

**Preliminary Land Use Service (PLUS) Application
Pre-Update Review Request
Municipal Comprehensive Plans
Comprehensive Plan Amendments
Municipal Ordinances**

Delaware Office of State Planning Coordination

122 Martin Luther King Jr. Blvd., South • Dover, DE 19901 • Phone: 302-739-3090 • Fax: 302-739-5661

All sections related to your project must be completed. Incomplete applications could lead to delays in scheduling your review. If you need assistance or clarification, please call the State Planning Office at (302) 739-3090.

REQUESTED REVIEW: Check one

Comprehensive Plan Pre-Update Review
Complete Sections 1 and 3 only

Comprehensive Plan or Update
Complete Sections 1 and 3 only

Comprehensive Plan Amendment
Complete Sections 1 and 2 only

Municipal Ordinance Review
Complete Sections 1 and 2 only

Date of most recently certified comprehensive plan:

November 2012

Link to most recently certified comprehensive plan, if available:

If a link to the plan is not available, you must submit a copy of your plan with this application for a Pre-Update Review or a Comprehensive Plan Amendment.

Copy attached.

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SECTION 1: MUNICIPAL INFORMATION

Name of Municipality: Town of Middletown	
Address: 19 West Green Street Middletown, DE 19709	Contact Person: Morris Deputy, P.E.
	Phone Number: 302-378-9120
	Fax Number: 302-378-5672
	E-mail Address: mdeputy@middletownde.org

Application prepared by: Town of Middletown	
Address: 19 West Green Street Middletown, DE 19709	Contact Person: Morris Deputy, P.E.
	Phone Number: 302-378-9120
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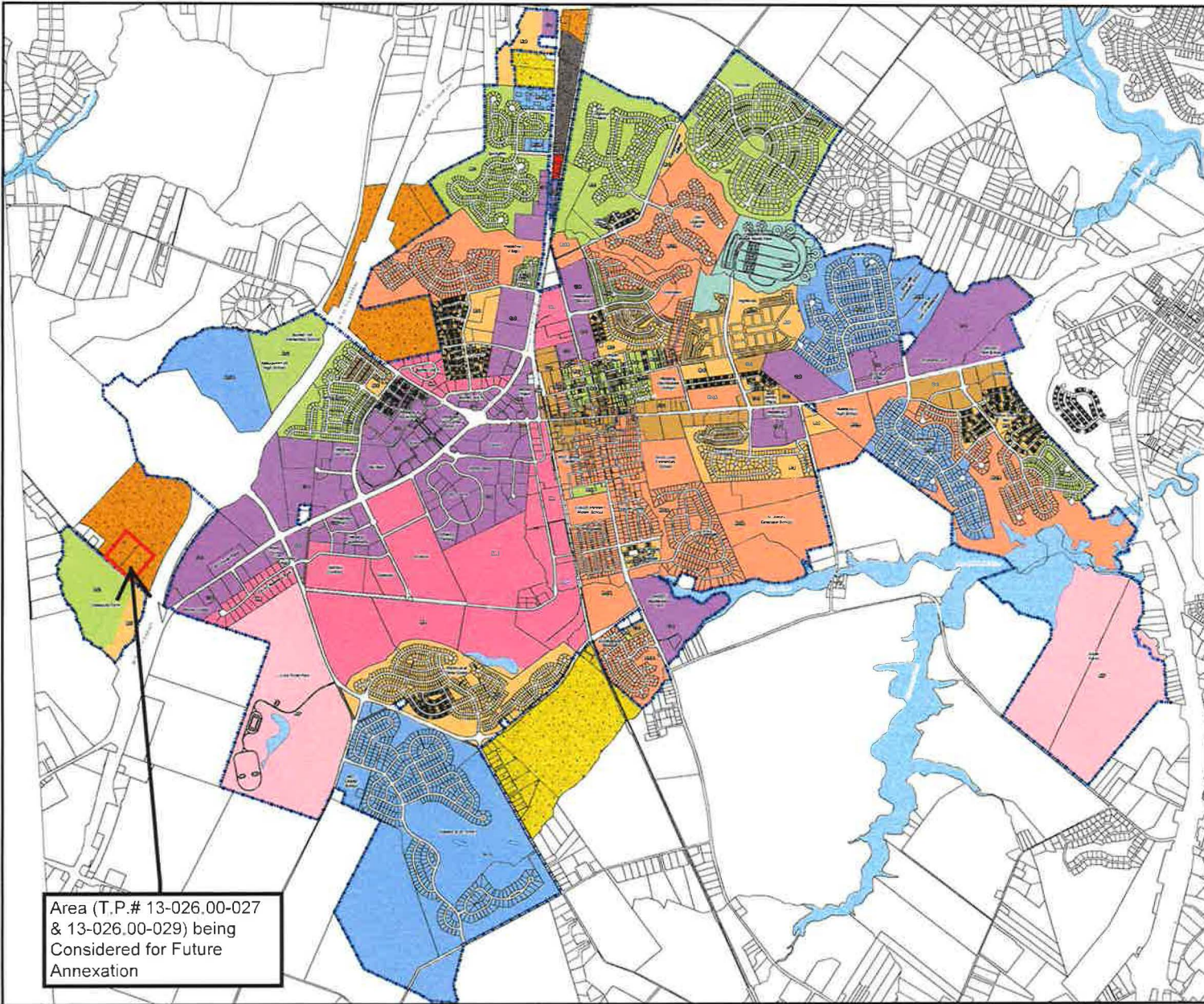
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**SECTION 2. COMPREHENSIVE PLAN AMENDMENT OR MUNICIPAL
ORDINANCE DESCRIPTION**

Please describe the submission.

The Town of Middletown is requesting an amendment to "Map 7. Future Land Use and Annexation Areas" of the Middletown Comprehensive Plan by including tax parcels 13-026.00-027 and 13-026.00-029.

The request is to designate the parcels as "Mixed-Use".



- Legend**
- R-1A Single Family Residential (9,750 Sq. Feet Min. Lot Size)
 - Shared Use Paths
 - Utility Easement
 - R-1B Single Family Residential (12,500 Sq. Feet Min. Lot Size)
 - R-2 Single Family Residential (5,000 Sq. Feet Min. Lot Size)
 - R-3 Multi Family Residential
 - R-MH Mobile Home Residential
 - C-2 Downtown Commercial
 - C-3 Employment/Regional Retail
 - M-1 Manufacturing Industrial
 - AP Agricultural Preservation

- Transportation, Political, and Landform Features**
- Railroad
 - Parcel Boundary
 - Middletown Corp Limits (Approx. 12.00 SQ. MILES)
 - Commercial
 - Industrial
 - Mixed Use
 - Residential
 - Water

Area (T.P.# 13-026.00-027 & 13-026.00-029) being Considered for Future Annexation

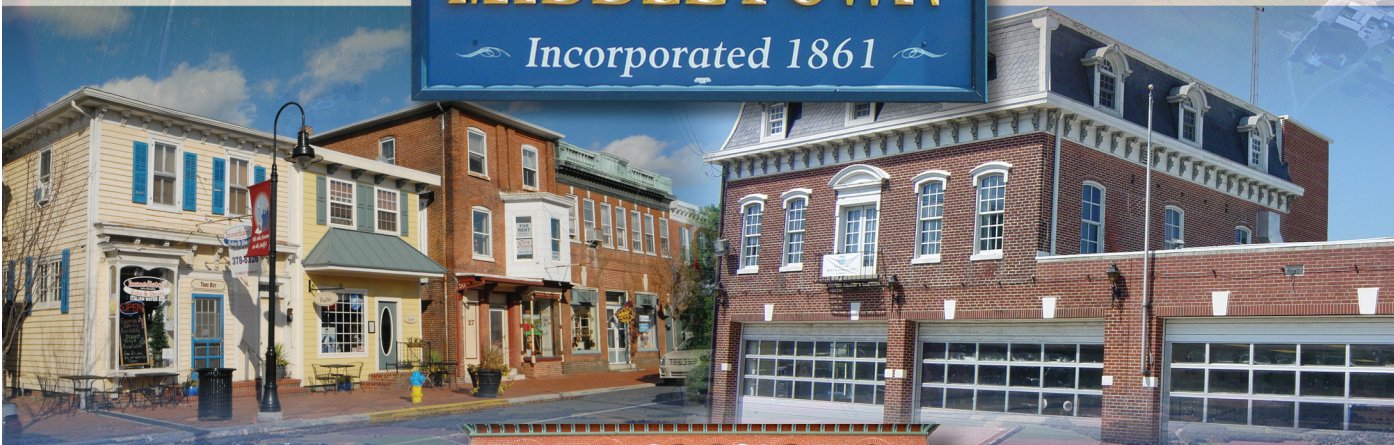
Middletown Proposed Future Annex.



2012 Update to the 2005

Town of **Middletown**
Comprehensive Plan

adopted September 2012 and certified
November 2012



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

www.ipa.udel.edu

serving the public good, shaping tomorrow's leaders

2012 Update to the 2005
Town of
Middletown
Comprehensive Plan

adopted September 2012 and certified
November 2012



STATE OF DELAWARE

OFFICE OF THE GOVERNOR

TATNALL BUILDING, SECOND FLOOR
WILLIAM PENN STREET, DOVER, DE 19901

JACK A. MARKELL
GOVERNOR

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

November 13, 2012

The Honorable Ken Branner
Mayor, Town of Middletown
19 West Green Street
Middletown, DE 19709

Re: Certification of Comprehensive Plan

Dear Mayor Branner:

I am pleased to inform you that as per the recommendation of the Office of State Planning Coordination, the 2012 Comprehensive Land Use Plan of the Town of Middletown (the "Plan") is hereby certified as of September 10, 2012, provided no major changes to the Plan are enacted. This certification confirms that the Plan complies with the requirements of Title 22, Section 702 of the Delaware Code.

I would like to thank the Town for working with the various state agencies to incorporate the State's comments into the Plan. We look forward to working with you as you implement the Plan.

Congratulations on your certification.

Sincerely,

A handwritten signature in blue ink, appearing to be 'J. Markell'.

