neighbors the Town of Ocean View, which has been rapidly growing in recent years. There are a number of recent development projects in Sussex County between Atlantic Avenue, Route 20 and the coastline. The Town has a strong interest in the



development of adjacent areas, and with new development comes affects on the Town's cultural, economic and physical environment.

The Town of Millville and areas to the north are located within Sussex County's Millville and Holts Landing sewer areas; part of the Bethany Beach Sewer District. The areas south and southwest of Town are part of the Beaver Dam sewer area. In this area, developers of several priority projects will be responsible for building the sewer infrastructure to the South Coastal Treatment Plant. The County conducted the South Coastal Area Planning Study (SCAPS), which plans for providing sewer service to the entire Environmentally Sensitive Development Area defined in the Sussex County Comprehensive Plan. The Sussex County Comprehensive Plan, adopted in December 2002 (and the draft update dated March 2008), identifies the area surrounding Millville as part of the Environmentally Sensitive Developing Area. The County land west of the Environmentally Sensitive Developing Areas is designated as rural, low density areas.

The State Strategies for Policies and Spending document adopted by the Cabinet Committee on State Planning Issues characterizes the area around Millville as Levels 2 and 3 (See Map 6: State Investment Strategies). Level 2 areas are generally the lands most prepared for growth and where the State can make the most cost effective infrastructure improvements, including schools, roads and public safety. Level 3 lands are most often impacted by environmentally sensitive features, agricultural preservation issues or other infrastructure issues. The State supports properly phased growth in these areas that is sensitive to the context of its natural and agricultural surroundings. While Level 3 areas are deemed growth oriented, they may be less appropriate than Level 1 and 2 in the near future, relevant to proper and efficient phasing of development. This is intended to adequately and appropriately guide the timing, character and pattern of growth by preventing spot development that is not contiguous with existing density and infrastructure.

The State and County envision this area to have a balance between resource protection and sustainable growth. In implementing its comprehensive plan, Sussex County has introduced an ordinance for the Environmentally Sensitive Developing Area that would raise the environmental standards for the area and require that developers show the impact of their projects on the environmental quality of the area.

Much of the land surrounding Millville under the County's jurisdiction is zoned AR-1, or Agricultural Residential. AR-1 zoning allows residential development on 20,000 square foot lots when on central sewer, with an option of clustering to 7,500 square foot lots. Land immediately west of the Town boundary, to the intersection of Roxana Road and Atlantic Avenue, has been zoned commercial by Sussex County. North of Millville there are several areas that have medium residential and general residential zoning.



The Town of Millville recognizes its position within such a rapidly growing area, and the Town is interested in actively working to shape this growth so as to minimize potential impacts on the Town and incorporate new development into the character of the Town. To help shape this growth, the Town will seek to coordinate land use decisions with Sussex County and the Town of Ocean View.

Currently, Millville shares its eastern boundary with Ocean View, and recent growth has brought Ocean View to areas south of Millville. The Town of Millville would like to work with Ocean View to ensure that its current boundary does not extend any further west than its current limits. An existing Memorandum of Understanding (MOU) provides the basis for the two jurisdictions to coordinate on issues of development and annexation in areas of common interest to both Towns. The Town of Millville will also pursue developing an MOU with Sussex County to agree on a method of coordinating on development projects under the County's jurisdiction within Millville's area of concern.

There are several areas in and around Millville where there are parcels and/or subdivisions split by jurisdictional lines. These areas include the Murray's Haven subdivision and adjacent lands along Atlantic Avenue, the Lord Baltimore Elementary School, Country Estates and several lots at the northwestern boundary, east and west of Whites Neck Road. The Town of Millville is currently working with property owners in these areas, the Town of Ocean View and Sussex County, to clarify and round out municipal boundaries so as to eliminate any jurisdictional confusion in these areas.

2-4c. Process for Annexation into Millville

The Town of Millville's annexation process appears in the Town's charter and further governed by Title 22, Chapter 1, Section 101 of the Delaware Code. Millville's Town charter provides for three methods for an annexation to occur. First, if all the property owners of an area adjacent to Millville's limits petition the Town for annexation, then the mayor will appoint a committee to investigate the possibility of annexation. If the committee finds the annexation to be advantageous to the Town and the petitioners, then the Town Council may, with a 2/3 vote, pass a resolution to annex the territory. The second method for annexation occurs when less than all the property owners (but more than five) of an area adjacent to Millville petition the Town for annexation or when a potential annexation under the first method is found to be disadvantageous. Again, the mayor appoints a committee to study the proposed annexation. If the annexation is found to be disadvantageous then the council may, with a 2/3 vote, schedule a public hearing on the annexation. If the annexation is determined to be advantageous then a public hearing is scheduled. The public hearing is followed by a special election to vote on the approval of the annexation. A majority vote in



favor of the annexation results in the annexation of the proposed area into the Town. The final method of annexation applies to territory exempt from taxation. Upon petition of the property owner, the Town Council may approve the annexation with a 2/3 vote if the annexation is determined to be advantageous or with a 3/4 vote if the annexation is determined to be disadvantageous.

Title 22, Chapter 1, Section 101 of the Delaware Code requires that annexations conform to four additional provisions. First, the annexation must be consistent with the Town’s most recently adopted comprehensive plan insomuch as the potential annexation area is shown as an area for future annexation in the adopted plan. Next, the Town must prepare a plan of services that will be provided to the annexed area detailing how these services will be provided and the capabilities of the Town to provide such services. Also, the annexed area must be rezoned to a classification consistent with the Town’s adopted comprehensive plan. Finally, the Town must notify the State and all affected jurisdictions of the proposed annexation, conduct a public hearing and allow for a comment period of at least 30 days before formal annexation.

2-4d. Recent Annexations

In compliance with the 2003 Comprehensive Plan and 2004 Amendment, the Town of Millville has recently annexed lands totaling approximately 1,129.3 acres. These recent annexations more than tripled the Town area from approximately 430 to 1,559 acres.

The largest annexations were for the Millville by the Sea master planned community (MPC) and the Barrington Park residential planned community (RPC), which substantially expanded Town boundaries south of Burbage Road along Roxana and Substation Roads. Table 11 displays the annexed lands including acreage and zoning.

Table 11: Recent Annexations

Property Reference	Annexed Acres	Zoning
Millville By the Sea	858.0	MPC
Barrington Park	157.2	RPC
Windhurst (remainder)	16.0	RPC
H&D Sub-Division	11.0	RPC
Oakley Property	24.5	RPC
Others	62.6	-
Total:	1,128.3 acres	

The Millville by the Sea development proposes a Town center, mixed density residential, open space and other amenities for future residents. Assuming complete build-out, the project will include approximately 3,262 residential units and over 350,000 square feet of commercial/retail and office space on approximately 858 acres of land. The Barrington Park subdivision, bordering the eastern boundary of Millville by the Sea, proposes 547 residential units on 157 acres.

2-4e. Future Annexations

The Town of Millville desires phased, planned and balanced growth. The Town has identified an annexation area shown on Map 5, Future Land Use and Annexations, which offers the following advantages:

- Rationalizes the Town boundaries.



- Curtails any jurisdictional confusion that may be caused by parcels split by municipal boundaries and enclaves within Town and between Millville and Ocean View.
- Maintains the Town identity in the midst of the rapid growth occurring around Town and of the recent expansion of the neighboring Ocean View.
- Implement the visions, goals and recommendations provided throughout this Plan relevant to community character, environmental protection and phased, balanced growth.
- Ensure that new development and redevelopment meshes with the Town's existing community character.
- Ensures an adequate tax base providing sufficient public services to residents.

The Town views annexation as an important tool to help shape the land use in the area surrounding the current Town boundary. It is also within this area the Town expects to coordinate actively with the County on any land use decisions under the County's jurisdiction.

The Town has also identified an area of concern in which annexation may be appropriate under the correct circumstances. The area of concern is also significant in that it is an area which the Town would like to coordinate with the County on any land use decisions under the County's jurisdiction.

The entire proposed annexation area consists of approximately 1,028 acres. The Town currently consists of about 1,559 acres and would grow to approximately 2,587 acres should the Town annex all the parcels. The area of concern consists of approximately 552 acres.

The proposed annexation area includes plans to annex 860 acres for residential use and 168 acres for commercial use. The majority of the annexation areas north and south of Town and the enclaves are proposed for residential use. The corner of Atlantic Avenue and Roxana Road is currently developed commercial, and if annexed into Town, it is anticipated that it would remain commercial. Other parcels along Atlantic Avenue would also be annexed as commercial property, which the Town anticipates would be developed as either commercial or as mixed use.

2-4f. Build-out Capacities

A density of four dwelling units per acre (du/acre) is utilized as a base planning number to estimate build-out of the annexation area, to evaluate the capacity of infrastructure and facilities, and to provide a framework for a plan of services. It is noted that a density of four du/acre is generally accepted as viable to provide for the efficient provision of sewer and water systems, and is likely a worst case scenario factoring in environmental and physical site constraints, as well as areas necessary for rights-of-way.

With approximately 36 vacant developable acres within the Town's boundaries, 144 houses could be constructed at four du/acre. With an estimated 430 acres of developable area in the proposed residential annexation area, 1,720 houses could be built.

It is estimated that the development of the vacant land uses in Town and lands with development potential in the growth area would result in 1,864 additional housing units in Town. It is projected that, at full build-out, development of the vacant lands in town and the residential annexation area would result in a population increase of 4,343 persons (assuming 2.33 persons per household).



2-4g. Priority Annexation Areas

Priority annexation areas include the following:

- An enclave in Millville by the Sea area, known as the Nip-Tuck Stable which includes an equestrian center and an active farm.
- Lands directly west of Town boundary along Atlantic Avenue, south of Atlantic Avenue and west of Roxana Road, for commercial development.
- Lands along Roxana Road south of Burbage Road and northwest of the Millville by the Sea for commercial use.
- Parcels and/or subdivisions split by jurisdictional lines. These areas include the Murray's Haven subdivision and adjacent lands along Atlantic Avenue, Country Estates, and several lots at the northwestern boundary east and west of Whites Neck Road.
- Lands at the eastern boundary of this annexation area that share the Town of Ocean View's western boundary. The Town has had many inquiries from landowners within the enclave area between Ocean View and Millville. Most of this area is already or currently being developed.
- Lands north of the Town boundary and south of Old Mill Drive for residential development. Some of this area has already been built with residential subdivisions.

The Town recognizes that annexation is a voluntary action taken by landowners, and that it is likely that much of the land within this proposed annexation area will not annex into the Town of Millville, even with incentives, such as projected improvements in Town services including police protection, parks and recreation, etc. Other annexations within the annexation area would be considered as requested by landowners and consistent with the aforementioned criteria. The Town of Millville should consider annexation of a parcel of land provided the following criteria are met:

- The parcel is contiguous to the Town boundaries of Millville.
- Sussex County verifies that sewer is available to the parcel at the density at which the parcel will be developed.
- Public water can be provided to the parcel.
- The annexation would not create an enclave.
- Any proposed developed for the parcel complies with the designated future land use on Map 5, Future Land Use & Annexations.
- The Town has the administrative capacity to provide the planning and other services necessary for the parcel.
- Environmental standards that meet or exceed those required under Sussex County's Environmentally Sensitive Area ordinance are applied to the project.

Goals

1. To enable the adequate provision of services such as central water and wastewater systems, and police services.
2. To manage future development in a manner that promotes the small town character desired by the residents.
3. To promote future development that seeks to minimize adverse affects on the Indian River Bay Watershed, forest lands and other nearby environmental features.



4. To promote the continued existence of current open spaces in Town and in future developments for both recreational and aesthetic purposes.
5. To target and phase development in areas where services can be provided at the least cost and in the shortest time possible.
6. To promote the annexation of appropriate areas adjacent to the existing Town boundaries that will be serviced by central water and wastewater systems.

Recommendations

1. *Continue to work with Sussex County and the Town of Ocean View to ensure that development within the area of concern is compatible with the character of Millville.*
The Town will participate in the land use decision processes in Sussex County and neighboring Ocean View to stay informed on development surrounding the Town and to provide input where issues impact Millville residents.
2. *Work with Sussex County, the Town of Ocean View and property owners to round out municipal boundaries.*
In areas where the municipal boundaries of Millville and Ocean View create enclaves and other areas of jurisdictional confusion, the Towns should work together, and with Sussex County and relevant property owners to adjust the municipal boundaries to eliminate such confusion.
3. *Regularly review ordinances and services to reflect growing needs.*
As Millville grows, it will be important for the Town to review its ordinances and to review the services it provides to ensure that the Town keeps pace with services demanded by growth. Specifically, the Town will need to address the issue of police protection as new residents and commercial entities come on line.
4. *Coordinate with Sussex County and Ocean View regarding annexation and development proposals within the annexation area depicted on Map 5.*
Adhere to the Memorandum of Understanding between Millville and Ocean View defining how the Towns will coordinate with each other on annexation and development requests in annexation areas. A Memorandum of Understanding with Sussex County would define coordination on development activity within the area of concern, as well as sewer issues.
5. *Ensure that necessary services can be provided to annexed lands.*
According to Title 22, Section 101, Delaware Code, the Town must complete a plan of services prior to annexation of land. Because the Town of Millville does not provide most of the utilities and services necessary to serve the annexed land, it is important that the Town notify service providers about the annexation and allow for comment from these providers. Providers include: water, sewer, electric, fire protection, police protection, emergency medical services, schools and other services. As a part of the plan of services, the Town is required to obtain letters from Sussex County regarding sewer, Tidewater Utilities regarding water and the relevant electric provider, stating their ability to provide service to the annexed land.