Jack A. Markell
Governor

Ordinance 12-08-01

Introduced: August 6, 2012
Adopted: September 10, 2012

AN ACT TO AMEND THE COMPREHENSIVE PLAN FOR THE TOWN OF MIDDLETOWN

BE IT ENACTED BY THE MAYOR AND COUNCIL OF THE TOWN OF MIDDLETOWN (a majority of the members elected thereto concurring therein) **THAT:**

WHEREAS, Title 22 of the Delaware Code empowers municipalities to develop a comprehensive plan to guide the future of the Town; and

WHEREAS, Title 22, Chapter 7, reads that “at least every 5 years a municipality shall review its adopted comprehensive plan to determine if its provisions are still relevant given changing conditions in the municipality or in the surrounding areas;” and

WHEREAS, due to the changing elements in the Town of Middletown since its last Comprehensive Plan update in 2005, the Planning and Zoning Commission deemed it necessary to update the plan at this time; and

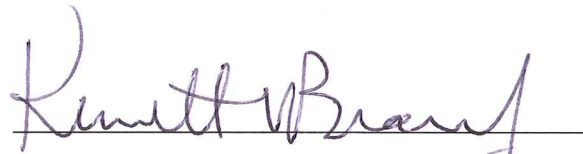
WHEREAS, the Town of Middletown contracted with the Institute for Public Administration (IPA) at the University of Delaware to assist in the development of the Comprehensive Plan Update; and

WHEREAS, the Town of Middletown applied for and received advisory comments regarding this Comprehensive Plan from State of Delaware agencies at an April 24, 2012, Preliminary Land Use Service (PLUS) meeting; and

WHEREAS, the Town of Middletown Planning and Zoning Commission has reviewed this Comprehensive Plan and recommended unanimously (4-0) at its July 19, 2012, meeting that the Mayor & Town Council adopt this plan, including revisions made in response to comments received at the April 24, 2012 PLUS hearing; and

NOW, THEREFORE, BE IT ORDAINED, that the Mayor and Council of Middletown hereby adopt, pending certification, the 2012 Town of Middletown Comprehensive Plan, a copy of which is attached hereto, and made a part of, this ordinance. **ADOPTED THIS 10th DAY OF SEPTEMBER, 2012.**

(SEAL)


Kenneth L. Branner, Jr., MAYOR

ATTESTED TO BY:


CLERK, TOWN OF MIDDLETOWN

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TOWN, COUNTY, AND STATE OFFICIALS

Town of Middletown

Mayor and Council

Kenneth Branner, Jr., Mayor
James Reynolds, Vice Mayor
Robin Burgess, Council
Chuck Dixon, Council
Jason Faulkner, Council
Robert McGhee, Council
Bob Pierce, Council

Planning & Zoning Commission

Debra Sutton, Chair
Frank Bailey
David Chillas
Donald Dibert
Robert C. Hutchison, Jr.
Kevin B. Reinike
Charles Roberts
Jim Royston
Howard R. Young, Jr.

Town Staff

J. Morris Deputy, Town Manager
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Lou Vitola, Finance Manager
Rae Teel, Administrative Assistant
Tim DeSchepper, Town Planner
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Kristen Krenzer, Public Relations Officer

New Castle County

County Executive

Paul G. Clark

Department of Land Use

Dave Culver, General Manager

State of Delaware

Governor

Jack A. Markell

Senate

Bruce C. Ennis, Senator 14th District

House of Representatives

S. Quinton Johnson, Representative 8th District

Office of State Planning
Coordination

Constance S. Holland, AICP, Director

INSTITUTE FOR PUBLIC ADMINISTRATION

This plan was prepared by the Town of Middletown Planning & Zoning Commission with assistance from the Institute for Public Administration (IPA), a unit within the School of Public Policy & Administration at the University of Delaware. IPA links the research and resources of the University of Delaware with the management and information needs of local, state, and regional governments in the Delaware Valley. IPA provides assistance to agencies and local governments through direct staff assistance and research projects as well as training programs and policy forums.

Comprehensive plans produced by IPA are a true team effort. Martin Wollaston manages the IPA Planning Services group and functioned as project manager of the Middletown plan update. IPA staff planners Linda Raab, AICP, B.J. DeCoursey, AICP, and Theodore Patterson provided research and drafted sections in the plan and IPA Graduate Research Assistants Brandon Rudd and Eric Connelly provided valuable research and support on this work.

Institute Director

Jerome R. Lewis, Ph.D.

Middletown Comprehensive Plan Team

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B.J. DeCoursey, AICP, Staff Planner

Theodore Patterson, Staff Planner

Brandon Rudd, Graduate Research Assistant

Eric Connelly, Graduate Research Assistant

Mapping and GIS Development

Nicole Minni, Associate Policy Scientist

Editorial Review and Cover Design

Mark Deshon, Associate Policy Scientist

Acknowledgements

In addition to the IPA staff listed above, many thanks go to Herb Inden, the Office of State Planning Coordination's Circuit Rider Planner for New Castle County, for his guidance with this update. A special thank you also goes out to staff from the Town of Middletown, including Town Manager Morris Deputy, Town Planner Tim DeSchepper, Public Relations Officer Kristen Krenzer, and Administrative Assistant Rae Teel, for their help with providing information and logistical support throughout this town planning work.

A MUNICIPAL COMPREHENSIVE PLAN FOR MIDDLETOWN, DELAWARE

This document is an update to the 2005 Town of Middletown Comprehensive Plan and serves as a guide for Middletown's land use decisions and annexation policy. It also serves as a consolidated reference containing demographic, housing, economic, environmental, and historical information about Middletown.

This plan includes the required elements for a municipality with a population of 2,000 or greater. Title 22, Section 702(a) of the *Delaware Code* directs municipalities to prepare comprehensive plans to “encourage the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties, and the state....” Section 702(b) provides that:

The comprehensive plan for municipalities of greater than 2,000 population shall also contain, as appropriate to the size and character of the jurisdiction, a description of the physical, demographic and economic conditions of the jurisdiction; as well as policies, statements, goals and planning components for public and private uses of land, transportation, economic development, affordable housing, community facilities, open spaces and recreation, protection of sensitive areas, community design, adequate water and wastewater systems, protection of historic and cultural resources, annexation and such other elements which in accordance with present and future needs, in the judgment of the municipality, best promotes the health, safety, prosperity and general public welfare of the jurisdiction's residents.

Once adopted, comprehensive plans must be reviewed every five years as set forth in Section 702(e):

At least every 5 years a municipality shall review its adopted comprehensive plan to determine if its provisions are still relevant given changing conditions in the municipality or in the surrounding areas. The adopted comprehensive plan shall be revised, updated and amended as necessary, and re-adopted at least every 10 years; provided, however, the municipality may request an extension of such date by forwarding an official request to the Cabinet Committee at least 90 days prior to the deadline. The basis for the request shall be clearly indicated. The decision whether to grant a request an extension, and the duration of such extension, shall be at the discretion of the Cabinet Committee.

In addition, Section 702(f) requires that annual reports on plan progress be filed with the Office of State Planning Coordination (OSPC):

...describing implementation of their comprehensive plan and identifying development issues, trends or conditions since the plan was last adopted or amended. The report shall be due annually no later than on each anniversary of the effective date of the most recently adopted comprehensive plan or plan update until January 1, 2012, and annually no later than July 1 each year thereafter starting on July 1, 2012.

CHAPTER 1. BACKGROUND

1-1. Planning Process

1-1a. Reason for Plan Update

Since the adoption of a comprehensive plan in 1974, Middletown has been actively planning for future growth and development. As growth and development in Southern New Castle County accelerated during the mid-1990s, Middletown charted its future with the adoption of a comprehensive plan in 1998, an update to that plan in 2001, and a new state-certified plan adopted in November 2005.

Comprehensive plans are not meant to be static documents and should be reevaluated as regional conditions evolve. New data have become available since the last plan was completed in 2005, including new demographic information from the U.S. Census 2010, the 2010 population projections from the Delaware Population Consortium, and a variety of infrastructure plans and upgrades that have occurred (e.g., the Southern New Castle County Master Plan).

Middletown has changed dramatically during the past decade. Much of the land annexed during the past ten years has been developed or is in the process of being developed. Middletown's population has approximately tripled—from roughly 6,000 to 18,000—and is expected to continue to increase as new homes and businesses are built using development plans that have already been approved and recorded.

1-2b. Comprehensive-Planning Approach

The comprehensive-planning process involves establishing goals for the future of a municipal government, analyzing current and projected conditions, and laying out steps that can be taken to help a municipality reach its goals. Much time was devoted to updating information and data in order to summarize the existing and projected conditions that Middletown faces and will likely face in terms of demographic, infrastructure, environmental, economic, and land use conditions.

Additional effort was devoted to considering the input and advice of various agencies concerning the development of the Middletown Comprehensive Plan Update. IPA and Middletown staff met with the Delaware Historic Preservation Office and the Delaware State Housing Authority to discuss comments and collect input from each department on several components of this plan. Several components of the plan were also developed with assistance from the Delaware Department of Transportation (DelDOT) and the Middletown Historical Society.

1-2. Public Participation

A number of Planning and Zoning Commission meetings have been held throughout the town plan-update process to discuss ongoing developments. The Planning and Zoning Commission scheduled workshop meetings for the plan update, since the agenda for regularly scheduled commission meetings were too unpredictable and were often too full to enable enough time to discuss plan-update matters. Town staff was present at each meeting to provide additional support and input during the process.

IPA staff started meeting with the Middletown Planning and Zoning Commission in August 2011. At subsequent meetings various plan components were discussed, and the commissioners and town staff provided comments and direction to IPA staff. In December 2011, a preliminary plan draft was submitted to the Planning and Zoning Commission and town staff for review. In late January 2012, a public draft of the plan was posted on the Middletown website to encourage public review and comment.

On January 31, 2012, a public meeting was held at Middletown Town Hall to provide the public an opportunity to discuss the update and provide input on the plan draft. The meeting was advertised on the town's website and in the local newspaper, and posted at Town Hall. The public meeting was held from 6:30 to 8:30 p.m. with representatives of the town staff, Town Council, and the town Planning and Zoning Commission attending. Additionally, several IPA staff members were present during the meeting to collect one-on-one comments from citizens who were interested in providing feedback. Additionally, comments on public preferences about Middletown, both positive and negative, were collected and posted on large boards. Several residents in attendance identified positive components about Middletown that included low crime, the variety of community events, and access to jobs, health care, libraries, parks, theatre, and education in town. Negative comments provided included traffic problems on Main Street (SR 299), the desire for more dining choices, and the lack of retirement-living and assisted-living options in town. For more detailed information about transportation comments received, see Section 6-5 of this document, titled "Other Transportation Issues."

On February 16, 2012, an additional public meeting was held as part of the regularly scheduled Planning and Zoning Commission meeting to review the plan draft. Comments collected at the January 31 public meeting were discussed, as were unresolved issues concerning future land use and annexations. The meeting concluded with the Planning and Zoning Commission recommendation that the plan draft, as amended, be forwarded to the Town Council for its consideration regarding sending it to the state for PLUS review. Town Council met on March 12 to consider the 2012 plan draft and unanimously passed a resolution recommending that the plan draft be forwarded to the state for PLUS review. It should also be noted that the plan draft was posted to the town's website from late January through February so the public could review it, along with a notice that comments would continue to be accepted prior to council acceptance of the plan draft. Notice of the availability of the plan draft for review and comment was also advertised for several weeks in the *Middletown Transcript*.

The draft plan was reviewed at the April 24, 2012 state PLUS meeting and written comments were received in a letter dated May 29, 2012. It is important to note that there were no comments from the state regarding certification issues, although there were a number of recommendations from the state agencies to improve the draft. IPA assisted the town in drafting a response to the PLUS comment letter and incorporating the appropriate edits in the draft. The draft was also sent to the adjoining jurisdiction – the towns of Odessa and Townsend, and the New Castle County Department of Land Use for their review and comment. The planning commission considered the revised draft at its July 19, 2012 meeting and recommended it proceed to town council for adoption. On September 10, 2012 the Middletown Town Council adopted the 2012 Plan Update.

1-3. Overall Community Goals

Community goals are broad statements used to develop this plan. They are also intended to guide elected and appointed officials when establishing policies and regulations that implement plan recommendations.

Goal: Maintain the integrity of Middletown’s historic character.

Objective: Implement policies that encourage development complementing the appearance and character of historic development patterns in Middletown.

Goal: Enable the safe and efficient flow of bicycle, pedestrian, and vehicle traffic throughout town.

Objective: Adopt policies and encourage investments that provide for safe, attractive, and efficient transportation options in Middletown.

Goal: Promote the public health, safety, and welfare of current and future residents of Middletown.

Objective: Stage development and capital improvements in order to ensure that Middletown residents are provided with adequate access to basic public services.

Goal: Ensure that Middletown residents have adequate access to retail, personal- and professional-service, and employment establishments.

Objective: Revise and amend land use regulations that allow for locally desired economic development, and encourage investments in Middletown that increase the desirability for appropriate firms to locate in Middletown.

Goal: Ensure that natural resources are protected for the health and enjoyment of existing and future residents of Middletown and the surrounding region.

Objective: Adopt and implement policies that promote environmentally sound and sustainable development practices.

Goal: Enhance the quality of life of Middletown residents by providing for adequate open space and recreation opportunities throughout the community.

Objective: Acquire, develop, and maintain appropriate open space and recreation facilities to be used and enjoyed by Middletown residents.

CHAPTER 2. COMMUNITY CHARACTER

A community’s character is what makes a town a unique place. Although the town continues to experience development pressure, it is committed to protecting and enhancing those qualities that have made Middletown a unique place. This chapter details some of the elements that define Middletown’s character and recommends approaches designed to protect and enhance those elements.

2-1. Location

Figure 1 depicts Middletown’s regional location, and Map 1 provides an aerial view of the Middletown vicinity. Middletown is located in southern New Castle County, Delaware, and straddles the boundary of the St. George’s and Appoquinimink Hundreds. State Route (SR) 299 bisects the town from east to west and connects it to Delaware’s major north-south highways, U.S. Route 13 and SR 1, just east of the present town limit. U.S. Route 301 runs north to southwest through the western half of Middletown. The Appoquinimink Creek forms the town’s southern boundary. The center of Middletown is located at about 39 degrees, 27 minutes north of the equator and 75 degrees, 43 minutes west of the Prime Meridian. Dover, the capital of Delaware, is located approximately 25 miles south of Middletown.

Figure 1. Location Map of Middletown

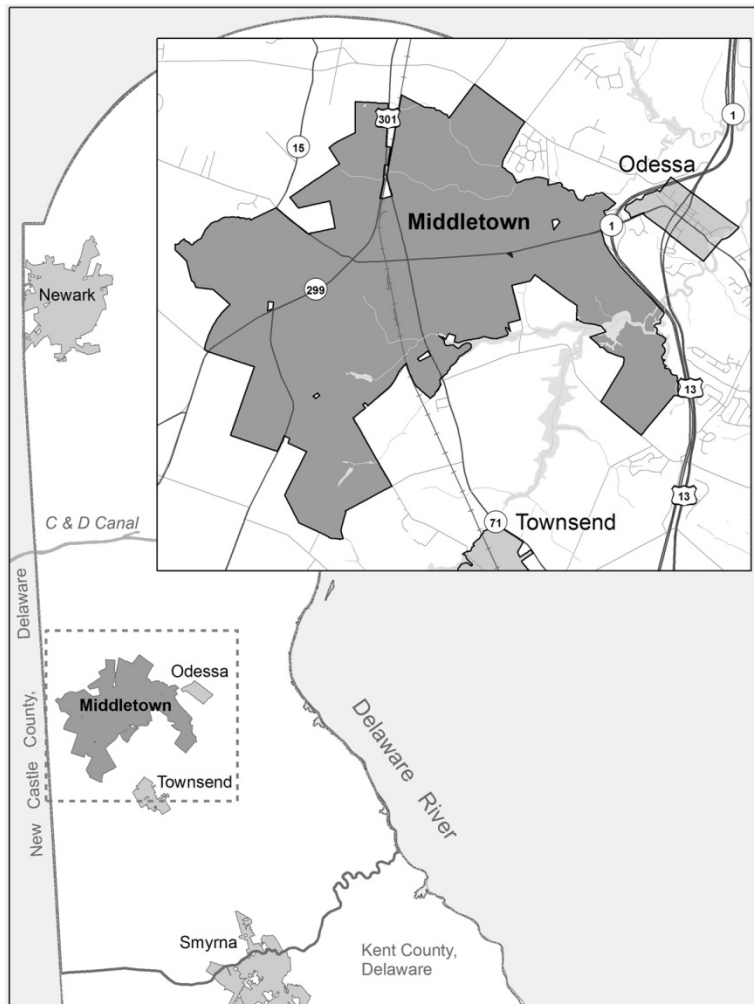


Figure 1 also shows that Middletown is located in close proximity to the towns of Odessa and Townsend. These towns and the unincorporated area around them have come to be known as the Middletown-Odessa-Townsend (MOT) area.

2-2. History

In 1675 a Swede named Adam Peterson assumed warrants for the land that later became known as Middletown. The first recorded survey of the 200 acres was completed shortly thereafter in 1678. The small hamlet, located approximately 25 miles north of Dover and 25 miles south of Wilmington, was an early crossroads town and one of the few old Delaware towns not on a navigable waterway. It was around the 1750s that the name Middletown first came into use, but not due to its position between the two cities. The town's name refers to its location midway on a trade route known as the "Cart Road" between the head of the Bohemia River and the waters of the Appoquinimink Creek. Since the portage of six miles between these two bodies of water was the shortest on the peninsula, Middletown prospered from its inception.

The town's industry stemmed from the abundant agricultural resources found in its hinterlands. Its mills and granaries were located along the western side of town while residential growth initially spread eastward toward Odessa. The construction of the Delaware Railroad on Middletown's western border reversed this trend, drew development inward, and filled out the northwestern side of town.

Schools, including the Middletown Academy built in 1826, were erected as Middletown's population grew. The regionally acclaimed school, which once offered students a classical education, is the site of the former Town Hall, but now serves as the offices for the Chamber of Commerce, the Historical Society, and the Middletown Action Network. The building is now known by residents as "Old Academy" and is still owned by the Town of Middletown. Around 1834, the Pennsylvania, Baltimore, and Wilmington Railroad (PB&W) proposed to run its line through Odessa. However, the townspeople wanted no part of the noisy iron horses, so in 1855 the PB&W built a depot in Middletown. Middletown entered into a new era of growth with the arrival of the railroad. The success of the railroad brought prosperity and three decades of economic and social progress. Local farmers found wealth in the peach industry that flourished throughout the Delmarva Peninsula. By the mid-19th century, Middletown had a population of 368 people. Fifty years later it was the largest village in the Hundred.

On March 4, 1861, following the granting of the town charter, an election was held for five Commissioners to serve one-year terms. The first Town Council decided the town should be bounded at one square mile. Therefore, Middletown became known as the "Diamond Town of the Diamond State." Middletown began to expand its scope of government services. By March 1866, town leaders began to consider providing street lighting. In 1873 police protection was provided for residents, as well as the organization of the Volunteer Hose Company 14 years later in 1897. The Volunteer Hose Company has withstood the test of time by continuing to provide firefighting services to the town. In 1893 the first Light and Water Commission was organized, making Middletown one of the first towns in the state to have electricity. Water was supplied by a water stack which stands on East Lake Street.

In 1922 a fire destroyed the Middletown Opera House. In December of the same year, the Everett Theatre opened and still stands in the historic core of the town.

Middletown was reincorporated in 1923 under the Mayor and Council system, and in 1924 the Town took over the daily operations of the water system. The first Mayor was Walter S. Letherbury, who had been a commissioner for 18 years, and he served as Mayor for six years. By 1925 the firehouse needed to expand, so they purchased and remodeled the old Citizen's Bank building. Opening May 30, 1927, for service, this building is now owned by the Town of Middletown and is used by the Appoquinimink Boys and Girls Club.

The Middletown Academy was dissolved in 1928 when a new two-story school opened its doors on South Broad Street. The school was Middletown High on one side and Middletown Elementary on the other. Today this building exists as the Everett Meredith Middle School. Dr. Alfred Waters became the principal in 1940, and a new elementary and high school was erected on Lake Street in 1953. This building would later become the Louis L. Redding Middle School, named in honor of the prominent black lawyer and civil rights pioneer from Delaware. Also, in the realm of education, the historic St. Andrew's School—the setting for the 1989 Robin Williams movie *Dead Poet's Society*—was founded by Alexis Felix du Pont in 1929 and was left to be administered by the Episcopal Church School Foundation.

Also related to the religious history of the town, a schism among the Presbyterian Church members in the town led to the establishment of the Grace Orthodox Presbyterian Church in 1937. In March of 1956, the Forest Men's Fellowship of Forest Presbyterian Church organized the Middletown-Odessa-Townsend (MOT) Little League.

In 1946 a fire on Valentine's Day destroyed the business block, including an apartment house on the south side of West Main Street and the Witherspoon Inn. The historic inn reopened in February of 1948.

In 1982 an urban renewal initiative repaired 175-200 homes and demolished 55-75 homes north of Main Street and east of Broad Street. More recently, the new millennium has brought with it significant growth around Middletown, while trying to live up to the values outlined in *Livable Delaware*—a document signed by Governor Ruth Ann Minner in 2001 that focuses on strategies to preserve the historic value of Delaware towns. By September of 2004, new development projects were being completed, like Acme food market, Brick Mill Elementary School, and the new Volunteer Fire Hose Company building on West Green Street. In 2004 a proposal was developed for a 1,100-acre mixed-use development to be called Westown. Additionally, a Wal-Mart Supercenter was approved by the town in December 2004.

The 2004 Construction Excellence Award for "Smart Growth" was presented to the Town of Middletown by the State of Delaware Department of Administrative Services and the Delaware Contractor's Association in recognition of the town's 2.5 million gallons per day (mgd) wastewater-treatment plant and lagoons. This facility is a boon to Middletown residents' quality of life. Also adding to the town's quality of life were the planting of 100 trees in Middletown Village that was funded through grants obtained by former resident Susan Love in 2004 and 2005.

Many more improvements were added in the second half of the decade. These include the new Industrial Drive water tower and Appoquinimink Library in 2006, the reestablishment of the Middletown Police Department in 2007, and a new dog park in 2008. Additionally, Middletown Levels Road Park opened in May of 2009, and DART bus route 43 began servicing the town in June of 2009. All Main Street streetscape improvements were finalized in 2010, and Middletown Levels Road Park was renamed in honor of Charles E. Price in May of 2011. Finally, 2011 also saw the induction of former Middletown High great and 11-year Major League Baseball pitcher Dwayne Henry into the Delaware Sports Hall of Fame.

2-3. Historic and Cultural Resources

Middletown's historic and cultural resources include structures, public spaces, and institutions dating from the 18th century to the present. Many of the historic resources are described in great detail in Middletown's nomination to the National Register of Historic Places and in the *Small Town Design Atlas*.

In 1761 David Witherspoon built a "publick house," which became popular in Middletown as a stopover for travelers along the Upper King's Road. Portions of the tavern remain within the walls of the present Witherspoon building, located in the center of town, which was heavily damaged in the Valentine's Day fire of 1946. Many notables of the Revolutionary War period, such as Caesar Rodney, stopped at the Witherspoon house for rest and refreshment.