2-5. Community Character and Design

2-5a. Community Character

Millville plans to maintain its small town atmosphere despite the rapid growth in coastal Sussex County. With the expansion of municipal boundaries to include large-scale residential planned communities, the Town will experience its share of population growth in the coming years. While small businesses and residences currently make up the majority of the Town's land uses, the Town is also experiencing an influx of large scale commercial development to serve the growing population and surrounding communities.

The challenge is to balance the needs of a growing resort and retirement community while maintaining the character that has attracted the residents to the Town. To meet this challenge, place making and urban design measures will be imperative to preserve the small town character while creating a highly desirable, human-scaled and pedestrian-oriented community. The Town plans to integrate the new communities and businesses within the existing Town while preserving the quality of life for current residents. Moreover, the Town citizens and officials recognize that well designed, maintained and attractive streetscapes significantly contribute to the positive image of a community.

The public opinion survey revealed that, the majority of residents of Millville desire that the Town be promoted as a bedroom beach community and a resort destination that provides live/work opportunities and, at the same time, meet the need of retirees. The majority of residents did not want to promote the Town as a retail and economic hub.

"Millville should continue to work with developers to ensure that street signs, plantings, etc. are done with an eye to aesthetics, in keeping with Millville coastal, small town roots." -Resident

On the other hand, a survey of the business community revealed a strong desire for the Town to be a retail and economic hub, as well as a resort destination and a live/work community.

2-5b. Historical and Cultural Resources

The Delaware State Historic Preservation Office completed an evaluation for the Town of Millville to qualify for a potential historic district in 2003. The evaluation concluded that the Town is not eligible for a nationally designated historic district. Mainly due to construction along Atlantic Avenue, many of the older structures in Town along that road were either demolished or moved over the years, taking away any sense of a specific historic area. However, there are several individual properties and structures along Atlantic Avenue that could qualify for listing on the National Register of Historic Places. In an architectural survey of Atlantic Avenue, there were eight properties and structures found within the Town boundaries that were 50 years or older, the requirement for this study. The named properties include Mark and Paul Brown Property, Blaine T. Philips Property and the Howard Hickman Property. The homes selected include the Pearl G. Robinson Home, which since has been relocated to Cedar Avenue, the Ralph H. and Geraldine B. West Home, and the Grace D. Wolf Home. The three structures include Lord Baltimore Elementary School, the Townsend Store and Dwelling, which is now vacant, and a small barn located on the Paul and Margaret McGinn Property. These properties stretch from just east of Town Center Drive to just west of Club House Road. There were also several properties that were designated as possibly historic on land that could potentially be annexed by the Town in the future or are in the future area of concern. These older properties and structures are important to preserve because they serve the purpose of contributing to the Town's identity. The historic qualities of the Town connect current residents to those of the past and really reinforce a sense of place.



Public participation in the planning process indicated some level of support for preserving historic structures in Town. The Town's Planning and Zoning Commission has recently made contact with the Sussex County and State historical preservation planners, and has initiated activity to establish a comprehensive inventory of historical resources within the Town's boundaries.

2-5c. Redevelopment

As a small Town in a resort area, Millville does not face the redevelopment issues experienced by larger municipalities. There are no brown fields, former industrial complexes or vacant shopping centers requiring redevelopment. However, there are vacant buildings and parcels in Town where the Town would like to see some redevelopment or clean-up efforts focused. These areas include scattered parcels along the Atlantic Avenue corridor and four parcels on Club House Road.

Goals

1. Maintain, preserve and improve the unique small Town character of Millville.
2. Create attractive building and site designs with enduring aesthetic appeal that are likely to evoke a positive and strong "sense of place" and feelings of pride in one's community, through the development of design standards.
3. Improve the business district located along Atlantic Avenue, while keeping the unique shops and services.
4. To develop a vibrant and unique setting by encouraging the creative development and redevelopment of Atlantic Avenue.
5. To foster inviting, pedestrian-friendly designs as one element of ensuring a lively and commercially viable shopping district.
6. Create an overall community character unique from surrounding communities and the County by defining the boundaries of Town.
7. Look into ways of preserving historic sites and structures.

Recommendations

1. *Continue to pursue the Atlantic Avenue/Route 26 streetscape improvements.*
The Town should continue to pursue the grant funding to implement the recommended improvements and amenities in the "Millville Atlantic Avenue Streetscape Improvements Pattern Book," dated April 2008. Such improvements consist of shade trees, pedestrian-oriented lighting and sidewalks connecting to all residential neighborhoods, among other amenities. In addition, the Town should continue to coordinate with DeIDOT on the capital improvement project for Atlantic Avenue in the Town limits. Further discussion pertaining to these streetscape improvements are provided in Section 2-8, Transportation.
2. *Establish a 'Gateway' for motorist, bicyclist and pedestrians traveling on Atlantic Avenue/Route 26.*
Develop specific designs to enhance gateway along Atlantic Avenue on the east and west boundaries of Town. The gateway shall serve to visually reinforce entry into



Millville, to define the Town edges and to calm and manage vehicular traffic entering Town in a safe and efficient manner. This can be achieved through access management, landscape and frontage improvements, signage and banners and overall quality of site and building design in the area. The Town should coordinate ongoing gateway development with all annexation activities.

3. *Adopt Design Standards and Guidelines for the Atlantic Avenue/Route 26 Corridor.*
The Town should establish and adopt uniform streetscape standards for both site and building design for all development and redevelopment projects on Atlantic Avenue. In developing the design standards, the Town should continue to coordinate with DeIDOT on the capital improvement project for Atlantic Avenue in the Town limits.

In addition to promoting a unique community character, the creation of design standards and guidelines will assist to alleviate the concern of congestion on the route and to create a safe pedestrian and bicycle network. Objectives of the design standards and guidelines should be to produce development along the Atlantic Avenue corridor that:

- Creates an environment that emphasizes buildings and landscaping, rather than parking and signs.
 - Encourages creative designs for sites and buildings.
 - Allows for infill development that is sensitive to its context.
 - Supports pedestrian movement and the use of transit and bicycles.
 - Protects and enhances the Town's environment for living and working.
 - Supports and stimulates business.
 - Promotes investment and occupancy in business and other properties.
4. *Investigate opportunities to preserve historic sites and structures, and to provide incentive for adaptive reuse of structures with architectural merit.*

The Town should conduct an inventory and visual survey of the existing built environment that establishes the image and what is unique about the Town, as well as what characteristics are important in preserving. The inventory should identify and map landmarks, and structures and features with architectural or historical significance. This survey should further identify what structures may be eligible for listing on the National Register, if any. The inventory would also recognize abandoned or non-maintained structures that could be redeveloped for future commercial use, mainly on Atlantic Avenue. The Town should build on the architectural survey conducted for the DeIDOT Route 26 Planning Study in spring 2002, and updated July 2003. The purpose of this study was to identify all buildings and structures, fifty years in age or older, within the area that are potentially affected by the widening. It is recommended that the Town pursue strategies and incentives for protection, rehabilitation and/or reuse of such structure and features. Preservation efforts should reinforce the Town's maintenance of its small town heritage.



2-6. Water & Wastewater

2-6a. Water Infrastructure

Millville lies within the water services area for Tidewater Utilities, with the company providing central water to local businesses and residences. Tidewater will soon provide services in the Denton Mills subdivision. There are three potential approaches that the Town of Millville can take to extend water services to its residences and businesses:

1. *Incremental hook-ups*- The Town could gradually be hooked up to central water as residents request it and infrastructure is expanded to support other development. This incremental approach could take significant time to achieve comprehensive water supply service.
2. *Town with an active role*- The Town could work with Tidewater to purchase the CPCN from them and start their own water utility. The Town would then have the potential option of outsourcing operations to Tidewater or another public utility.
3. *Town with an active/passive role*- The Town could partner with Tidewater to obtain funding for a comprehensive public water supply system. The Town could adopt a regulatory or incentive based approach to accelerate hook-ups. For example, the Town could adopt an ordinance requiring that residents hook up to the system. The Town could also adopt graduated impact fees where fees increase via a schedule where early hook-ups are charged one rate and later hook-ups are charged at a higher rate.

The Town is starting to identify conversion spots from well to central water. The Town is also looking into updating the Tidewater service area and seeing what improvements can be made to better serve the residents of Millville. With future growth in the community, the Town is also taking into consideration how the water infrastructure will affect future development. It has been decided that Tidewater Utilities will serve the Millville by the Sea development.

2-6b. Wastewater Infrastructure

Currently, the Town of Millville is not on a central water or wastewater system. The majority of residents draws their water from private wells and utilizes on-site septic systems. This continues to be one of the biggest issues concerning the residents of Millville and was mentioned several times in the community surveys.

The Town receives service from two sewer districts. The Beaver Dam Sanitary Sewer District is located on the southern half of the Town, while the Millville Sanitary Sewer District serves the northern half. The Town will be starting a two phase sewer construction project that will start at Town Hall and go west along Atlantic Avenue/Route 26. The Town anticipates this project being completed by spring of 2009. The Town also looks forward to the sewer installation prior to the Atlantic Avenue expansion project. The Town is focusing its efforts on expanding the sewer system to benefit the current residents of the Town as well as be prepared for development in the future growth areas.

As for the involvement of Sussex County in the issue concerning sewer connection, the County is currently working on an expansion project of the Bethany Beach Sanitary Sewer District to help service the Millville area. It is projected that upon the expansion project's completion, all residences and businesses will be connected to a sewer facility. They are



working on constructing a gravity collection system, where all the pipelines are installed on a slope so that the wastewater naturally flows to the lowest point due to gravity. The County has decided to divide the area up into five construction contracts. The first contract, White's Creek Manor and a portion of Railway Road, was completed in June 2007. The Teal Construction group has taken on the next contract that was awarded the end of 2007. The second contract will connect sewer pipelines for Rogers Haven, Banks Harbor Retreat, Mill Run Acres, Collins Creek, Windmill and Pine Grove Lanes, and Burbage Road. The third contract, also awarded end of 2007, will be run by A.P. Croll & Sons. They will be installing the pipelines in Banks Acres, Banksville Park and the eastern portion of Atlantic Avenue. The expected completion date for these two projects is January 2009. The fourth contract awarded in January 2008 will provide service for Denton Manor, Denton Woods and the Land of Pleasant Living. The sewer project in Millville is expected to be done February 2009. The main areas in need of being connected are the southern portions of Railway and Club House Roads near the intersection with Atlantic Avenue, Deer Haven and Denton Mills subdivisions. At the end of the project, the completed system will include: 460 manholes, 130,000 feet of pipe ranging from 4-24 inches in diameter, eight pumping stations and one grinder pump. The overall estimated project cost is \$34.6 million. Funding is being provided by state and federal agencies with segments completed by developers to be dedicated to Sussex County upon completion and acceptance by the County.

Goals

1. Convert all residents from well water to a central water system.
2. Connect all residents to a wastewater system.
3. Work on an intergovernmental agreement on sewer expansion into the entire municipal boundary of Millville.

Recommendations

1. Inventory of current water services to identify where wells can be converted to central water.
2. Continue to work at the Town and County level to expand the sewer system.



2-7. Stormwater Management

The Town does not own any stormwater facilities, therefore does not perform the stormwater functions of construction oversight, inspections and maintenance of facilities. Ownership and maintenance is the responsibility of homeowners' associations under the State regulations with oversight provided by the Sussex Conservation District (SCD). The Town's consulting engineer reviews sediment and stormwater management plans in new developments, and further coordinates with the SCD to ensure compliance with Delaware's Sediment and Stormwater Regulations. In addition to plan review, the District inspects the construction and compliance of approved plans and conducts annual inspections of permanent stormwater facilities.

The Town recognizes that most of the statewide and local stormwater management regulations in the past have focused on regulating new development. However, many stormwater runoff problems are associated with existing developments that were built prior to the adoption of the recent source water protection and non-point pollution control strategies. The Town further recognizes that traditional stormwater management technologies significantly alter the natural hydrology of a site, which has regional impacts.

Goals

1. Preserve significant ecological systems that naturally work to reduce flooding, control runoff and erosion, and filter non-point pollutants.
2. Ensure an ongoing adequate supply of drinking water.
3. Improve watershed quality.