Due to its rapid growth in the second half of the 19th century as a railroad town and market center, Middletown has perhaps the best collection of Victorian architecture in Delaware. Large, distinctive Victorian houses are found along North and South Broad Streets and on North Cass Street, one block west of North Broad Street. Although displaying the Italianate and Second Empire traits of Victorian buildings, the buildings of Middletown are restrained by Delaware architectural conservatism, rooted in long-term dedication to the earlier classically inspired colonial styles.

Middletown's notable civic and community spaces are scattered along Main and Broad Streets within the historic district. Cochran Square sits on the southwest corner of the Main and Broad intersection. The former Middletown Academy and its park on North Broad Street provide a pleasing spot of green open space with benches and shade trees enclosed by a circular drive. The Everett Theatre, opened on December 7, 1922, occupies the site where a theater and an opera house burned down. Designed in the Art Nouveau style, this 375-seat theater originally was a showplace for vaudeville acts and movies.

Middletown's cultural resources include several centers of activity in the performing and visual arts. The Gibby Center for the Arts is a community-based arts center located in a historic building (circa 1920s) adjacent to the Everett Theatre. The Gibby Center provides a venue to teach and promote studio arts. Another important resource, the Premiere Center for the Arts, offers classes in dance, music, the visual arts, theatre, and yoga. The arts center has more than 450 students and 20 instructors. The facility features an art gallery and 14 studios, including music and dance studios. The Arts Pavilion houses a clay studio, a fiber-arts studio and a painting and drawing studio. Other buildings of significant

importance to the community include the old firehouse, the old post office on Main Street, and several churches.

2-4. Community Design

The developed sections of town are primarily accessed by two historic thoroughfares, with Broad Street (SR 71) running north-to-south and Main Street (SR 299) running east-to-west. The intersection of the two streets divides the central section of the town into four quadrants, each with a grid pattern of secondary streets and alleyways. The historic commercial and civic center is concentrated along the blocks of West Main and has extended over time to include the formerly residential blocks of North Broad that now house first-floor businesses.

As detailed in the *Small Town Design Atlas* prepared by David Ames, Emily Paulus, Jennifer Leister, Sharon McLean, and Sarah Killinger for the University of Delaware's Center for Historic Architecture and Design, Middletown's neighborhoods have developed over three distinct time periods. The bulk of the oldest historic residences lie in the northern portion and on the main thoroughfares and are bounded by the railroad to the west, Catherine Street to the east, Lake Street to the north, and Green Street to the south. In the northwest quadrant, where a high percentage of historic structures remain intact, occupied, and in good condition, are the more upscale residential neighborhoods crowned by those along North Cass Street. The northern quadrant east of Broad Street is an area of more modest buildings and has traditionally been the location of Middletown's African-American community.

Areas south of Green Street and north of Lake Street represent the second major period of development and the 20th century's expansion of Middletown. The third phase of development has been occurring primarily outside the boundaries of the historical town center and has not continued the traditional grid pattern of streets, following the now-familiar trend of automobile-oriented suburbanization to low-density residences and commercial strips. Development has spread to the north and east within roughly a two-mile radius of the town, and has now extended west of the rail line, south of St. Annes Church Road. To the west of the historic town center, U.S. Route 301 continues to emerge as an important economic development corridor, with residential, commercial, and industrial developments continuing to be proposed.

Middletown offers a wide variety of housing types and sizes. The historic center provides primarily single-family housing on consistently sized ¼-acre lots. East of Broad and north of Main are a series of multi-family units and duplexes, gradually shifting into single-family residences in the north. An apartment complex on Lake Street adds to the diversity of housing types offered.

Two- and three-story, attached commercial buildings front Main Street's western corridor, with first-story storefronts lining the sidewalks. These first-story uses include retail stores, service businesses, offices, restaurants, and the Everett Theatre. On Broad Street, immediately north of Main, are a collection of retail businesses. Recently relocated to West Green Street is the Neighborhood House—a resource center designed to enable people of the Middletown-Odessa-Townsend area to improve their lives and to strengthen their community. Services provided by the Neighborhood House include a food closet and prescription assistance, among others. One block south of West Main Street, also on West

Green Street, is the location of the recently built Town Hall. Completed in December 2005 on the former site of a grocery store, the Town Hall is located within the core of the historic town center and can be easily accessed by foot and car.

The historic center of Middletown is a highly walkable area, both between neighborhoods and the center and among neighborhoods. Important spaces, both commercial and civic, are within easy walking distance (approximately a ¼ mile radius) of most neighborhoods. The density of the center, in addition to the well laid-out grid that generally has sidewalks on both sides and rear alleys, ensures that the town is adequately connected. Street lights ensure that these paths are inviting to pedestrians by adding an element of safety.

As one leaves the core of town, these attributes begin to fade. Crosswalks are minimal, streets become wider, and safety becomes more of an issue. Commercial development has continued to move beyond the town core. At the corner of Broad and Lake is an early post-WWII strip shopping center, but the most recent movement is towards the modern suburban strip malls on the outskirts of the town.

2-5. Strategies for Future Design

The following benchmark resources establish the overarching principles for sustainable development in Middletown. These resources include: 1) *Better Models for Development in Delaware*, 2) Delaware by Design, and 3) DelDOT's Complete Streets Policy.

Better Models

The *Better Models for Development in Delaware* handbook was jointly produced by the Conservation Fund and OSPC. It proposes that the following six principles are necessary to achieve better development in a community.

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

The handbook provides useful visualization of optimal development models to serve as a reference for Middletown development and design in the future. It encourages localities to focus on the concepts of infill, redevelopment, and design and fostering a flexible regulatory environment that encourages mixed-use, compact development in the downtown core. Flexible downtown zoning enables a jurisdiction to adapt to rapidly changing market conditions, create jobs, boost economic growth, and foster business development.

Middletown's historic downtown maintains many of the elements that have made and continue to make it a vibrant, walkable community. It is the aim of this plan to encourage the continued viability of

Middletown's downtown, increase mobility within the entire town, and ensure that development outside of the downtown area complements the historic development found at Middletown's core. Mobility should be increased by encouraging sidewalk development, multimodal paths that connect neighborhoods where practical, and gridded street patterns similar to the downtown layout that allow for interconnectivity efficiencies downtown.

Middletown is already incorporating a number of the "Better Models" principles. One example is in the downtown area where the C-2 (Downtown Commercial) Zone encourages:

... a traditional downtown that reinforces the historic character and scale of Middletown and encourages a mixed use pedestrian environment.

Development in this zone should be pedestrian-friendly. This character can be achieved through the use of sidewalks, street trees, public spaces, building massing, articulation and orientation, signage, land uses, traffic calming and scale and location of parking. Land uses should be both residential and non-residential. Business should be neighborhood, community and tourist-serving including specialty retail, personal and professional services.

Another example in the zoning ordinance is set forth in a 2004 amendment to the R-2 Zone, which added traditional neighborhood design (TND) subdivisions to the list of permitted uses. To encourage compact design, the amendment provides for reduced minimum lot sizes, lot widths, and building widths. Section 2 (68) defines a traditional neighborhood design as one that:

incorporates various combinations of planting techniques providing for an integrated mix of housing types and sizes with a pedestrian-friendly layout, street trees, reduced setbacks, alleyways serving some of the lots, and other features consistent with such a community.

A third example is in the subdivision regulations. Section 8(5) requires that developers construct six-foot-wide sidewalks on both sides of the street in new developments. This section further mandates that either sidewalks or pedestrian ways that link subdivisions to adjacent communities or public facilities also must be provided.

This plan recommends that Middletown continue utilizing the "Better Models" principles in the administration of its land use regulations and give them strong consideration as they develop new land use standards.

Delaware By Design

OSPC's Delaware by Design resource provides a framework for community design that focuses on enhancing density, fostering interconnectedness, and creating place as sustainable practices that help build community in Delaware. By allowing more design flexibility with regard to density, mixed use, and regulatory criteria, Middletown can attract innovative infill development to further improve downtown.

Delaware By Design provides “Five Principles of Good Design,” as follows:

- Increase density when in appropriate locations.
- Unite people and places through an integrated street network.
- Mixed uses.
- Car parking solutions not requiring large lots.
- A place where residents love to live.

Delaware By Design can be found at <http://stateplanning.delaware.gov/delawarebydesign>.

Complete Streets

DelDOT’s Complete Streets Policy embodied in Executive Order #6 was signed by Governor Markell on April 24, 2009. The purpose of the new policy is to integrate multiple modes of transportation into one interconnected transportation network. Non-motorized as well as motorized transportation modes should complement one another to provide citizens with optimal transportation system performance. The Middletown transportation network should allow for maximum vehicle, pedestrian, and bicycle interconnections both within new and among existing developments.

Considering that the development of Westown will bring more residential and commercial land uses to western Middletown, it is important that this development be integrated with the rest of the community. Since much of this area is currently vacant, an opportunity exists to bring a complete-streets approach to this area. This plan recommends that Middletown continue coordination with DelDOT, WILMAPCO, and local businesses as the Westown area continues to develop. New Westown development should occur in a manner that maximizes pedestrian, bicycle, and vehicular interconnectivity.

2-6. Community Character and Design Recommendations

The recommendations related to community character and design is discussed at length within this chapter of the plan. Listed below are the major recommendations made in this chapter:

- Enhance open space and natural resource–preservation efforts.
- Continue active Middletown Main Street program.
- Site important civic uses in downtown area.
- Encourage redevelopment of underutilized locations.
- Make investments in construction of bicycle and pedestrian pathways.
- Require more attractive, pedestrian-friendly placement of commercial and institutional buildings.
- Ensure adherence to mobility-friendly design standards in Westown area.

CHAPTER 3. COMMUNITY PROFILE

3-1. Population Trends

Despite the economic downturn that began in 2008, Middletown continues to be in a period of considerable residential and commercial development, and this trend is expected to continue for the next decade. This growth is likely to bring with it increases in Middletown's residents' incomes, housing values, and average education levels. Middletown's population is expected to increase from 18,871 in 2010 to perhaps as high as 33,000 residents by 2020, many of whom will be school-age children. This population growth will also increase the demand for public services, recreational facilities, schools, transportation facilities, and other public infrastructure, as well as a range of commercial goods and services. Together with extensive residential and commercial development in adjacent unincorporated areas of the MOT area, this will significantly change the character of the community. Table 1 displays changes in population and housing units in Middletown, New Castle County, and the state of Delaware from 1940 to 2010.

Middletown now ranks fourth in population among municipalities in Delaware, having grown more than 300 percent between 2000 and 2010.

Table 1. Population and Housing Units, 1940 to 2010

Year	Population			Housing Units		
	Middletown	New Castle County	Delaware	Middletown	New Castle County	Delaware
1940	1,529	179,562	266,505	No Data	47,588	75,567
1950	1,755	218,879	318,085	No Data	62,901	97,013
1960	2,191	307,446	446,292	No Data	94,688	143,725
1970	2,644	385,856	548,104	No Data	120,704	180,233
1980	2,946	398,115	594,338	No Data	148,563	238,611
1990	3,834	441,946	666,168	1,475	173,560	289,919
2000	6,161	500,265	783,600	2,514	199,521	343,072
2010	18,871	538,479	897,934	6,821	217,511	405,885

Source: U.S. Census Bureau, 1940-2010.

3-1a. Population Projections

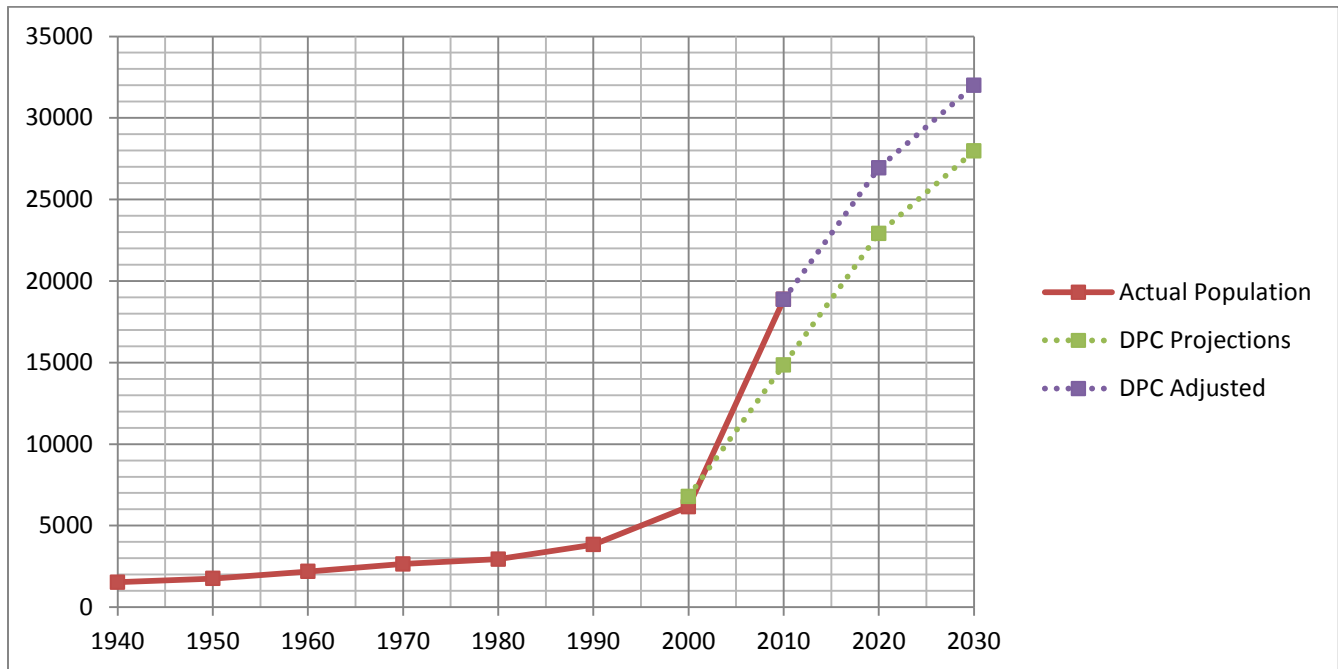
Figure 2 summarizes the town's population between 1940 and 2010 and the projected growth in Middletown's population from 2010 to 2030. These projections are based on methodology formulated by the Delaware Population Consortium (DPC). After having grown steadily, but slowly, from 1940 to 1980, Middletown's population has more than quadrupled since 1980. The U.S. Census recorded 2,946 residents in 1980, 6,161 in 2000, and the town now has over 18,000 residents. The population in Middletown has more than tripled since the 2000 Census—the third largest percentage increase of all the towns in Delaware. This historic growth rate compares to the more modest town growth of 61 percent between 1990 and 2000 and single-digit annual growth rates recorded by the Census during each of the five decades from 1940 to 1990.

Population projections are difficult to make with a significant degree of accuracy, particularly for areas like Middletown. With that said, currently approved and anticipated residential developments are likely to continue the pattern of growth in and around Middletown into the future. Recorded plans for residential developments in Middletown as of June 2011 call for 3,393 additional residential units to be developed. Since a majority of the units are single-family homes, likely to be occupied by young families, average household size may peak at more than three residents per unit. Assuming that all of the planned units are built over a 20-year period, Middletown’s population by 2030 may range from approximately 27,354 residents, assuming an average household size for the new units of 2.5, to approximately 31,086 residents, assuming an average household size of 3.6. The current average household size of 2.9 would translate to a population of 28,711.

Development in the rest of the MOT area, including unincorporated areas adjacent to Middletown is also continuing. For example, the approved Bayberry development to the north of town has broken ground and will eventually include nearly 2,500 residential units. This nearby development will greatly impact the MOT area population in the 21st century.

The red line in Figure 2 shows actual population figures from the U.S. Census through 2010. The green dashed line shows the Delaware Population Consortium population projections for 2000 through 2030. The purple dashed line shows the DPC population projections adjusted as a result of 2010 Census data. The 2010 Census reported higher population growth in Middletown than the DPC 2010 projection; therefore, the DPC-adjusted purple dashed line shows a population projection that reflects the 2010 Census data.

Figure 2. Middletown Population Change & Projections



Sources: Actual population data, 1940-2010, were obtained from the University of Delaware’s Center for Applied Demography and Survey Research (www.cadsr.udel.edu); Projections, 2000-2030 are based on Delaware Population Consortium methodology.

3-1b. Demographic Characteristics

The Census Bureau has changed the method by which it now collects and disseminates much of its information. The Census Bureau is no longer distributing the traditional long-form survey that historically provided demographic data that was published as Summary File 3 and Summary File 4. These data included social statistics such as educational attainment and economic data. These summary files will be replaced by American Community Survey (ACS) data, which are available in one-, three-, and five-year estimates. It is important to again note that as the population of a geographic area becomes smaller, the accuracy of these estimates decrease. One- and three-year estimates are available for the states and counties; however, only five-year estimated data are available for the smaller municipalities in Delaware (basically all towns except Wilmington, Dover, and Newark). The benefit of the five-year data is that they allow the Census Bureau to draw from a larger sample, but the trade-off is that the data are less current.

Overall, according to data from the U.S. Census 2010 and estimates from the American Community Survey 2005-2009, Middletown's population in 2010 was slightly younger than that of the rest of New Castle County and Delaware. Since the 2000 Census, Middletown residents have also become wealthier and more highly educated.

Households and Families

Table 2 summarizes household and family characteristics for Middletown, New Castle County, and Delaware. A household is any occupied housing unit comprising all of those people living in the unit. A family is a household with a householder and at least one other related person, whether it is by marriage, birth, or adoption. Families are also households, but households can sometimes consist of unrelated persons.

Compared to New Castle County and the state in 2010, Middletown had a significantly higher proportion of family households. Approximately 77 percent of households were families, while this number was approximately 67 percent for both the county and state. The town also had a larger than average household and family size than did the county or the state.

Table 2. Household and Family Characteristics, 2010

Item	Middletown	New Castle County	Delaware
Total Population	18,871	538,479	897,934
Total Households	6,465	202,651	342,297
Total Family Households	4,985	134,743	230,731
Average Household Size	2.90	2.57	2.55
Average Family Size	3.28	3.11	3.06

Source: U.S. Census 2010, Summary File 1.

Racial Composition, Hispanic or Latino Origin

Tables 3 and 4 summarize changes in Middletown's racial composition from 1990 to 2010 and compare its 2010 racial characteristics to those of the state and county. Changes over the 1990s made Middletown's composition more similar to those of New Castle County and Delaware as a whole in 2000 than in 1990, and a continued increase during the past decade resulted in Middletown having a larger proportion of African Americans in 2010 than either the state or the county. Another noteworthy

change, summarized in Table 5, has been the increase in the share of the town's population reporting themselves as being of Hispanic or Latino origin, from 2.7 percent in 1990 to 7.4 percent in 2010. In the United States overall, 16.3 percent of the 2010 population reported Hispanic or Latino origin.

Table 3. Racial Composition Middletown, New Castle County, and State, 2010

Race	Middletown		New Castle County		Delaware	
	Number	Percent	Number	Percent	Number	Percent
White (reporting only one race)	11,688	61.9	352,955	65.5	618,617	68.9
Black or African American (one race)	5,367	28.4	127,786	23.7	191,814	21.4
Other (including those reporting two or more races)	1,816	9.6	57,738	10.7	87,503	9.7
Totals	18,871	100.0	538,479	100.0	897,934	100.0

Source: U.S. Census 2010, Summary File 1.

Table 4. Changes in Middletown's Racial Composition, 1990–2010

Race	1990		2000		2010		Change, 2000 - 2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White (reporting one race)	2,928	76.4	4,585	74.4	11,688	61.9	7,103	+154.9
Black or African American (reporting one race)	869	22.7	1,312	21.3	5,367	28.4	4,055	+309.1
Other (including those reporting two or more races)	37	1.0	264	4.3	1,816	9.6	1,552	+587.9
Totals	3,834	100.0	6,161	100.0	18,871	100.0	12,710	+206.3

Source: U.S. Census 1990, 2000, 2010 Summary File 1.

Table 5. Middletown Population Reporting Hispanic or Latino Origin, 1990, 2000, and 2010

Item	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
Hispanic or Latino (of any race)	54	2.7	326	5.3	1,396	7.4
Not Hispanic or Latino	3,780	97.3	5,835	94.7	17,475	92.6
Total Population	3,834	100.0	6,161	100.0	18,871	100.0

Source: U.S. Census 1990, 2000, and 2010 Summary File 1.

Age Distribution

As Table 6 indicates, Middletown's population is relatively young, compared to that of Delaware and New Castle County. The median age of Middletown residents in 2010 was 33 years, compared to 37.2 countywide and 38.8 statewide. While the share of Middletown's population 20 to 59 years of age is comparable to that of the state and county overall, Middletown has a larger share of residents under 20 and a smaller share of age 60 or older.

Table 6. Age Distribution, 2010

Age	Middletown		MO CCD		New Castle County		Delaware	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5 Years	1,585	8.4	3,304	6.3	33,249	6.2	55,886	6.2
5 to 19 Years	4,734	25.1	12,696	24.2	110,129	20.5	177,917	19.8
20 to 59 Years	9,994	53.0	29,082	55.4	300,476	55.8	481,741	53.6
60 Years and Over	2,558	13.6	7,371	14.1	94,625	17.6	182,390	20.3
Totals	18,871	100.0	52,453	100.0	538,479	100.0	897,934	100.0
Median Age	33.0		37.0		37.2		38.8	

Notes: "MO CCD" is the Middletown-Odesa Census County Division. Source: U.S. Census 2010, Summary File 1.

Table 7 shows that age distribution in Middletown did not change significantly from 2000 to 2010. However, the absolute increase in population among all age groups may require more town services to serve those populations effectively.

Table 7. Middletown Age Distribution Change, 2000 to 2010

Age	2000		2010		Change	
	Number	Percent	Number	Percent	Number	Percent
Under 5 Years	570	9.3	1,585	8.4	1,015	178.1
5 to 19 Years	1,484	24.1	4,734	25.1	3,250	219.0
20 to 59 Years	3,429	55.6	9,994	53.0	6,565	191.5
60 Years and Over	678	11.0	2,558	13.6	1,880	277.3
Totals	6,161	100.0	18,871	100.0	12,710	206.3

Source: U.S. Census 2010, Summary File 1.

Education

Table 8 compares Middletown's educational attainment for the population age 25 years or more with that of the county and state. As the table shows, Middletown has a higher percentage of high school graduates than both the county and state. The percentage of college graduates with a bachelor's degree is about the same for Middletown as in the state.