Recommendations

1. *Initiate discussion with DNREC and SCD to develop stormwater management practices in the Town that address stormwater runoff impacts within the watershed. These efforts should strive to manage stormwater runoff in the most efficient and effective manner while respecting natural features and constraints.*
2. *The Town should continue to coordinate with the SCD in ensuring new developments adequately address how stormwater quantity and quality treatment will be achieved. Among other things, this would make certain new developments meet the 80 percent reduction requirement in suspended solids load after a site has been developed.*
3. *The Town should investigate the need for a County/Town drainage study that identifies any issues that need to be mitigated. The drainage study will provide an inventory of facilities and locate problem areas, such as flooding, infrastructure decay, lack of oversight and maintenance. Information from a study could be used to develop a capital improvements plan for specific improvements and would further identify sources of funding including, but not limited to developer impact fees, grants and loans.*
4. *Dependant on study results, the Town should consider a stormwater management plan that sets prioritized goals and specific strategies to achieve these goals. Example strategies would be consistent with the environmental protection measures identified in Section 2-9. These include the preservation of large, continuous areas of open space, groundwater recharge areas, wellhead areas and critical ecological*

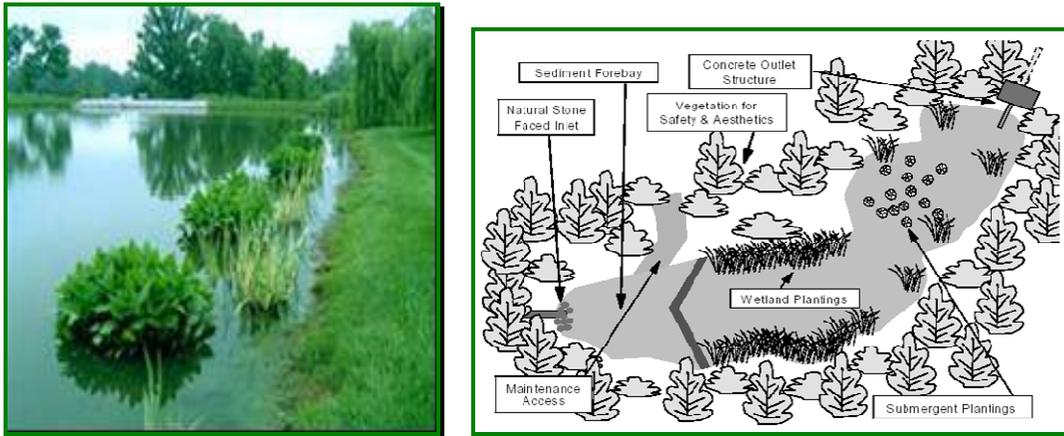


areas, such as wetlands, floodplains and riparian corridors. Strategies should also seek to minimize overall land disturbance and impervious surface.

A stormwater management plan would need to involve comprehensive and watershed level approaches. Stormwater management would need to be integrated with the land use, annexation, community facilities, utilities and natural resource components of this Comprehensive Plan. In addition, the process should ensure joint planning and coordination with county government and neighboring municipalities.

- 5. *Encourage the use of Low Impact Development (LID) and Stormwater “Best Management Practices” (BMPs).* LID minimizes site alterations as much as possible by incorporating natural landscaping design techniques to control runoff both during and after development. The natural landscape can and should be used to reduce runoff from the site, and to treat and filter the runoff that is discharged from the site.

New developments that design construct and maintain BMPs would minimize impervious coverage and reduce the need for permanent stormwater management basins. BMPs further the impact of stormwater runoff, prevent erosion, and filter sediment, nutrients and pollutants. Example BMPs include, but are not limited to, bioretention facilities, filter strips and biofiltration swales.



Examples of a BMP- Wet Pond with natural vegetation



2-8. Community Services and Facilities Plan

2-8a. Public Safety and Health

The Town of Millville does not have a municipal police force at this time, currently contracting with the Delaware State Police to provide police services 16 hours a week. The Ocean View Police respond to high priority calls when the State Police are not readily available. In the community questionnaire, many residents expressed the need for a town police force as a high priority. With the influx of growth, occurring in the Town limits, the growth of criminal activity will increase and the need for a full time police force will be a necessity. To make this need possible, the Town is taking major steps towards the future needs of a police force by developing means of funding through taking a percentage of building permits fees and special tax districts.

The Town will have a major undertaking to establish a 24-hour police force. The Town will need to hire a minimum of five full time officers. This is based on each officer working 2,080 hours (8 hours/day x 5 days/week x 52 weeks/ year based on a typical officer shift) with 280 hours of leave for vacation, sick days, etc. However, this ignores other duties that make an officer unavailable for patrol and assumes that one officer could patrol the entire Town. These considerations should be taken into account in order to provide the proper level of police protection. (Formula derived using De Chiara, Joseph, and John Hancock Callender. 1990 *Time-Saver Standards for Building Types*, 3rd ed. New York: McGraw Hill)

In addition, future developments in Town and the increase in the summer population will have significant impacts on the roadways through Town, specifically Roxana Road/Route 17 and Atlantic Avenue/Route 26. Speed enforcement and traffic control for public safety on these roads may possibly be a major responsibility of the future police department. To ensure adequate police service in Town, Millville needs to continue to cooperate with State Police until the point at which they are able to provide their own additional full-time officers.

The Town should also consider contacting the Delaware Criminal Justice Council to inquire about eligibility for the local law enforcement block grant program. The program allocates State funding to local governments for the purposes of reducing crime and improving public safety. The Town should further contact local police departments for assistance when determining the public safety needs based on the projected population figures.

Fire service is provided by the Millville Volunteer Fire Company, which operates out of Station 83 on Atlantic Avenue. The Volunteer Fire Company has 135 members and serves Millville, Ocean View and Clarksville. The Volunteer Fire Company recently phased out services to Bethany Beach, South Bethany, Fenwick Island, Middlesex Beach, Delaware State Seashore Park and all other unincorporated areas and developments along DE Route 1 from the Indian River Inlet south to the Maryland State Line. This phase out will allow the fire company to provide Millville with greater community service and response time. The Millville Volunteer Fire Company currently has 13 apparatuses and also operates a fleet of four ambulances that cover a 38 square mile district. The EMS units are staffed by six career employees, 15 seasonal employees and numerous dedicated volunteers. Patients are usually transported to one of four facilities including: Beebe Medical Center in Lewes, Peninsula Regional Medical Center in Salisbury, MD, Atlantic General Hospital in Berlin, MD and Millville ER a subsidiary of Beebe Medical Center.



With the exception of the Beebe Emergency Center in Millville, the aforementioned facilities are in excess of 30 miles from Millville and are only accessed by the State's busiest corridors.

The Beebe Emergency Center, located along Atlantic Avenue in Millville, offers a full-service emergency center open 24 hours from Memorial Day to Labor Day. The current Beebe Emergency Center is located off Atlantic Avenue. For the health and safety of the citizens, the Town is working in coordination with Beebe Medical Center to develop a full-scale emergency hospital in the Town limits. The advent of this facility will reduce travel time for emergency medical personnel and provide greater services for the community. This new Beebe clinic will be an out-patient facility providing service year round. The Millville by the Sea's commercial section, located on Roxana Road, is the possible location for the new facility.

There are many social services located within a short distance from the Town of Millville. The Edward W. Pyle State Service Center is located on the outskirts of Roxana and provides the majority of social services. Some of these services include: child care, Medicaid, public health services and screenings, and Welfare to Work. Also, with the increase of retirees to the area and growing year round population, there has been an increase in doctor's services and facilities located in Town and general vicinity.

2-8b. Schools

The Indian River School District currently serves the Town of Millville's elementary and secondary school population. Lord Baltimore Elementary School located partially within the Town and partially within Ocean View serves approximately 600 students from pre-kindergarten through fifth grade and is Delaware's first public elementary school to be selected as a U.S. Department of Education National Blue Ribbon School of Excellence. The school was constructed in 1932 and was last remodeled in 1966. Additions and renovations for Lord Baltimore Elementary School were completed in late 2007 and included additional classrooms, expansion of classrooms and updated heating systems. During the renovations, students were taken to the John M. Clayton High School, the former Indian River High School, in Frankford. District wide renovations included upgrades to plumbing and electrical systems, the elimination of all outdoor trailers, additional safety features, roofing repairs and compliance with ADA, fire and building code regulations. The renovations made at Lord Baltimore Elementary School also included many District wide upgrades.

For the students beyond elementary school, sixth through eighth grade continues at Selbyville Middle School and high school students attend the new Indian River High School in the Town of Dagsboro. In Selbyville, serving grades one through eight, is the Delaware School of the Arts. There are also private or parochial schools within driving distance to the Town. For college students, Delaware Technical Community College, University of Delaware and Wilmington College in Georgetown, Wilmington College in Rehoboth Beach and Wor-Wic Community College near Salisbury, MD and Salisbury University are also a few options within commuting range.

The Town is in close contact with the Indian River School District to discuss how schools would be affected with possible future growth within the Town. It is difficult for the Town to predict how many students will be in Millville and attending schools in the future since many of the homes in the area are seasonal.



2-8c. Administrative Services

The administrative building is located on the corner of Club House Road and Atlantic Avenue. The Town employs a fulltime Town Manager, Town Clerk and Financial Administrator. Code enforcement and building inspections are currently provided by a Town contracted consultant. The current Town Hall provides adequate meeting space and office space for the current staff; however, with the growing trends of the Town, it is desired to hire more employees, which would result in the need for larger space. The Town desires to establish a full-time code compliance department with a short term goal of hiring a code enforcement officer. The Town further desires to hire a building inspector with support staff and the long term goal to hire a full-time planner. In addition, the Town plans to establish a full-time public works department with staff, facilities and equipment to facilitate the growing maintenance needs of Millville.

2-8d. Other Services

In a recent survey taken by the residents of the Town of Millville, town trash services ranked among one of the more pressing problems that needs to be solved. Currently, there is no town trash collection and it is up to the individual to make trash collection arrangements. There are also options for bringing trash to bagged waste collection stations run by the Delaware Solid Waste Authority (DSWA). One of these stations is located just outside of Millville, offering a pre-paid "pay-as-you-throw" basis, where you pay ahead of time in 10 dollar increments, with each bag costing one dollar.

The DSWA, in conjunction with the Town, has started Curb Side Recycling for their residents.

South Coastal Public Library, with a permanent location on Kent Avenue in Bethany Beach, is approximately four miles away from Millville and is currently the closest library to the Town. The Library, under construction until 2009, has been temporarily relocated to the Town of Millville in the Creekside Plaza shopping center on Atlantic Avenue.

Goals

1. Provide adequate, easily accessible public services to residents.
2. Provide quality community services in an efficient, cost-effective manner for the health, safety and betterment of Millville's citizens.
3. Locate all community services in and around Atlantic Avenue, between the current location of Town Hall and the corner of Cedar Drive and Atlantic.

Recommendations

1. Establishing a 24-hour municipal police department
2. Continue relationships with the Delaware State Police
3. Continue supporting the Millville Volunteer Fire Company
4. Work with federal, state and county governments to locate service delivery centers in "downtown" Millville
5. Continue Coordination efforts with Beebe Medical



- 6. Establish incentives for medical intensive development
- 7. Create a Town trash service to accommodate all residents.
- 8. Work with Sussex County to plan for an additional library in Millville as the population increases.

2-9. Transportation Plan

2-9a. Road Improvements and Maintenance

Atlantic Avenue/Route 26, which runs directly through the Town of Millville, is the major east-west route in Sussex County providing access from western Sussex County and points west to Bethany Beach and other Atlantic coast resorts. (See Map 2: Roads and Boundaries)

According to the Sussex County Long Range Transportation Plan, released in November 2001, by 2015 the area of Atlantic Avenue between Roxana Road/Route 17 and Bethany Beach is expected to experience high seasonal congestion; and by 2025, the entire portion of Atlantic Avenue between Dagsboro and Bethany Beach is expected to experience high seasonal congestion. Traffic congestion already adversely affects the Town of Millville.

The public opinion survey confirmed that congestion on Atlantic Avenue is a major concern of the property owners in the Town. Many respondents indicated that there is too much traffic through Town during the summer. Seasonal traffic and large new developments in the surrounding area are certainly having significant local impacts. This congestion creates an increased need for street maintenance and discourages foot and bike traffic.

"I believe a seasonal bus service to the beach running from municipal parking lots would reduce travel time to and from the beach, reduce traffic and improve the environment." -Resident

The Delaware Department of Transportation (DelDOT) maintains the major streets throughout the Town and in the surrounding area. To accommodate the future traffic load of Atlantic Avenue, DelDOT has initiated two capital improvement projects in the area.

Atlantic Avenue/Route 26 from Clarksville to Assawoman Canal

The proposed improvements to Atlantic Avenue in Town limits include widening the road to an 11-foot travel lane in each direction with five foot shoulders, adding turn lanes/bypass lanes at intersections where possible, and replacing/adding sidewalks from Old Mill Road (on the westbound side) to the Assawoman Canal. On the eastbound side of Atlantic Avenue, sidewalks will be added west to the Fire Company's property. The location of potentially historic structures close to the existing roadway will prevent the extension of sidewalks beyond this point. The Central Avenue intersection in Ocean View will be realigned and separate right turn and left turn lanes will be added. The section from Clarksville to west of Railway Road will be an open section with roadside ditching for drainage. The section from west of Railway Road to the Assawoman Canal will be a closed section with curb, gutter and closed drainage. The majority of the closed section will also have a three foot grass strip behind the curb and gutter, as well as five foot sidewalks (from Windmill Road to the Assawoman Canal). The work will also make improvements that accommodate the area's multi-modal transportation needs.



Final construction plans were completed in March 2007. The anticipated start date for construction is pending funding availability and is anticipated in 2011 and completion in 2014.

Atlantic Avenue/Route 26 Local Roadway Improvements

In addition to making improvements to the mainline of Atlantic Avenue, DeIDOT is also pursuing the State Route 26 Local Roadway Improvement Project to take traffic off of Atlantic Avenue. The proposed improvements will include construction of 11-foot lanes, two five foot shoulders, and turn lanes at intersection with a 14-foot clear zone through a series of roadways including:

Phase I

- S353, Burbage Road,
- Road 352, Windmill Road,
- Road 84, Central Avenue, and
- Road 368, Beaver Dam Road. Minor realignment along Beaver Dam Road adjacent to the Village of Bear Trap Dunes.

Phase II

- Road 365 (Powell Farm Road) from State Route 26 to Road 353 (Burbage Road)
- Road 353 (Burbage Road) from Road 365 (Powell Farm Road) to State Route 17

Design and construction of the alternative route project is currently underway.

Improvements to Burbage Road, Roxana Road and Substation Road

Design improvements are currently underway as recommended and negotiated as part of the traffic impact studies for new developments. These improvements include, but are not limited to the following:

- Widening
- Bike lanes
- Intersection improvements
- Will include roundabouts instead of signalize intersections on Roxana Road at the intersection of Millville Boulevard. Millville Boulevard will be the main connector road through to Millville by the Sea. This will become a State maintained roadway
- Roundabouts are currently constructed at Substation Road, and Huntington and Tybee Streets

2-9b. Public Transportation

The public opinion questionnaire also revealed a strong desire for public transportation. Of the surveyed respondents, 82 percent believe that there should be a form of seasonal bus or trolley service to the beach and added transportation options for senior citizens. Providing a summer trolley would relieve congestion along Atlantic Avenue and associated feeder roads.

2-9c. Pedestrian and Bicycle Mobility

The compact nature of the Town's existing development enables Millville to be easily navigated on foot and bike. However, the lack of connected sidewalks and bike paths works to discourage walking and biking. Improving bicycle and pedestrian traffic paths can



maintain and promote Millville's small town atmosphere providing a means of offsetting the wake of development pressure.

The public opinion questionnaire results revealed that 87 percent of respondents believe there should be an increased network of sidewalk, trail and bike paths. Of the survey respondents, 84 percent indicated that the pedestrian system should connect with existing and proposed developments and with neighboring municipalities. Even though current DeIDOT plans do not include sidewalks west of Clubhouse Road along Atlantic Avenue, the Town should work with DeIDOT to incorporate sidewalks into current roadway development plans.

Goals

1. Encourage development through planned transportation investment, coordination and policies consistent with the zoning and density.
2. Encourage social engagement and interaction amongst residents by promoting interaction through pedestrian networks. Pedestrian networks should be lined with sitting areas, to include benches, small park areas, etc.
3. Reduce traffic congestion in Town.
4. Support streetscape revitalization and beautification of Atlantic Avenue.
5. Provide alternative transportation choices including public transit, and a pedestrian and bicycle network.
6. Improve the pedestrian and bike connectivity and safety throughout the Town to create a more walking-biking friendly community.
7. Create transportation options for the senior residents.
8. Ensure an adequate supply of parking within the Atlantic Avenue business district.

Recommendations

1. *Continue to work with DeIDOT on issues related to Atlantic Avenue/Route 26 and other State roads in and around Millville.*
All streets in the Town of Millville are either private streets or DeIDOT maintained streets. The Town should aim to maintain contact with DeIDOT to ensure State roads in and around Millville receive proper maintenance and to ensure that the Town remains informed of planned improvements that will impact traffic patterns in the Millville area.
2. *Continue to pursue the Atlantic Avenue/Route 26 streetscape improvements.*
To assist in mitigating traffic impacts in Town and promote pedestrian-friendly mobility, the Town should continue to pursue the investments identified in the "Millville Atlantic Avenue Streetscape Improvements Pattern Book," dated April 2008. Streetscape improvements may not only affect the appearance of an area, but can also contribute to the safety and convenience of vehicular, pedestrian and bicycle mobility. Improvements may include design features such as brick pavers, stamped concrete, crosswalks, street trees, among others. All these additions are also traffic calming methods to further provide safety to the community. Other street features



may include benches, light standards, trash receptacles, tree grates, bicycle racks and signs, which would all assist to create a positive image, promote a pedestrian friendly environment and assist to stimulate economic activity. The aforementioned streetscape improvements should not be installed until the DeIDOT Route 26 widening project is completed (anticipate in 2014).



Example of streetscape with amenities

3. *Develop a Capital Improvements Plan for Town maintained streets & sidewalks.*

A capital improvements plan should be developed for Town maintained streets and sidewalks and for the recommended streetscape improvements. Although the Town does not own or maintain streets, the Town should prepare for possible dedications in the future. The capital improvement plan will assist to prioritize transportation needs and will establish a systematic approach to address these needs. The capital improvements program should specifically identify the locations and details of improvements and establish sources of funding.

The program will further provide a routine maintenance schedule and budget for Town maintained streets and sidewalks. As part of this maintenance program, it is recommended a windshield inventory survey be conducted recording the miles of street, drainage and conditions of curbing, sidewalks and paving, among others. It is noted that some funding for repairs comes through Municipal Street Aid Funds.

4. *Integrate new and old streets, sidewalks and bike paths.* In seeking to maintain a small town atmosphere while permitting reasonable growth, the Town should require that streets in new developments link to the existing Town street network. Streets should interconnect within a development, with adjoining developments and with existing streets. Along with extending the street network, sidewalks and bike paths also need to be connected. There should be an inventory completed of sidewalks, bike routes, trails and connections, to determine whether the existing sidewalk and bike network in Town is adequate, or if this needs to be expanded. The Town could also draft ordinances that require needed bike paths and sidewalks link to existing bike paths and sidewalks in Town. It is also recommended that additional sidewalks be provided to complete a Town-wide sidewalk network. Every effort should be made to encourage pedestrian and bicycle transit between Town and the beach. This interconnecting will encourage development and accessibility throughout the Town and not isolate communities.



5. *Investigate the need for a new road that connects Substation Road and Roxana Road to the proposed Beebe Hospital.* The Town is currently considering a special development district at the Millville by the Sea Master Planned Community.
6. *Investigate the need and feasibility for public transportation.* Due to the significant amount of recent and foreseen growth and proximity to the beach, the Town may want to coordinate with Delaware Transit Corporation (DTC) to discuss current needs and future demand for public transportation and what programs can be made available to the community. Alternative transportation choices may include beach shuttles and trolleys, as well as park and ride services. Discussion should include specific transit routes and destinations, drop off/pick up locations, frequency of stops and necessary parking areas, among other things. Design elements focusing on pedestrian safety and convenience should be considered to encourage public transit.
7. *Develop parking strategies for the Atlantic Avenue business district.* The Town should investigate the need for municipal parking facilities. The Town should also investigate the need for parking design standards that aim to provide safe, convenient, and attractive parking areas. Standards for parking design and landscaping should encourage safe and efficient vehicular and pedestrian circulation within parking lots.

2-10. Open Space and Environmental Protection

2-10a. Open Space and Recreation Facilities

Residents of the Town of Millville have expressed interest in seeing future development set aside land for the purposes of open space for public use. Future open space would include parks and recreation sites. Currently there are no parks or recreation facilities in Millville, only in neighboring towns. Parks and recreation facilities in the vicinity include those identified in Table 12:

Table 12. Park and Recreational Facilities in the Immediate Vicinity	
Name of Park/Recreation Facility	Location
West Park	Town of Ocean View
Holts Landing State Park	North of Millville
Delaware Seashore State Park	North of Bethany Beach
Fenwick Island State Park	South of South Bethany
Bethany Boardwalk	Bethany Beach
Lower Sussex Little League Facility	Roxanna Road
The River Soccer League	Roxanna Road



The Town would like to see a centrally located open space, easily accessible to the entire community. There has been discussion on a few possible parcels where a park could be located. Besides a centrally located park, there is also discussion of creating smaller neighborhood parks that would be connected to the central park, possibly by bike paths, walkways or greenway corridors. Along with the addition of parks and recreation sites, the community would like to see definable and accessible pedestrian walkways, as well as bike paths, that would lead to these open space areas. An additional survey focusing on open space will be needed in the future to get further feedback from the community as to where they would like to see parks located and what they would like to see in these areas (playgrounds, picnic areas, soccer fields, etc.). The addition of parks and recreation sites would serve as another community amenity.

2-10b. Passive Open Space

In a survey taken by the residents of Millville, the majority of people favored the need to protect existing open space over other amenities. This survey also paralleled a statewide survey that also showed that the majority of people (70%) in Delaware put protection of the environment and open space as a high priority.

In particular, the highest concern for the Town of Millville is the protection of the Inland Bays, as well as the protection of woodlands, streams and making sure that there are vegetative buffers surrounding these areas of concern. Native plants have been planted on municipal properties and a rain garden has been created at Town Hall, the first municipal rain garden in the State of Delaware. As part of the implementation of the 2003 Plan, the Town has adopted water-body and wetland buffers and requires landscaping of tree planting in all new developments. Town Hall also houses a modest resource library on protecting environmental resources for use by residents.



For the future it should be considered that within the Town limits and the future annexation of growth areas, significant areas of woodlands should be protected and designed in the development process. The Town of Millville will continue to look for traditional and original ways to protect the environment in their community. By protecting the environment, the Town of Millville is not only helping to enhance the natural beauty of the community, but also



preserve water quality, as well as the natural vegetation and wildlife communities native to coastal Delaware.

2-10c. Environmental Protection

The Town of Millville is located within the Indian River Bay Watershed, which is an impaired water body designated by Section 303(d) of the Clean Water Act. Delaware's Inland Bays are also designated as "waters of exceptional recreational and/or ecological significance" requiring reduction of nonpoint sources of nutrients.

In 1998, the Department of Natural Resource and Environmental Control (DNREC) developed Total Maximum Daily Loads (TMDL's) for Indian River, Indian River Bay and Rehoboth Bay to monitor the amount of pollutants going into the water. The TMDL establishes the maximum pollutant load (plus a safety factor) that a water body can absorb without degrading the beneficial uses (e.g. fishing, swimming, boating) associated with the water body. The main contaminate of concern within the Indian River Bay Watershed are nitrogen and phosphorus and other nutrients associated with agricultural, construction and suburban runoff. The TMDL's for Indian River Bay call for a 40 percent reduction in non-point sources of both nitrogen and phosphorous; a 40 percent bacterial reduction in fresh waters, and a 17 percent bacterial reduction in marine waters. The community is committed to maintaining the waterways and will work with DNREC to address the issues of waterway protection in accordance with the recently passed 144th General Assembly House of Representative Resolution 24. This resolution calls for all communities and DNREC to consider the impacts to waterways, local governing powers, such as zoning, and the concerns of local residents in making these regulations known to protect and improve water quality in the Inland Bay Watershed.

There is currently no State Resource Area (SRA) located within the Millville boundaries. SRAs are areas of high quality or unique natural resources and the purpose of designating an SRA is to protect large quantities of land and open space to preserve the natural amenities. The SRA was developed under the Delaware Land Protection Act in 1990 and the designated land was mapped out at that time. The map was most recently updated in 2006 after reviewing more up to date information on natural resources. This designated area does not prohibit development, but looks for environmentally friendly design and development. Ultimately SRAs provide a way to conserve water resources and scenic beauty, the ability to enjoy outdoor recreation and preserve a place for wildlife habitat.

There is no wellhead protection area in the current Town limits, but there is within proposed annexed areas. A wellhead protection area designates the area around public water supply wells to help protect the quality of the water supply from harm. A new wellhead ordinance might need to be established with the possibility of land being annexed in the future. There are no areas of excellent recharge found within the Town boundaries as well. There is one located just outside the Town's border on the eastern side of Town. These recharge areas are water resource protection areas that are designated as having potential for groundwater recharge. (See Map 7, Environmental Features)

The 100 year floodplain borders the northern part of Town, with Whites Creek and its tributaries being the waterway. The Town established a flood hazard district that encompasses the entire floodplain area. A floodplain ordinance was established to restrict building and implement appropriate construction safeguards in that selected area. A considerable acreage of forested wetlands is found in areas of concern throughout the Town



of Millville. It would be recommended that the Town establish a woodlands preservation ordinance for added protection on those wetlands and forest resources.

Goals

1. Add parks and recreational facilities within the Town.
2. Create easily accessible sidewalks, bikeways and greenways that lead to some kind of open space.
3. Protect the existing open space for passive use.
4. Continue to explore innovative ways to protect the unique environment features in the community.
5. Protect and preserve all natural resources and amenities found throughout Millville.

Recommendations

1. Town of Millville should invest in a recreation department as part of their capital planning improvements.
2. Actively begin negotiations with property owners of possible open space sites.
3. Work with developers to assure new development provides adequate recreation facilities and amenities in new developments.
4. Include a mix of municipal parks and neighborhood/community parks.
5. Create a separate recreation plan.
6. Provide an additional community survey to get open space preferences from the residents.
7. Encourage the planting of native trees, plants and flowers throughout Millville.
8. Create ordinances that protect environmental resources, such as trees and woodland areas.
9. Educate residents on the needs and benefits of protecting the environment and natural resources.
10. Apply for certification as a "Tree City."
11. Create a wellhead ordinance to protect the public water supply.
12. Establish a Town woodlands ordinance to protect the forested wetlands from being harmed.



Chapter 3. Implementation

3-1. Implementation Process

The Implementation section will assist Town officials in making decisions to help shape the way Millville functions, grows and develops. Such decisions involve the location of land uses, the character and form of development, the improvement of community infrastructure and services, and the protection of environmental quality.