Table 8. Educational Attainment, 2009

Educational Level	Middletown		New Castle County		Delaware	
	Number	Percent	Number	Percent	Number	Percent
Not HS Graduates	461	7.2	42,145	12.1	77,799	13.5
Graduated HS, No Degree	3,542	55.7	168,837	48.5	298,131	51.6
Associate's Degree	616	9.7	25,352	7.3	42,208	7.3
Bachelor's Degree or Greater	1,741	27.4	111,971	32.1	158,950	27.5

Source: U.S. Census American Community Survey 2005-2009.

Economic Characteristics

Tables 9 and 10 summarize 2009 income and poverty data for Middletown, the Middletown-Odessa area, New Castle County, the state, and the United States. Middletown had higher median household incomes and slightly lower rates of poverty than those of New Castle County and Delaware overall. Families in Middletown had a slightly lower median income than those of New Castle County overall but still higher than the Delaware median. It should be noted that the 2000 Census showed Middletown had slightly lower median household and family incomes than Delaware as a whole, meaning incomes have seen significant growth since the year 2000 compared to that of the state. There has also been a decrease in poverty for individuals and families.

Table 9. Household and Family Annual Income, 2009

Income	Amount in Dollars				
	Middletown	MO CCD	New Castle County	Delaware	United States
Median Household Income	\$68,671	\$84,551	\$63,160	\$57,618	\$51,425
Median Family Income	\$75,580	\$94,161	\$78,052	\$68,868	\$62,363

Note: "MO CCD" is the Middletown-Odessa Census County Division.

Source: U.S. Census American Community Survey 2005-2009.

Table 10. Selected 2009 Income Distribution and Poverty Data

Item	Middletown		MO CCD		New Castle County		Delaware		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Households with annual income under \$25,000	629	17.3	1,430	10.7	34,302	17.7	62,646	19.3	26,801,425	23.8
Households with annual income of \$100,000 or more	971	26.7	5,106	38.3	52,942	27.0	74,921	23.0	22,860,039	20.3
Families below poverty level	173	6.1	339	3.1	8,359	6.4	15,627	7.1	7,433,165	9.9
Female-headed families, no husband present, with related children under 18 years, below poverty level	88	17.1	116	15.0	4,344	23.9	8,791	29.7	3,553,917	37.1
Individuals below poverty level	980	8.9	1,767	4.3	50,398	9.9	88,505	10.5	39,537,240	13.5
Individuals 65 years and over below poverty level	17	2.3	113	3.3	4,361	7.4	8,301	7.3	3,574,499	9.8

Note: "MO CCD" is the Middletown-Odessa Census County Division.

Source: U.S. Census American Community Survey 2005-2009.

3-2. Summary of Key Issues

The size and nature of the recent housing boom is significantly changing the overall population, population characteristics, and housing characteristics. These changes are continuing to drive significant increases in the demand for public services, utilities, transportation infrastructure, recreational facilities, schools, and a range of commercially provided goods and services.

The significant growth in the housing stock over the past decade and the predominant character of that development (single-family residences for relatively affluent families) will facilitate the rapid in-migration of commuters with higher incomes and educational attainments than current residents. This will introduce some potential for revitalizing the downtown business district through the arts and entertainment strategy being pursued by the town's Middletown Main Street program. The influx of households will also help to support a growing volume and range of commercial establishments in the many newly constructed and proposed commercial developments in town.

The increase in household-income levels and land values will also introduce the potential for displacement of current lower-income residents. This can occur both directly, through increased housing rents and prices, and indirectly, through citizen pressures for improvements to adjacent neighborhoods.

CHAPTER 4. GOVERNMENT, COMMUNITY SERVICES, AND INFRASTRUCTURE

4-1. Government

Middletown's governing body consists of a mayor and six council members. The council members are elected in staggered two-year terms. The mayor and three council members are elected in odd-numbered years. The remaining three council members are elected in even-numbered years. Elections for town officials are held on the first Monday in March in Town Hall, located at 19 West Green Street.

A Planning Commission has been established in accordance with Title 22, Section 701 of the *Delaware Code*. Section 702(a) charges municipal planning commissions with the task of preparing comprehensive plans. The Planning Commission also has the responsibility to review zoning changes, propose amendments to zoning and subdivision ordinances, and make recommendations to the council on planning and development matters. The mayor, with consent of the council, appoints members to the Planning Commission. There are nine members of the Planning Commission.

The Board of Adjustment has been established according to Chapter 3, Title 22 of the *Delaware Code* for the task of granting or denying variances and special exceptions and hearing appeals of administrative decisions. Board of Adjustment members are appointed by the mayor with consent of the council. There are five members on the Board of Adjustment.

Along with a Town Manager, Middletown employs a Town Clerk, two project managers, and foremen for the administration and operation of town services. These foremen are in charge of the electric, wastewater, maintenance, parks, meter, water, streets, and inspections departments. The electric department is charged with new hook-ups and maintenance of existing electric lines while the meter department is responsible for all electric and water meter readings and maintenance. The maintenance department is charged with the maintenance of all town-owned buildings, facilities, and equipment. The mayor, town manager, town clerk, administrative assistant, and human resources have offices in the Town Hall. Town employees number 150, including the Middletown Police Department.

4-2. Community Services

Police and Emergency Medical Services

The Middletown Police Department was re-established on July 2, 2007, with the approval by the Middletown Mayor and Council to move forward with a budget for hiring a police force, starting with a police chief. The new Middletown Police Department began with an initial squad of 20 officers, recruited mainly from various police departments throughout the state of Delaware and surrounding areas.

The police department comprises a four-member supervisory staff and 20 patrol officers, which include two K-9 officers and two detectives. The workforce is supported by a retired detective serving as an administrative aide to the department, who provides crime-analysis data and office management for the

department. Middletown currently contracts for reverse 9-1-1 emergency communications service through Verizon.

Fire Protection

Fire protection is provided by the Volunteer Hose Company of Middletown. The headquarters, Station 27, is located at 27 West Green Street. A substation, Station 1, is located at 711 Churchtown Road. The service area for the fire company covers approximately 57 square miles and includes the Town of Middletown and the surrounding areas bounded on the north by Howell School Road, on the east by a line dividing the county into eastern and western halves (just prior to U.S. Route 13), on the south by the northern boundary of the Townsend Fire District, and on the west by the Maryland state line. The Volunteer Hose Company of Middletown participates in mutual-aid agreements with surrounding fire companies. Fire equipment is dispatched through the New Castle County 9-1-1 Emergency Communications Center.

Solid-Waste Disposal

The town contracts with Waste Management, Inc., to provide trash collection and recycling services to residences and commercial establishments in Middletown. Trash is collected on Tuesday of each week. Recyclables are collected on Fridays. The Middletown Street Department collects and disposes of yard waste (grass, leaves, and brush).

Libraries

Appoquinimink Library, a 20,000-square-foot community library located at 651 North Broad Street, serves the Middletown community. The Corbit-Calloway Library in Odessa and the regional library facilities located in northern New Castle County are also available to Middletown residents.

Postal Service

Middletown is served by the United States Postal Service with a Post Office building located at 298 East Main Street. Middletown's zip code is 19709.

Senior Services

The Middletown-Odessa-Townsend (MOT) Jean Birch Senior Citizens Center, Inc., is a private, nonprofit senior center located at 300 South Scott Street. The senior center provides recreation, nutrition, and outreach services to seniors throughout southern New Castle County and is the primary senior-assistance agency in the MOT area.

The Senior Citizens Center provides medical transportation for doctor's visits and specialist appointments in Wilmington and Dover. Other transportation services include the ability to schedule trips to the grocery store, bank, pharmacy, and other needs. The Center provides educational programming about medical concerns, dietary needs, legal advice, and other subject areas. Senior-employment programs, safe-driver courses, exercise classes, tax preparation, and a singles club are just some of the other services offered by the Center.

Health Care

A variety of regional and local healthcare providers serve the healthcare needs of Middletown residents.

The Middletown Health Unit, run by the Division of Public Health within the Delaware Department of Health and Social Services, is located at 214 North Broad Street, behind the Old Academy Building. The Middletown Health Unit provides the following medical services: dental care for Medicaid-eligible children, cancer screening, prenatal clinic, post-partum and family-planning clinics, mental health and hygiene services, nurse pediatric clinic, physician pediatric clinic, and geriatric screening.

The Middletown Medical Center was opened in 2001 and is run by Bayhealth. Located at 209 East Main Street, the Middletown Medical Center offers services including x-ray, mammography, ultrasound, lab services, EKG, PAT, and bone-density testing.

The Alfred I. du Pont Institute runs a Children's Clinic at Suite 201, 200 Cleaver Farm Road. Christiana Care has a medical center on the west side of Middletown at 124 Sleepy Hollow Drive. The facility features MRI, x-ray, ultrasound, CAT scan, physical therapy, and on-site specialist doctor services.

To give southern New Castle County residents another healthcare option, the Christiana Care Health System opened a healthcare facility in 2004, equipped with imaging services, physical therapy, rehabilitation services, family medicine, and audiology. This facility is located in the Springside Plaza in Glasgow, west of SR 896 on U.S. Route 40. Additionally, in 2007 Christiana Care opened a facility in downtown Smyrna that offers family medicine, imaging services, women's health services, physical therapy, and occupational health services, among others.

The regional hospital in closest proximity to Middletown is Christiana Hospital, located approximately 20 miles north at 4755 Ogleton-Stanton Road in Newark. The hospital is easily accessible by traveling north on SR 1 from Middletown. Situated about 25 miles to the south is Kent General Hospital (a Bayhealth Medical Center), located at 640 South State Street in Dover.

A new medical center operated by Christiana Care will be located at the intersection of Brick Mill Road and Route 299. This 108-acre medical campus, currently under construction, will include a two-story emergency center, a medical office building, doctor offices, specialty medical facilities, and a four-story 200-bed hospital. A helicopter-landing area will be included so trauma victims can be transported from the hospital to the Christiana Hospital in Newark.

State Service Center

Middletown is serviced by the Appoquinimink State Service Center located at 122 Silver Lake Road. The center offers a wide variety of public services to help people with their health and human-services needs. The center can assist the public in obtaining services provided through the state Department of Health and Social Services, the state Department of Services for Children, Youth, and their Families, and the Delaware Department of State, as well as many nonprofit community services groups.

4-3. Education

Middletown is located within the Appoquinimink School District. During the 2011-12 school year, the district will have served over 9,300 students in southern New Castle County and has been one of the fastest growing school districts in the state over the past decade.

The district currently operates three early-childhood centers, six elementary schools, three middle schools, and two high schools. Every school within the district has been remodeled or renovated in the past decade, and several of the facilities, including Appoquinimink High School, are newly constructed. Silver Lake Elementary School, Brick Mill Elementary, Redding Middle School, Meredith Middle School, and Middletown High School are located within Middletown. Table 11 lists enrollment numbers for the Appoquinimink School District from the 2001–2002 school years to the 2010–2011 school years. Over this time period, seven new facilities have opened.