This section summarizes the recommendations provided throughout Chapter 2. These recommendations can be split between those requiring immediate attention and those that the Town will have to address in the more distant future. This section will further serve as a checklist for the Town in implementing the Plan. The recommendations are grouped into four categories:

1. Short term - implementation desirable within two years
2. Medium term - implementation desirable within three to five years
3. Long term - implementation desirable within six to ten years
4. Ongoing - implementation will occur on an ongoing basis

The Planning and Zoning Commission and Town Council should aim to achieve the following short term implementation items within two years from adopting the plan, the medium term items within three to five years from adoption. Long term items should be in progress in about six to ten years. Indeed, these items may need to be reevaluated during the next comprehensive plan update. The selection of priorities was based on the following criteria: 1.) Level of importance to accommodate foreseen growth, 2.) Realistic expectation to achieve in a certain time frame, 3.) Logical order-necessity to implement a task prior to the implementation of other tasks, 4) Feasibility considering resources and time, and 5) Cost versus benefit.

Short Term (0-2 years)

- Establish a 'Gateway' for motorist, bicyclist and pedestrians traveling on Atlantic Avenue/Route 26. (Community Character and Design, Sec. 2-5)
- Continue to pursue the Atlantic Avenue/Route 26 streetscape improvements. (Community Character and Design, Sec. 2-5)
- Adopt design standards and guidelines for the Atlantic Avenue/Route 26 Corridor. (Community Character and Design, Sec. 2-5)
- Inventory current water services to identify where wells can be converted to central water. (Provision of Utilities–Water & Wastewater, Sec. 2-6)
- Initiate discussion with the Sussex Conservation District (SCD) and Delaware Department of Natural Resources and Environmental Control (DNREC), who are developing the stormwater management practices in Town that address stormwater



runoff impacts within the watershed. (Provision of Utilities–Stormwater Management, Sec. 2-6)

- The Town should continue to coordinate with the Soil and Conservation District (SCD) to ensure new developments adequately address how stormwater quantity and quality treatment will be achieved. (Provision of Utilities–Stormwater Management, Sec. 2-6)
- Encourage the use of Low Impact Development (LID) and Stormwater “Best Management Practices” (BMPs). (Provision of Utilities–Stormwater Management, Sec. 2-6)
- Work with federal, state and county governments to locate service delivery centers in “downtown” Millville. (Community Services and Facilities Plan, Sec. 2-7)
- Continue to pursue the Atlantic Avenue/Route 26 streetscape improvements. (Transportation Plan, Sec. 2-8)
- Develop a Capital Improvements Plan for Town maintained streets and sidewalks. (Transportation Plan, Sec. 2-8)
- Encourage traffic calming and pedestrian mobility measures. (Transportation Plan, Sec. 2-8)
- Investigate the need for a bicycle and pedestrian facilities plan. (Transportation Plan, Sec. 2-8)
- Investigate the need for a new road that connects Substation Road and Roxana Road to the proposed Beebe Hospital. (Transportation Plan, Sec. 2-8)
- Investigate the need for and feasibility of public transportation. (Transportation Plan, Sec. 2-8)
- Create a separate recreation plan. (Open Space and Environmental Protection, Sec. 2-9)
- Actively begin negotiations with property owners of possible open space sites. (Open Space and Environmental Protection, Sec. 2-9)
- Encourage the planting of native trees, plants and flowers throughout Millville. (Open Space and Environmental Protection, Sec. 2-9)
- Provide an additional community survey to get open space preferences from the residents. (Open Space and Environmental Protection, Sec. 2-9)

Medium Term (3-5 years)

- Investigate opportunities to preserve historic sites and structures, and to provide incentives for adaptive reuse of structures with architectural merit. (Community Character and Design, Sec. 2-5)



- The Town should investigate the need for a County/Town drainage study that identifies any issues that need to be mitigated. (Provision of Utilities–Stormwater Management, Sec. 2-6)
- Establishing a 24-hour municipal police department. (Community Services and Facilities Plan, Sec. 2-7)
- Establish incentives for medical intensive development. (Community Services and Facilities Plan, Sec. 2-7)
- Develop parking strategies for the Atlantic Avenue business district. (Transportation Plan, Sec. 2-8)
- Create ordinances that protect environmental resources, such as trees and woodland areas. (Open Space and Environmental Protection, Sec. 2-9)
- Create a wellhead ordinance to protect the public water supply. (Open Space and Environmental Protection, Sec. 2-9)
- Establish a Town woodlands ordinance to protect the forested wetlands from being harmed. (Open Space and Environmental Protection, Sec. 2-9)

Long Term (6-10 years)

- The Town should consider a stormwater management plan. (Provision of Utilities – Stormwater Management, Sec. 2-6)
- Create a Town trash service to accommodate all residents. (Community Services and Facilities Plan, Sec. 2-7)
- Work with Sussex County to plan for an additional library in Millville as the population increases. (Community Services and Facilities Plan, Sec. 2-7)
- Apply for certification as a “Tree City.” (Open Space and Environmental Protection, Sec. 2-9)
- Include a mix of municipal parks and neighborhood/community parks. (Open Space and Environmental Protection, Sec. 2-9)
- Town of Millville should invest in a recreation department as part of their capital planning improvements. (Open Space and Environmental Protection, Sec. 2-9)

Ongoing

- Regularly review ordinances and services to ensure that Town services reflect growing needs. (Land Use & Annexations, Sec. 2-4)
- As land is annexed, ensure that necessary services can be provided to annexed lands. (Land Use & Annexations (Sec. 2-4))
- Integrate new and old streets, sidewalks and bike paths. (Transportation Plan, Sec. 2-8)



- Work with developers to assure new development provides adequate recreation facilities and amenities in new developments. (Open Space and Environmental Protection, Sec. 2-9)
- Educate residents on the needs and benefits of protecting the environment and natural resources. (Open Space and Environmental Protection, Sec. 2-9)

3-2. Intergovernmental Coordination

Intergovernmental coordination is a critical component of the Comprehensive Plan and implementing recommendations. The initiatives, policies and services of other governing agencies influence development strategy decisions in Town. The costs of delays and duplication can be avoided by anticipating the need for coordination and identifying the common goals of coordinating entities. This Comprehensive Plan's goal is to meet the intentions of the Quality of Life Act of 1988 "to encourage and assure cooperation between and among municipalities, counties and the State and to encourage and assure coordination of planning and development activities of units of county government, municipalities, regional agencies, and state government..." This section addresses the various federal, state, county, non-profit groups and other local agencies with which Millville will coordinate on involving the development and regulation of land. In addition, this Section provides strategies for improving the coordination.

3-2a. State Agencies

The State of Delaware provides a variety of services and guidance to the Town of Millville. The Town works towards following "Livable Delaware" guidelines and ensure that planning efforts are aligned with Delaware initiatives, policies and regulations.

The Town of Millville coordinates with the Office of State Planning Coordination (OSPC) to make certain that all planning decisions in Town are in accordance with Chapter 92 of the Delaware Code. Delaware Department of Transportation (DelDOT) controls the roads in the Town, thus the Town must coordinate with DelDOT on all future points of egress. In addition, all future expansions to roads and improvements in DelDOT rights-of-way must be coordinated with DelDOT.

The Town also coordinates with the Delaware State Police to provide the Town with police protection through a contract with the State Police.

In addition to the aforementioned State agencies, the following have a particularly important influence on the Town's policy formulation and decision making: Delaware Department of Natural Resources and Environmental Control (DNREC), Delaware Department of Community Development and Housing and Delaware Department of Agriculture.

3-2b. Sussex County, Municipalities and Indian River School District

Millville strives to have a strong working relationship with Sussex County. The decisions that Millville makes about zoning, annexation, development applications, utility services and related topics directly affect nearby unincorporated areas under County jurisdiction. Similarly, many County level policies regarding these same types of issues affect Millville's planning decisions. The Town considered the Comprehensive Plan, annexation intentions



and utility service policies of the County in developing this Comprehensive Plan. The Town's annexation area and area of concern are generally aligned with the Sussex County's future land use plan. In addition the plan aligns with the County's future land use plan by directing development to the Town to provide the development with community services. The County also provides the Town with wastewater service through the Sussex County Engineering Department. The Town coordinates with this Department to ensure that proposed future development will not have an adverse affect on the capacity to serve the Town.

Changes within adjacent communities and decisions made by other municipalities also affect the quality of life within the Town. The Town recognizes that it does not exist in isolation but is part of a larger region. Millville is a member of Sussex County Association of Towns (SCAT), providing Millville the opportunity to facilitate discussion with the County and other municipalities to coordinate planning efforts. Additionally, Millville is a member of the Delaware League of Local Governments (DLLG) which provides the Town with a statewide collaborative forum. These organizations provide a chance for the Town to take a more social approach to coordinate efforts with other municipalities.

The true test of Millville's coordination efforts happens on a daily basis with the adjacent Town of Ocean View and the beach resort of Bethany Beach. Working with Ocean View on land development issues, policies and municipal services is essential to the development of Millville. The Towns share a common boundary with each other that at points becomes blurred. The Towns coordination efforts with Bethany Beach are less intensive on the land use side, however more intensive on the municipal services. Millville coordinates with Bethany to ensure the increased resort population in the peak seasons is adequately planned for.

Millville also has a working relationship with the Indian River School District. The Town coordinates with the district to ensure future development in the Town will not adversely affect the Districts capacity to handle the future student population.

3-2c. Non-Profit Organization

The Town currently has limited to no relationships with these organization, however the Town desires to increase their relationships with non-profit organizations in the near future. The Town of Millville has strong interest in developing relationships with the following non-profit organizations, among many others: Sussex County Land Trust, Center for the Inland Bays, Little Assawoman Bay Conservancy, The Nature Conservancy, Preservation Delaware, Inc., Southern Delaware Tourism and Bethany-Fenwick Area Chamber of Commerce.

3-2d. Intergovernmental Strategies

Better coordination on a number of issues between the Town of Millville and the State, County, municipalities and non-profit organizations would benefit all parties and help to further the implementation of both short and long range goals. The following provides recommendations for intergovernmental coordination:

Coordination Recommendations

- Work closely with other agencies to develop a shared vision for the community's future and to implement that vision through mutually beneficial agreements.



- Follow the Town Land Use & Annexation Plan in making capital investment decisions.
- Continue to work with Sussex County and the Town of Ocean View to ensure that development that occurs within the area of concern is compatible with the character of Millville. (Land Use & Annexations (Sec. 2-4))
- Work with Sussex County, the Town of Ocean View and property owners to round out municipal boundaries. (Land Use & Annexations (Sec. 2-4))
- Coordinate with Sussex County and Ocean View regarding annexation and development proposals within the annexation area depicted on Map 5. (Land Use & Annexations (Sec. 2-4))
- Continue to work at the Town and County level to expand the sewer system. (Provision of Utilities–Water & Wastewater (Sec. 2-6))
- Work on an intergovernmental agreement on sewer expansion into the entire municipal boundary of Millville. (Provision of Utilities–Water & Wastewater (Sec. 2-6))
- Continue the current relationship with the Delaware State Police. (Community Services and Facilities Plan (Sec. 2-7))
- Continue supporting the Millville Volunteer Fire Company. (Community Services and Facilities Plan (Sec. 2-7))
- Continue coordination efforts with Beebe Medical. (Community Services and Facilities Plan (Sec. 2-7))
- Continue to work with DelDOT on issues related to Atlantic Avenue/Route 26 and other State roads in and around Millville. (Transportation Plan (Sec. 2-8))

3-3. Accomplishments

The following provides a summary of accomplishments of the 2003 Comprehensive Plan and 2004 Amendment recommendations:

Amended the Town Zoning Ordinance

The Town of Millville amended the Zoning Ordinance to include new and separate zoning districts; such as the Master Planned Community (MPC) District, Residential Planned Community (RPC) District and two distinct commercial districts, C-1, C-2, and a Flood Hazard District. The zoning amendments also added site plan submission requirements including, updated signage regulations and added performance standards such as landscaping and buffering requirements, among other things.

Amended the Town Subdivision Ordinance

The Town adopted new subdivision regulations that address how land is subdivided and developed. The ordinance includes a clear process for subdivision application that demonstrates coordination with the appropriate agencies charged with providing sewer and water services and highway access. The ordinance also includes additional street design standards and stormwater standards.



Established a Planning and Zoning Commission

The Town of Millville established a Planning and Zoning Commission. This Commission is responsible for reviewing land development proposals (including subdivisions, zoning changes and annexations) and making recommendations to the Town Council. In addition, this Commission is responsible for reviewing and updating the Comprehensive Plan.

Staff Modifications

In 2006, the Town hired a full-time Town Clerk. In 2007, the Town converted the part-time Town Manager position to full-time, and added a full-time Financial Administrator position. Currently the Town has three (3) full-time employees.

Hired a Planning Consultant

The Town currently retains the services of a planning and engineering consultant to assist with the reviews development proposals, zoning ordinance amendments and comprehensive planning.



Appendix A. Public Opinion Survey

Resident Questionnaire

Business Owner Questionnaire

TOWN OF MILLVILLE COMPREHENSIVE PLAN

COMMUNITY QUESTIONNAIRE



The Town of Millville has had a surge in growth since the last comprehensive plan update in 2003. In concert with that Plan, over 3,500 housing units have been approved, to be built over the next ten years. These approvals will more than triple the Town's current population. Additionally, local and nationwide retailers are projected to locate in the Town.

The Town of Millville is in the process of developing a new comprehensive land use plan to guide the growth and development in the Town over the next six years. This is your community and your opportunity to participate in planning Millville's future. The first steps in any planning process is to ask the people what type of community they want to live in, now and in the future. Please take the time to fill out this questionnaire. We appreciate your time and thoughtful responses.

Part I: Citizens Profile:					
1. My age is:	18-29	30-39	40-49	50-59	Over 60
2. I am currently retired	Yes			No	
3. I am permanent resident of Millville	Yes			No	
a. I have been a permanent resident in Millville for:	0-5 years		5-10 years		Greater than 10 Years
b. I would describe my residence as:	Single-Family	Town-House	Duplex	Condo	Other
<i>If you answered yes to question 3 please skip question 4 and 5</i>					
4. I am a seasonal resident of Millville	Yes			No	
a. I have been a seasonal resident in Millville for:	0-5 years		5-10 years		Greater than 10 Years
b. I plan on becoming a permanent resident	Yes			No	
c. When do you plan on becoming a permanent resident	0-5 years		5-10 years		Greater than 10 Years
5. I am a non-resident landowner in Millville	Yes			No	
a. I have been a non-resident landowner in Millville for:	0-5 years		5-10 years		Greater than 10 Years
b. I plan on developing my land in Millville	Yes			No	
c. I plan on developing my land in	0-5 years		5-10 years		Greater than 10 Years
6. I work in the Town of Millville	Yes			No	



Millville Comprehensive Plan
Community Questionnaire

Part II: Opinions on Growth and Land Use

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
7. The Town should increase its growth area and population base					
8. Development should be encouraged primarily within the current boundaries					
9. The Town should seek to annex new areas of land adjacent to the current Town boundaries					
10. Development should be balanced with protection of farmland and open space					
11. Millville should annex gaps (enclaves) within the current Town boundary					

Housing

12. How do you feel about the current amount of various housing types in Millville:

Statement	Far Too Many	Slightly More than Enough	Enough	Slightly Less than Enough	Far Too Little
Apartments/ Multi-family					
Town Houses					
Single Family Homes					
Mixed-Use: Residential on top of Commercial					

Commercial and Industrial

13. How do you feel about the current amount of various commercial and industrial types in Millville:

Statement	Far Too Many	Slightly More than Enough	Enough	Slightly Less than Enough	Far Too Little
Single Detached Retail and Service Buildings					
Multiple Attached Retail Service Buildings					
Large Single Retail Chain Store					
Shopping Complexes (Multiple Stores Anchored by a large store)					
Mixed commercial, business uses and office.					
Offices, research and development facilities					
Building Supply, contractor yards, equipment storage					
Light Industrial Assembly					
Storage Units and Warehouse					



Millville Comprehensive Plan
Community Questionnaire

Atlantic Avenue					
Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
14. Street and landscaping improvements should be pursued along Atlantic Avenue.					
15. Guidelines should be established to improve the Atlantic Avenue Business District.					
16. Atlantic Avenue should be limited to Commercial only.					
17. Re-use of abandoned and non-maintained buildings on Atlantic Avenue should be pursued.					
18. Should Municipal parking on Atlantic Avenue be considered?					
Town Character					
19. The Town of Millville should be promoted as a:					
Bedroom Beach Community	Yes				No
A Live Work Community	Yes				No
A Retirement Community	Yes				No
Retail and Economic Hub	Yes				No
Resort Destination	Yes				No
Other:					
Transportation					
Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
20. There should be clearly definable sidewalk, trail and bike paths.					
21. The pedestrian system should connect with existing and proposed developments.					
22. The Town should work with neighboring municipalities to provide connection for pedestrian and bicyclist traffic.					
23. There should be a form of seasonal bus or trolley service to the beach.					

TOWN OF MILLVILLE COMPREHENSIVE PLAN BUSINESS QUESTIONNAIRE



The Town of Millville has had a surge in growth since the last comprehensive plan update in 2003. The growth is estimated to increase housing units in Millville by 3,500 housing units, basically more than tripling the current population. Additionally, Commercial development from local and nationwide retailers are projected to increase in the Town as well. These future numbers need to be brought into the present so that we can plan ahead.

The Town of Millville is in the process of developing a comprehensive land use plan that will guide growth and development in the Town for the next ten years. This is your opportunity to help guide the future Millville. To understand our Town, we must understand the Businesses of the Town. How you perceive the business climate in Millville and why you chose to locate in Millville. Please take the time to fill out this questionnaire. It is our first step, and we appreciate your time and thoughtful responses.

General Information:					
1. Name of Business:					
2. Type of Business					
3. Position or Title of person filing out form					
4. Address of Business					
5. Street fronting Business					
6. This Business has been in operation at this location for:	0-5 years		5-10 years		Beyond
7. This Business currently is leasing/ renting this location:	Yes		No		
8. This Business currently owns this location	Yes		No		
9. Are you or the building owner anticipating any improvements to the building	Yes		No		
a. If so when:	0-5 years		5-10 years		Beyond
10. The owner of the business/ owner operator is a permanent resident of Millville	Yes		no		
11. This Business employs the following number of people	0-10	10-20	20-30	30-40	40 and over
12. My Business is home-based	Yes		No		
13. My Business is based on serving the:					
a. Local Population	Yes		No		
b. Regional Population	Yes		No		
c. Tourism Population	Yes		No		
d. Internet Population	Yes		No		
e. Other:					



Millville Comprehensive Plan
Business Questionnaire

Business Atmosphere					
Statement	Very Satisfied	Satisfied	Neutral	Unsatisfied	Very Unsatisfied
14. How satisfied are you with doing business in Millville					
15. How satisfied are you with the present location of your business					
16. How satisfied are you with the Bethany-Fenwick Chamber of Commerce					
a. I would be interested in a Millville Chamber of Commerce	Yes			No	
17. How stratified are you with the Millville website					
18. The Town website should provide the following:	Yes			No	
a. Tax payment fee on-line	Yes			No	
b. Building permit payment on-line	Yes			No	
c. Business Licenses fee payment on-line	Yes			No	
d. Links to Town Businesses	Yes			No	
e. Other:					
Business Development					
19. There should be the following to help improve business					
a. Seasonal bus or trolley service to bring people from the beach to the Town	Yes			No	
b. Pedestrian and Biking paths connecting residential to commercial	Yes			No	
c. Pedestrian and Biking paths connecting to neighboring municipalities	Yes			No	
d. Farmers Market	Yes			No	
e. Town Festival	Yes			No	
f. Way finding signs indicating location of business	Yes			No	
g. Other:					
Town Character					
20. The Town of Millville should be promoted as a:					
a. Bedroom Beach Community	Yes			No	
b. A Live Work Community	Yes			No	
c. A Retirement Community	Yes			No	
d. Retail and Economic Hub	Yes			No	
e. Resort Destination	Yes			No	
f. Other:					



Millville Comprehensive Plan
Business Questionnaire

Commercial and Industrial

21. How do you feel about the current amount of various commercial and industrial types in Millville:

Statement	Far Too Many	Slightly More than Enough	Enough	Slightly Less than Enough	Far Too Little
Locally Owned Commercial					
Small Scale Commercial					
Large Scale Commercial					
Shopping Complexes (Multiple Stores Anchored by a large store)					
Mixed commercial, business uses and office.					
Offices, research and development facilities					
Building Supply, contractor yards, equipment storage					
Light Industrial Assembly					
Storage Units and Warehouse					

Atlantic Avenue

Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
22. Street and Landscaping improvements should be pursued along Atlantic Avenue					
23. Guidelines should be established to improve the Atlantic Avenue Business District					
24. Should the Town encourage commercial development and redevelopment along Atlantic Avenue					
25. Re-use of abandoned and non-maintained buildings on Atlantic Avenue should be pursued					
26. Should Municipal parking on Atlantic Avenue be considered					

Part III: Views on City Resources and Services

27. The following services are currently not offered by the Town of Millville. Please rank the following services from highest priority 1 to lowest priority 10

	Highest					Lowest				
	1	2	3	4	5	6	7	8	9	10
Town Library										
Town Police Force										
Town Trash Service										
Public Park										
Community Center										
Public Works Department and Facility										
Building and Zoning Department										
Municipal Parking										
Parks and Recreation Department										



Appendix B. Official Correspondence

Resolution to Adopt

State Certification Letter

The 2008 Town of Millville Comprehensive Plan

TOWN OF MILLVILLE, SUSSEX COUNTY, DELAWARE

RESOLUTION NO. 09-02

BY THE MAYOR AND TOWN COUNCIL OF THE TOWN OF MILLVILLE

APPROVING AND ADOPTING BY RESOLUTION

THE 2008 TOWN OF MILLVILLE COMPREHENSIVE PLAN

WHEREAS, Title 22, Section 702 of the Delaware Code authorizes Delaware municipalities to prepare a Comprehensive Plan, for the purposes of encouraging the most appropriate uses of the physical and fiscal resources of the municipality and coordinating municipal growth, development and infrastructure investment actions with those of other municipalities, counties and the State;

WHEREAS, Section 31 of the Charter of the Town of Millville authorizes the Town Council to exercise its powers in the interest of good government and the safety, health, and public welfare of the Town, its inhabitants and affairs, including but not limited to the power to provide for and preserve the health, peace, safety, cleanliness, ornament, good order and public welfare;

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

WHEREAS, the Town of Millville's Comprehensive Plan was last updated in 2003 and requires revision to account for physical changes and expansion which have since occurred in both the built and natural environments of the community;

WHEREAS, The Town of Millville Planning and Zoning Commission has prepared and approved, in consultation with the public, interested parties, and government agencies, a 2008 Comprehensive Plan for the Millville Area, including the Town of Millville and adjacent areas, which articulates an overall vision for the community's future, including goals, objectives, policies and recommendations for achieving that vision and has conducted a duly advertised public hearing for public review and comment on October 14, 2008, and recommends approval and adoption of The 2008 Town of Millville Comprehensive Plan by Resolution of the Mayor and Town Council of Millville;

WHEREAS, The 2008 Town of Millville Comprehensive Plan will be the foundation for revision or improvement of the Town's Zoning Ordinance, Subdivision Ordinance, Housing codes, potential annexation plans and other implementation tools; and

WHEREAS, the Mayor and Town Council of Millville held a duly advertised public hearing on the Comprehensive Plan on February 10, 2009.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Town Council of the Town of Millville, Sussex County, Delaware:

To serve as a guide for the purposes contained in Title 22, Section 701 of the Delaware Code and Section 31 of the Charter of the Town of Millville, specified above, The 2008 Town of Millville Comprehensive Plan is hereby approved and adopted and made effective as the Comprehensive Plan for the Town of Millville, superseding all previous Plans, pending certification by the Governor, on this 10th day of February, 2009.

ATTEST:

TOWN COUNCIL OF THE TOWN OF MILLVILLE

Kami Banks
Kami Banks
Secretary

By: Donald Minyon
Donald Minyon
Mayor of the Town of Millville



STATE OF DELAWARE
OFFICE OF THE GOVERNOR
TATNALL BUILDING, SECOND FLOOR
WILLIAM PENN STREET, DOVER, DE 19901

PHONE: 302-744-4101
FAX: 302-739-2775

JACK A. MARKELL
GOVERNOR

March 18, 2009

The Honorable David Minyon
Mayor
Town of Millville
11 Clubhouse Road
Millville, Delaware 19967

RE: Certification of Comprehensive Plan

Dear Mayor Minyon:

I am pleased to inform the Town of Millville that as of February 10, 2009, per the recommendation of the Office of State Planning Coordination, the comprehensive plan for the Town of Millville is hereby certified provided no major changes to the plan are enacted. The certification signifies that the comprehensive plan complies with the requirements of Delaware Code Title 22, Section 702.

I would like to thank the Town of Millville for working with the State of Delaware to incorporate our comments before adoption. We look forward to working with the Town of Millville as you move into the implementation stage of your plan.

Once again, congratulations on your certification.

Sincerely,

A handwritten signature in blue ink, appearing to read 'JAM'.