Table 11. Appoquinimink School District Enrollment, 2001-2011

School	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011
Appoquinimink Early Childhood Center	425	372	442	481	228	247	307	253	182	201
Cedar Lane Early Childhood Center					636	303	363	284	303	256
Townsend Early Childhood Center								193	207	171
Silver Lake Elem.	735	640	569	623	640	622	672	745	532	520
Cedar Lane Elem.	817	695	607	609	636	655	666	678	614	628
Townsend Elem.	458	457	331	317	353	374	490	611	452	424
Olive B. Loss Elem.		505	569	610	601	623	677	677	665	694
Brick Mill Elem.			561	599	694	762	796	771	767	765
Bunker Hill Elem.									665	690
Redding Middle School	995	818	724	724	771	790	836	695	692	725
Everett Meredith Middle School	969	763	884	931	1019	1097	1142	616	639	662
Alfred G. Waters Middle School								777	809	821
Middletown H.S.	1422	1531	1708	1816	2067	2115	1679	1747	1412	1220
Appoquinimink H.S.							565	657	1019	1406
District Totals	5,821	5,781	6,395	6,710	7,294	7,588	8,193	8,704	8,958	9,183

Source: Appoquinimink School District, 2011.

The town of Middletown recognizes the importance of maintaining high-quality public education facilities. A connection exists between the land use decisions of a local jurisdiction and the ability of the public school facilities to handle the number of students attracted to the district through expanded residential development. An appropriate mix of land uses that include residential, commercial, institutional, and industrial is needed to provide the adequate tax base for the school district to meet its financial needs of the future.

The majority of schools within the district are located in or near the town limits of Middletown. The continuation of siting schools within Middletown in close proximity to residential developments will help reduce school transportation costs and assist the town in meeting its goal to integrate civic land uses with residential and other land uses. The historic pattern of placing schools within the town has contributed to the creation of its community character and setting aside land in or near Middletown for building new schools is recommended.

Another educational option within the Middletown area is the MOT Charter School. Eighty-five percent of students at the school are from the Appoquinimink School District. The school serves 675 students in kindergarten through grade 8 and has a 55,000-square-foot building situated on more than 17 acres. There are three classes per grade and 25 students per class.

4-4. Water Supply, Wastewater Disposal, and Stormwater Management

4-4a. Water Supply

The Town of Middletown currently provides water service to approximately 5,592 residential and 549 commercial/industrial customers. Average daily usage is approximately 1.4 million gallons per day (mgd). In 1998 the town signed an agreement with the Artesian Water Company to assist with the provision of potable water to residents and businesses located within the town boundaries. Artesian has an iron-removal facility within the town limits at Willow Grove Mill and a second iron-removal facility outside of the town limits at Choptank Road. Both Middletown and Artesian hold Certificates of Public Convenience and Necessity (CPCN) for geographic areas within the town limits. The CPCN, granted by the state, provides a legal right to provide water service to customers within a specific area. This partnership has been beneficial to both parties.

Middletown obtains water from four wells located within the incorporated limits of the town. Water from wells 4, 8, and 9 is treated to remove iron at the Lake Street station, which is the main source of water for the town. This station has a treatment capacity of 900 gallons per minute (gpm). A fourth well, well 6, is located south on Lakeside Drive and has a capacity of 272 gpm.

Water is stored in the 1.5-million-gallon elevated storage tank on Industrial Drive, and the Greenlawn 1.5-million-gallon elevated storage tank.

Since the certification of the 2005 Comprehensive Plan, the following upgrades have been made to the Middletown water system:

- Filters are now packed with Greensand Plus.
- Filter controls, pipes, pumps, and chemical feeds have all been upgraded.
- Two new wells were drilled at the Lake Street plant to replace two aging wells.
- A well on Lakeside Drive was redeveloped.

The Town will continue to partner with Artesian to meet the water supply needs of its residents and businesses. Based on population projections presented in Chapter 3, Middletown's population can be expected to reach anywhere from approximately 23,000 to 33,000 residents by 2020. Accompanying this growth in Middletown's population will be an increase in the demand for water. Table 12 estimates peak daily usage and annual use based on population projections discussed in this plan, a peak per capita water usage of 195 gallons, and an average daily water usage of 120 gallons per capita.

Table 12. Projected Water Demand

Projection	Projected 2020 Population	Projected 2020 Peak Daily Water Demand (gallons)	Projected 2020 Annual Water Demand (gallons)
Low Population Projection	23,000	4,485,000	1,007,400,000
High Population Projection	33,000	6,435,000	1,445,400,000

Source: Population projections from Section 3-1; water demand using DNREC-provided water-use factors.

Both Artesian Water Company and the Town of Middletown have water well allocations granted by the State of Delaware. Based on the highest projection of population in 2020, the annual total allocation for these wells will support Middletown's projected total water demands by 2020. Table 13 lists allocations for wells providing water supply for the Town of Middletown, including the town's four wells and Artesian's Willow Grove and Choptank systems.

Table 13. Middletown Water Allocations

Allocation Number	Daily Allocation	Monthly Allocation	Annual Allocation
98-0013A	144,000	4,320,000	51,840,000
98-0013BM	720,000	21,600,000	259,200,000
98-0016	790,000	23,700,000	284,400,000
87-0004AR	720,000	21,600,000	259,200,000
87-0004BRM	800,000	24,000,000	292,000,000
87-0004CRM	900,000	27,000,000	328,500,000
Totals	4,074,000	122,220,000	1,475,140,000

Source: DNREC, 2005.

It is important to mention that daily peak water demands may challenge the city's peak-day water supply if the highest potential population growth forecast is realized. However, a study completed in 2006 by the Delaware Water Supply Coordinating Council concluded that there are currently sufficient groundwater supplies to meet projected demands in southern New Castle County through 2030. "An existing agreement between Artesian and Middletown ensures that Artesian will provide water within the municipal boundaries of Middletown such that this deficit (in Middletown) will be met by Artesian's excess supply capacity." The report can be found at www.wra.udel.edu/publicservice/waterquantity-waterquality/wsccreportings.

4-4b. Source Water Assessment and Protection (SWAP) Program

The Safe Drinking Water Act Amendments of 1996 mandated that each state develop a Source Water Assessment and Protection (SWAP) Program to better protect public drinking water sources. There are three basic components of all SWAP Programs:

- Delineate the boundaries of the land area most important to public water sources.
- Identify the potential sources of contamination within those boundaries.
- Assess the susceptibility of the public water source to these contaminants.

SWAP Program requirements were established in the *Delaware Code* in Title 7, Chapter 60, Subchapter VI. The program is coordinated by DNREC and the State Division of Public Health and DNREC

developed the majority of the source-water assessments for public water systems in Delaware, including Middletown. The assessment for Middletown was completed in 2003 (www.wr.udel.edu/swaphome/Publications/Final_assess/GroundWater/Middletown.pdf).

The *Delaware Code* also requires all jurisdictions with populations greater than 2,000 to adopt ordinances to protect these important source-water areas. In 2009 Middletown council adopted its source water–protection ordinance. The ordinance establishes two types of source-water-resource-protection areas within the town, Class A Wellhead Areas, and Recharge Areas as shown on Map 3. Development in these areas must adhere to the criteria established by this ordinance which provides an additional layer of protection for these areas critical to maintaining the quality and quantity of drinking-water supplies located within the town boundaries. The State is responsible for updating and revising the maps depicting the source water–protection areas, and the town’s ordinance must be applied to these areas as amended. The official state source water–protection datasets can be found at www.nav.dnrec.delaware.gov/DEN3/DataDownload.aspx.

4-4c. Wastewater Disposal

Currently, the Town of Middletown reports that it provides sewer service to 5,592 residential customers and 549 commercial/industrial customers. Middletown’s spray facilities have an average treatment capacity of 2.5 mgd. At this time, the facilities are operating with an average effluent flow of only about 1.0 mgd. Treated effluent from the facilities is sprayed on a combination of farmland owned by the town and on the privately owned Frog Hollow Golf Course. The Town of Middletown Wastewater Treatment Plant currently treats about 800,000 gpd, and the Frog Hollow spray facility treats about 250,000 gpd.

Since its 2005 Comprehensive Plan was certified, the Town of Middletown has completed the following upgrades that will ensure adequate sewer capacity for the town’s remaining development:

- Upgrade of the Villagebrook pump station, which serves additional development from the north side of town and allowed the elimination of a failing lift station, was completed in March 2006.
- Design of a regional pump station and sewer trunk line to serve development from the west side of town was completed in May 2006.

4-4d. Stormwater Management

Middletown and the Delaware Department of Natural Resources and Environmental Control (DNREC) have jurisdiction over stormwater management within the town. The stormwater-management system was constructed as a separate system from the sanitary sewer system, consisting of a series of drains, transmission lines, and catch basins that direct stormwater into natural stormwater-management areas. DNREC manages stormwater-management systems on school sites within Middletown municipal limits. Stormwater drainage on new construction is required to be constructed in conformance with the New Castle County Drainage Code and DNREC erosion and sediment-control regulations.

4-5. Electricity

Middletown currently provides electric service to approximately 4,900 residential and 550 commercial/industrial customers. In 2004 the average monthly residential usage was approximately

3,185,000 Kwh, and the average monthly commercial/industrial usage was approximately 3,900,000 Kwh. The Town of Middletown continues to be a member of the Delaware Municipal Electric Corporation (DEMEC). Through this corporation, the Town, along with eight other municipalities, negotiates the purchase of electricity for its customers.

During the past decade, the Town made the following upgrades to the system:

- A new 138 kV transmission line was constructed to upgrade the town's main electric feed into the system.
- A new 25 kV substation was built, with the capability of providing dedicated service to high-demand commercial/industrial users.
- New 25 kV distribution lines out of the new substation have been constructed to upgrade the town's service and reliability to customers throughout town.
- The town's original 12 kV substation was purchased from Conectiv Energy (now Delmarva Power) and is fed from the town's new 25 kV substation.
- Through the Delaware Municipal Electric Corporation (DEMEC), the Town partnered in the construction of a 1 MW generation plant in Smyrna. The generation plant helps protect DEMEC customers from experiencing unexpected spikes in the cost of electricity.

Planned improvements to the town's electric system include the construction of additional distribution lines to provide service into developing areas and increase service reliability. The majority of these lines are being constructed to service development in the western and southern portions of town.

4-6. Telecommunications

Middletown is currently served by multiple telecommunications providers, which offer satellite, wireless, DSL, and cable Internet and television service to consumers. Community anchor institutions such as the local schools, community centers, and libraries offer high-speed Internet, multimedia, and computer availability to Middletown residents. Typical consumer Internet speeds in the Middletown area range from 10mbps to 25mbps based on Federal Communications Commission data; individual speeds may be higher or lower depending on service provider and location.

CHAPTER 5. HOUSING

5-1. Housing Characteristics

Rapid growth and new construction are changing the size and composition of Middletown's housing stock. Since 1990, the number of housing units has increased from 1,475 to 6,821 in 2010. Considering the fact that the population has more than tripled in the past two decades, more housing construction is expected in the coming years.

In 2000 the housing stock included a significantly higher proportion of manufactured homes than did the rest of the county or state, and a significantly smaller share of single-family detached units. By 2009 this had changed, as Middletown now has a smaller proportion of manufactured homes than that of the state and continues to move closer to the proportion seen in the rest of New Castle County. Also, the latest data show that Middletown now has a slightly higher proportion of single-family detached housing than that of New Castle County. The extent of new and recent construction will also leave Middletown with a significantly newer housing stock than the rest of New Castle County or the state.