Jack A. Markell
Governor

JAM/vsi



Appendix C. Maps

Map 1. Aerial View

Map 2. Zoning

Map 3. Roads & Boundaries

Map 4. Existing Land Use

Map 5. Future Land Use & Annexations

Map 6. State Investment Strategies

Map 7. Environmental Features



Legend

- Millville Boundaries
- Ocean View Boundaries
- Parcels Boundaries
- Roads
- Water Bodies

Map 1. Aerial View
Town of Millville, Delaware

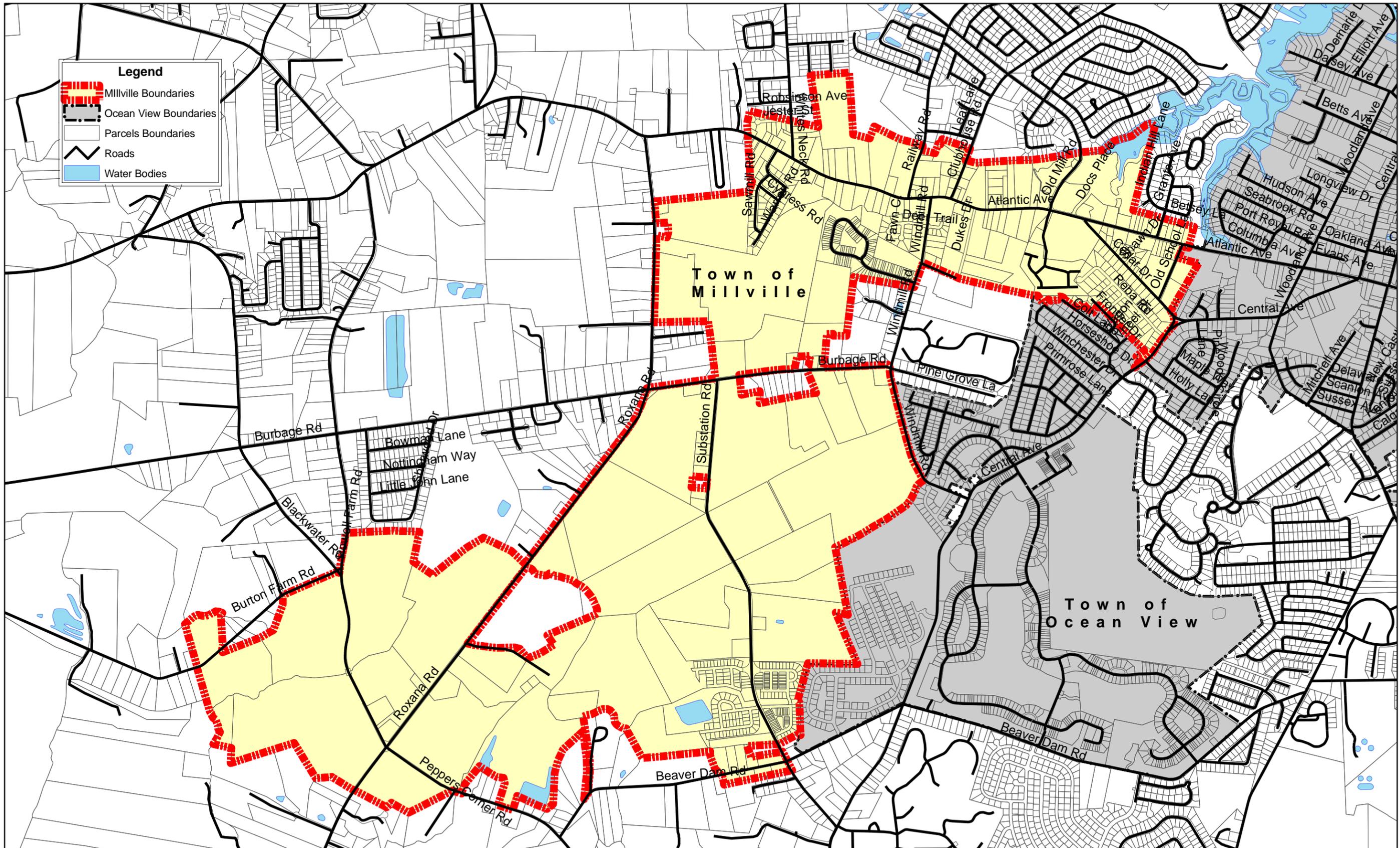
OCTOBER 2008

Data Source:
 Parcel data provided by Sussex County Mapping & Addressing, May 2008
 Roads provided by DeDOT, www.delink.org
 Municipal Boundaries & 2002 Delaware False-Color Infrared
 Digital Orthophotography provided by Delaware Office of State Planning Coordination

URS
 28485 Dupont Highway
 Millsboro, DE 19966
 Tel: 302.933.0200
 Fax: 302.933.0320

0 500 1,000 2,000
 Feet
 1 inch equals 2,089 feet

File: C:\DCI_Millsboro\2007\11020802_jmh\Maping\Comp Plan 2008\Aerial View.mxd
 July 24, 2008



Legend

-  Millville Boundaries
-  Ocean View Boundaries
-  Parcels Boundaries
-  Roads
-  Water Bodies

Map 2. Roads & Boundaries
Town of Millville, Delaware

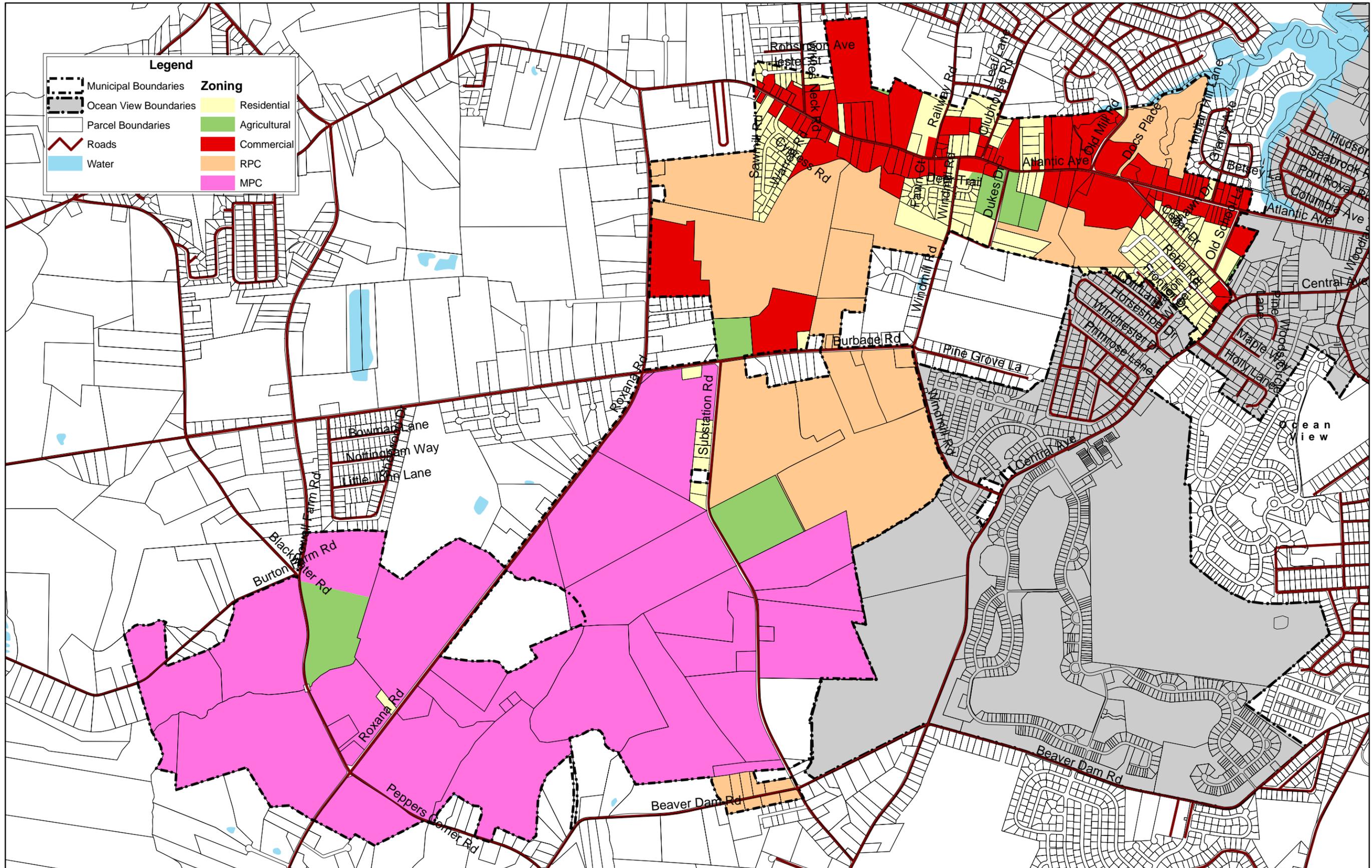
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OCTOBER 2008

Data Source:
 -Parcel data provided by Sussex County Mapping & Addressing, May 2008
 -Roads provided by DelDOT, www.deldot.org
 -Municipal Boundaries and Annexation Areas provided by Delaware Office of State Planning Coordination





Map 3. Zoning
Town of Millville, Delaware

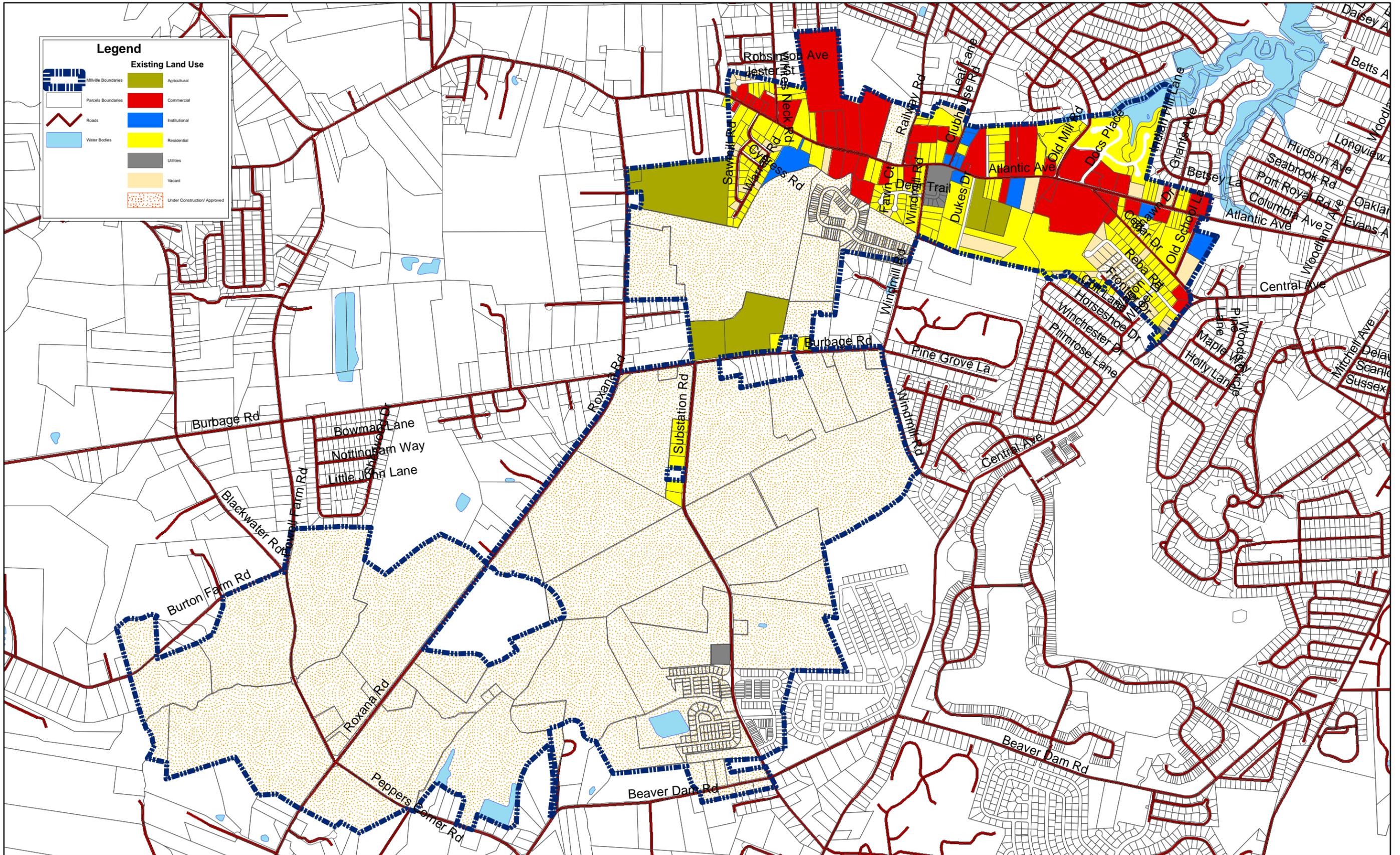
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 July 16, 2008



OCTOBER 2008

Data Source:
 Parcel data provided by
 Sussex County Mapping & Addressing, May 2008
 Roads provided by DelDOT, www.delDOT.org
 Municipal Boundaries provided by
 Delaware Office of State Planning Coordination





Legend

	Millville Boundaries		Agricultural
	Parcels Boundaries		Commercial
	Roads		Institutional
	Water Bodies		Residential
			Utilities
			Vacant
			Under Construction/ Approved

Not to Scale
 FILE: Millville\20071120\GIS_job\Maping\Existing Land Use_11x17.mxd
 May 27, 2008



**Map 4. Existing Land Use
 Town of Millville, Delaware**

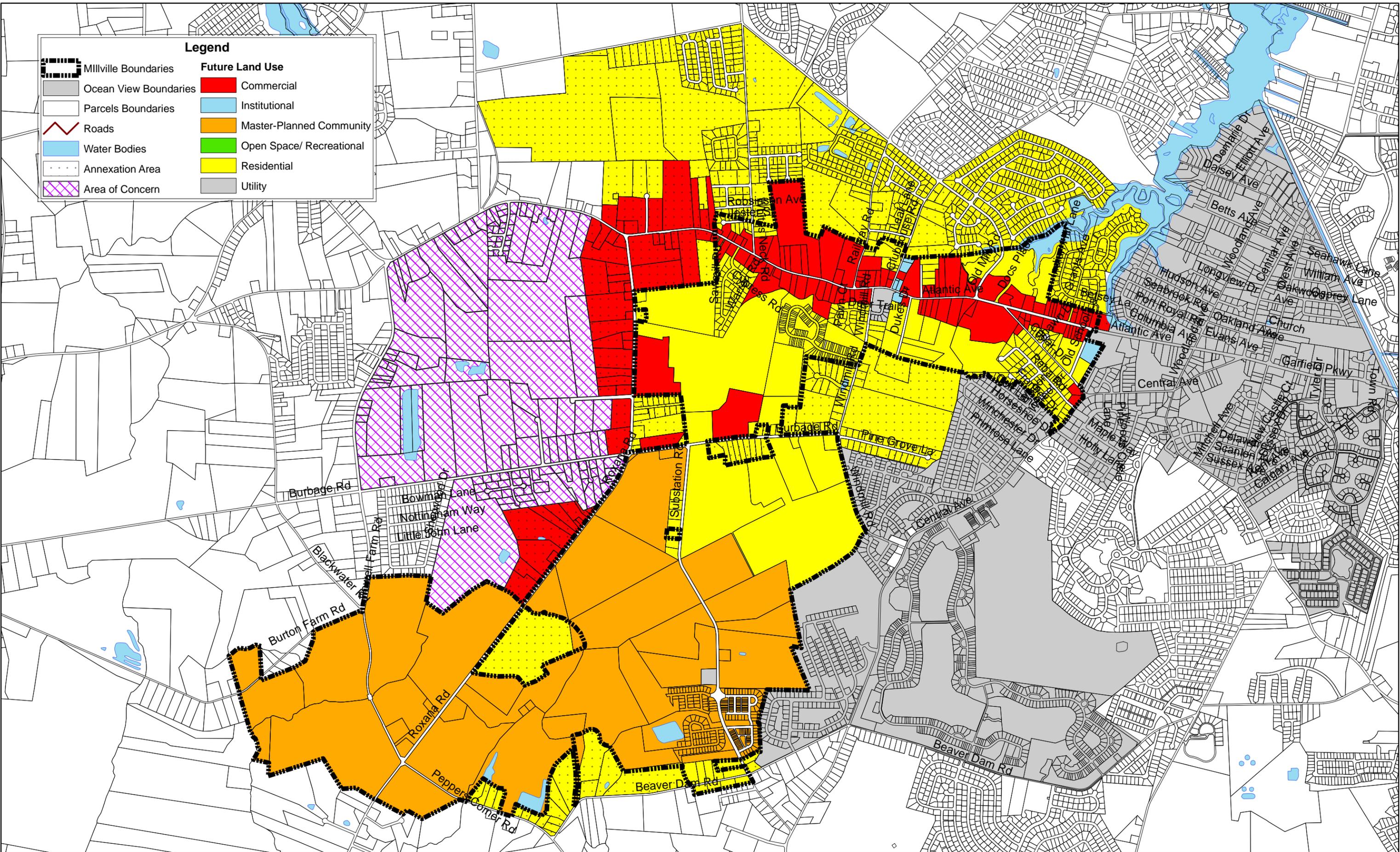
OCTOBER 2008

Data Source:
 Parcel data - Sussex County Mapping May 2008
 Existing Land Use - Land use survey in 2003, Updated Spring 2008
 Development Activity - Town of Millville Plan and/or Building Permit approvals
 Roads - DelDOT, www.delde.org
 Municipal Boundaries - Office of State Planning Coordination, May 2008



Legend

 Millville Boundaries	Future Land Use
 Ocean View Boundaries	 Commercial
 Parcels Boundaries	 Institutional
 Roads	 Master-Planned Community
 Water Bodies	 Open Space/ Recreational
 Annexation Area	 Residential
 Area of Concern	 Utility



**Map 5. Future Land Use & Annexations
Town of Millville, Delaware**

OCTOBER 2008

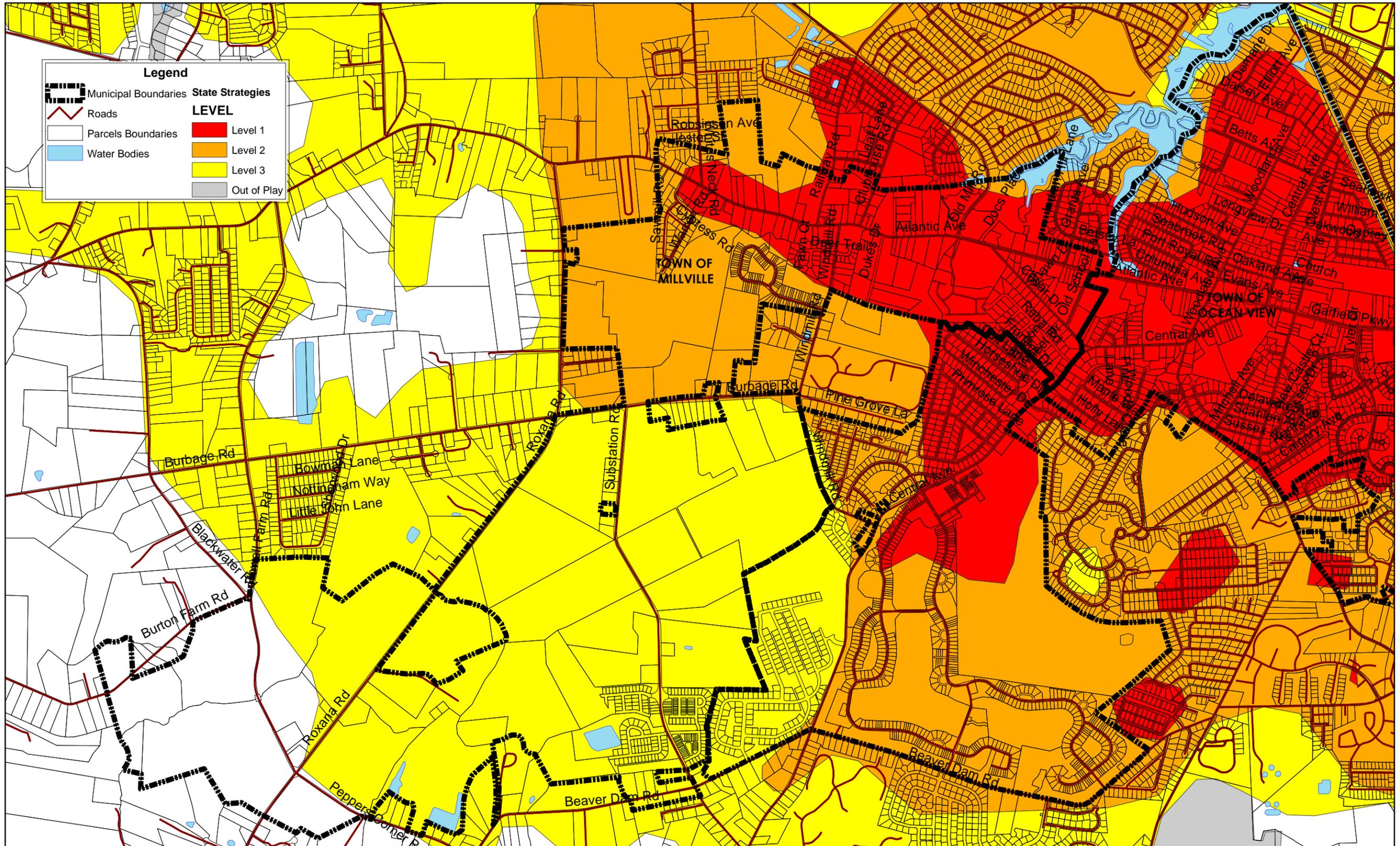
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F:\DE_Millville\20711320GIS_joh\Mapping\Future Land Use.mxd
July 16, 2008

Data Source:
Parcel data provided by
Sussex County Mapping May 2008
Roads provided by DelDOT, www.deldot.org
Municipal Boundaries and Annexation Areas provided by
Delaware Office of State Planning Coordination

URS
28485 Dupont Highway
Millsboro, DE 19966
Tel: 302.933.0200
Fax: 302.933.0320



1:50,000 Scale
 F:\DE_Millville\2081132\GIS_pnl\Maping\State_Strategies.mxd
 July 30, 2008

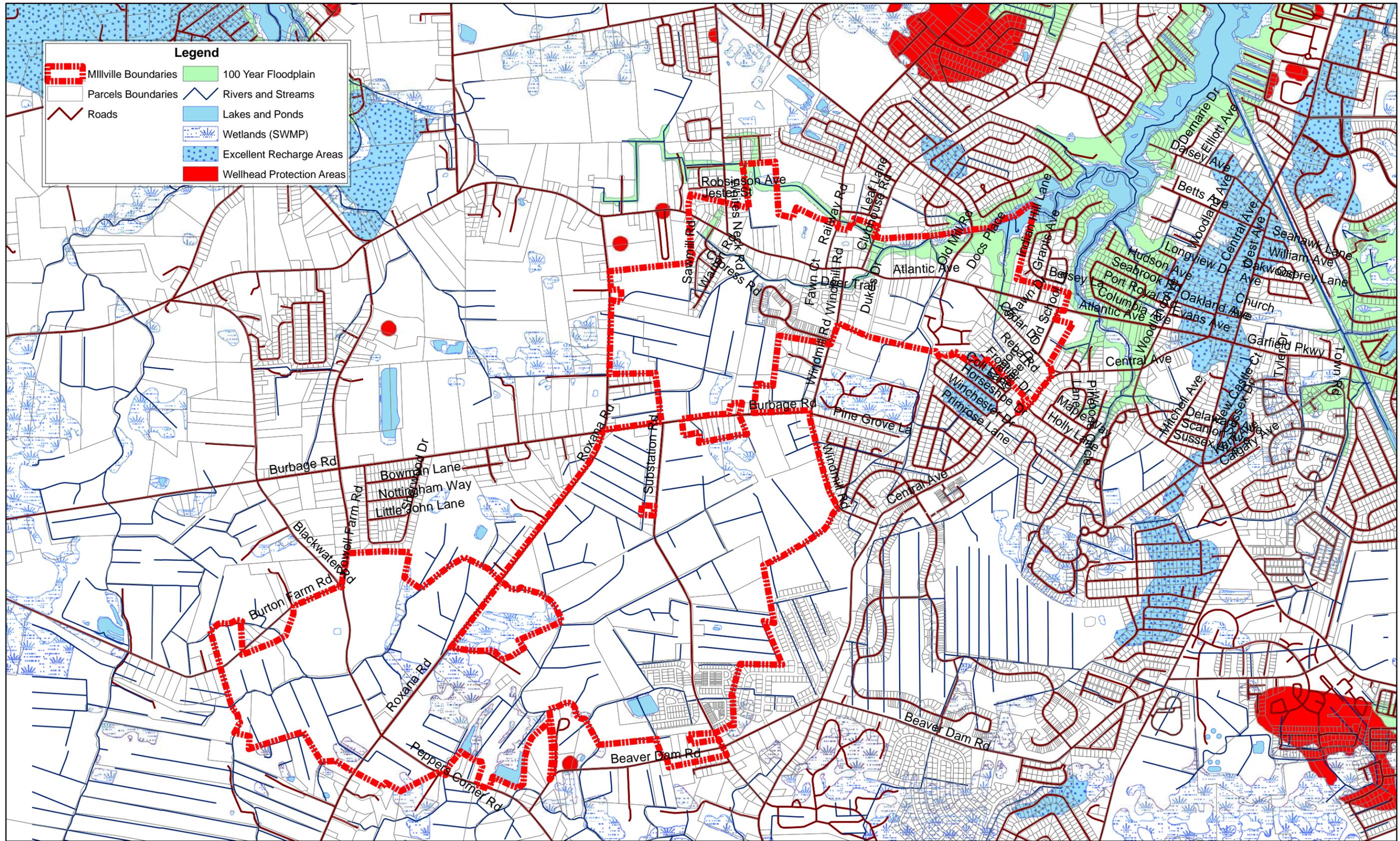


**Map 6. State Investment Strategies
Town of Millville, Delaware**

OCTOBER 2008

Data Source:
 *Parcel data provided by
 Sussex County Mapping May 2008
 *Roads provided by DeDOT, www.dedot.org
 *Municipal Boundaries and State Strategies Levels
 provided by Delaware Office of State Planning Coordination





Legend

- Millville Boundaries
- 100 Year Floodplain
- Parcels Boundaries
- Rivers and Streams
- Roads
- Lakes and Ponds
- Wetlands (SWMP)
- Excellent Recharge Areas
- Wellhead Protection Areas

0 250 500 1,000
 Feet
 1 inch equals 1,764.071225 feet



**Map 7. Environmental Features
 Town of Millville, Delaware**

OCTOBER 2008

Data Source:
 Parcel data - Sussex County Mapping May 2008
 Roads - DelDOT, www.delDOT.org
 Municipal Boundaries - Delaware Office of State Planning Coordination
 Hydrology - Delaware DEMA
 Statewide Wetlands Mapping Project - DNREC Environmental Navigator
 Groundwater Recharge Areas - DNREC Environmental Navigator
 Floodplain - Federal Emergency Management Agency (FEMA)

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 Fax: 302.933.0320



**COMPREHENSIVE PLAN
2008 UPDATE**

ADOPTED - OCTOBER 2008