5-2. Housing Inventory

Table 14 summarizes the distribution of housing unit types in Middletown and comparison areas as of the American Community Survey of 2005-2009. Middletown had a significantly larger share of attached, single-family units than the rest of New Castle County, the state, or the United States, but a significantly smaller share of multi-family units.

Table 14. Housing Stock Composition, 2009

Housing Type	Middletown		New Castle County		Delaware		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Single-family detached	2,261	56.3	114,045	53.8	221,844	57.2	78,623,904	61.6
Single-family attached	1,086	27.1	43,946	20.8	57,269	14.8	7,275,834	5.7
Multi-family	400	10.0	48,541	22.9	69,134	17.8	33,057,700	25.9
Manufactured housing or other	267	6.7	5,631	2.7	39,554	10.2	8,742,274	6.8

Source: U.S. Census American Community Survey 2005-2009.

Table 15 shows the occupancy status for Middletown, New Castle County, and Delaware. As of the 2005-2009 American Community Survey, Middletown had a slightly higher vacancy rate than that of New Castle County but still much lower than that of the state.

Table 15. Occupancy Status, 2009

Status	Middletown		New Castle County		Delaware	
	Number	Percent	Number	Percent	Number	Percent
Occupied	3,638	90.6	195,137	92.0	325,160	83.9
Vacant	376	9.4	17,026	8.0	62,641	16.1
Total	4,014	100.0	212,163	100.0	387,801	100.0

Source: U.S. Census American Community Survey 2005-2009.

Table 16 compares the age of Middletown’s occupied housing stock to the county, state, and country using data from the 2005-2009 American Community Survey. The data show that the age of Middletown’s 3,638 occupied housing units reflects the large increase in population and housing units for the area beginning in the 1990s and continuing into the 2000s. More than 58 percent of Middletown’s occupied housing stock was built during the past decade. The comparable proportions for New Castle County, the state, and the United States range between 8.5 percent and 14 percent.

Table 16. Age of Occupied Housing Units, 2009

Year Built	Middletown		New Castle County		Delaware		United States	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
2000 to present	2,121	58.3	16,587	8.5	45,522	14.0	12,837,657	11.4
1980 to 1999	789	21.7	56,395	28.9	104,376	32.1	32,431,976	28.8
1940 to 1979	488	13.4	99,130	50.8	142,095	43.7	51,688,462	45.9
1939 or earlier	240	6.6	23,026	11.8	33,166	10.2	15,765,544	14.0
Total	3,638	100.0	195,137	100.0	325,160	100.0	112,723,639	100.0

Source: U.S. Census American Community Survey 2005-2009.

The median value of specified owner-occupied units in Middletown was reported by the 2005-2009 American Community Survey as \$259,600. As of the 2000 Census, that number was only \$116,900. For the Middletown-Odessa CCD the median value was even higher—\$328,600. Both the town and the CCD have a median owner-occupied-unit value that is higher than those of New Castle County (\$245,800), Delaware (\$235,000), and the United States (\$185,400). The 122 percent increase in Middletown’s median housing-unit value since the U.S. Census 2000 was much higher than the 55 percent national increase over the same period, and well above increases in the state (80 percent) and county (81 percent).

The most currently available real estate data from the Delaware State Housing Authority show that for the second quarter of 2009 the median sale price for a home in the Middletown-Odessa area was \$275,000 and the average price was \$282,273. These numbers have continued to rise despite the recession and housing slump during the latter part of the decade, and both of these figures are higher than those for all of New Castle County (\$225,000 median and \$256,541 average). As of July 2011, online real estate listings suggested that prices for new units in Middletown ranged from \$250,000 to \$400,000 or more for single-family detached units.

5-3. Housing Pipeline

While the housing slump has led to a slower pace of development than predicted in the town’s 2005 Comprehensive Plan, the real estate market in Middletown has remained strong relative to other areas. Single-family and townhouse types predominate the mix of new residential units permitted and planned. Table 17 summarizes the mix of residential units existing as of the latest American Community Survey (ACS) 5-Year Estimates, units developed from January 2010 through June 2011, and those planned for future construction as of June 2011.

Table 17. Existing and Planned Middletown Residential Units

Unit Types	ACS 2009 Estimate	Completed After January 2010	Approved, but not yet Constructed	Total Existing or Proposed
Single-family detached	2,261	70	1,079	3,410
Single-family attached	1,086	64	1,167	2,317
Duplex	91	1	226	318
Multiple-dwelling units	309	0	921	1,230
Mobile home	267	0	0	267
Total housing units	4,014	135	3,393	7,542

Sources: Town of Middletown, 2010, 2011. U.S. Census American Community Survey 2005-2009.

5-4. Housing Needs

The preservation and provision of affordable housing for Middletown's lower-income residents is a matter of concern as the development of owner-occupied dwellings proceeds and housing prices increase. Preservation and expansion of the affordable rental housing stock and of affordable-housing options for the residents may be of concern in the future.

Over half of Middletown's renting households paid more for housing than the proportion of household income conventionally considered affordable. American Community Survey 2005-2009 estimates indicate that gross rents exceeded 30 percent of household income for a slightly higher proportion (51.3 percent) of Middletown's renters, compared to that of New Castle County (46.3 percent), Delaware (45.8 percent), or the United States (46.2 percent). This suggests that a significant share of Middletown's renting households is particularly vulnerable to increases in rental costs. At the same time, rents as reported by the ACS were generally lower in Middletown than elsewhere in Delaware, with median monthly gross rents at \$729 in Middletown compared to \$933 in New Castle County and \$911 statewide. This could indicate that renting households would have fewer options for alternative housing if displaced from their homes by rent increases.

The Delaware State Housing Authority has a number of tools and strategies that can be employed to encourage the development of affordable housing options. These can be found at the Affordable Housing Resource Center on their website, (www.destatehousing.com).

Middletown's zoning and subdivision regulations provide for mixing of housing types as well as communities that mix residential and commercial uses. This type of regulatory environment encourages a diverse housing stock by creating opportunities for the construction of rental and condominium apartments. It also provides incentives for the development of infill properties.

Changing demographics are likely to impact future home development in Middletown. As the baby-boomer generation retires, demand for large homes in suburban locations may decrease. Retirees may prefer homes similar to the types that many first-time homebuyers would choose—downsized, single-family homes or townhomes located close to services and public transportation. Middletown can prepare for this possible demographic shift by continuing a regulatory and planning environment that permits subdivisions with a mix of housing types and commercial enterprises.

5-5. Affordable Housing and Housing Rehabilitation

For the most part, new houses being constructed in Middletown have a higher selling price than do existing homes in Middletown, and persons purchasing these new homes tend to have higher household incomes than do existing Middletown residents. Middletown does have a fairly large existing stock of affordable housing, including a manufactured-home community, multi-family homes, townhomes, and apartments. As property values in Middletown rise, those living in affordable housing may be forced to pay an increasing portion of their income for housing costs. This creates concerns, since those living in affordable housing tend to be those least able to absorb increases in monthly expenses.

Often what makes housing affordable is its age and condition. While it is certainly desirable from an affordable-housing standpoint that there are houses of a variety of ages, sizes, and values in a community, it is equally desirable that the housing stock be in adequate and safe condition. With many older homes in town, providing for a sound housing stock will likely be a continuing challenge for Middletown. The following recommendations are made for consideration with regard to the challenges facing Middletown in terms of affordable-housing provision and condition of housing stock:

- **Continue land use regulations that support diversification of housing stock.**—Zoning that allows for a variety of housing types including manufactured homes, apartments, condominiums, and multi-family homes should continue to encourage maintenance of existing, and construction of new, affordable housing.
- **Coordinate to promote development of affordable housing.**—Development and redevelopment of affordable housing has already begun in some parts of Middletown. For example, areas on Lake Street have been targeted for the construction of Habitat for Humanity homes. The Town should support the continued development of affordable housing in Middletown by coordinating with the Delaware State Housing Authority, developers, and relevant non-profit organizations, such as Habitat for Humanity of New Castle County.
- **Ensure that town regulations adhere to the Fair Housing Act.**—Middletown land use regulations, specifically group-housing regulations, should be made consistent with the Fair Housing Act. The Delaware State code is in compliance with Fair Housing Act standards and could be used as a reference for Middletown. For additional information and guidance on housing policy reference *Statewide Analysis of Impediments to Fair Housing Choice*, a collaborative effort by the cities of Wilmington and Dover, New Castle County, and the State Housing Authority (<http://www.destatehousing.com/FormsAndInformation/pubs.php>).
- **Seek funding for housing rehabilitation and affordable housing development.**—There are existing programs in Delaware that provide funding for housing rehabilitation and affordable-housing development. The Town should promote individual involvement in, and seek funding from, programs including the variety of programs administered by the Delaware State Housing Authority and the Historic Preservation Tax Credit Program, administered by the State Historic Preservation Office.
- **Encourage universal design in new development.**—Assisted- and independent retirement-living communities incorporate universal design components into buildings and facilities to better serve the

elderly and disabled. For more information about universal design principles reference the Center for Universal Design (www.ncsu.edu/project/design-projects/udi).

CHAPTER 6. TRANSPORTATION

This chapter provides an inventory of the transportation system in Middletown, identifies issues that need to be addressed, notes planned improvements to the transportation network, and recommends actions to ensure maximum mobility for all transportation modes in Middletown.

Map 2 shows the transportation network serving the Middletown area and the proposed alignment U.S. 301. It includes not only streets and roads but also sidewalks, trails, and bike routes.

6-1. Transportation Planning Trends

Since Middletown's most recent plan update, the State has somewhat shifted the focus/goals of its statewide transportation agenda. While motor vehicle-related projects do, and will continue to, receive the overwhelming majority of investment; there has been an increasing focus on non-motorized modes, mainly biking and walking.

In 2009 Governor Jack Markell signed Executive Order Number Six—Creating a Complete Streets Policy. This order compels the DelDOT to ensure that the needs of bicyclists and pedestrians are taken into account whenever the state builds or does significant maintenance work to existing state-maintained roadways. Effectively, the order strengthens the standard concerning the presence of bike and pedestrian amenities to the level where their exclusion must be demonstrated to be wholly infeasible or impracticable.

Similarly, in 2011 the 146th General Assembly passed Senate Concurrent Resolution #13. The Bond Bill Committee voted to fund the measure with \$7.5-million, a figure the state hopes to leverage into the tens of millions via various grants. This measure requests that DelDOT explore and plan how “to create contiguous systems or networks of walkways and bikeways within and between cities and towns in Delaware in order to provide travelers with the opportunity for safe, convenient, cost-effective and healthy transportation via walking and bicycling.”

Finally, in October 2011, an MOU was initiated between DNREC and DelDOT to implement the resolution and, among other things, “link Delaware communities internally to support more sustainable local economies and externally expand the linkages between the state's neighborhoods, towns, and cities.”

There has long been informal discussion regarding trails and bikeways linking towns in the Middletown-Odessa-Townsend (MOT) region of Southern New Castle County (SNCC). The town may wish to pursue these types of projects while they remain popular and funding is available.

6-2. Roads and Traffic

The transportation system in the Town of Middletown consists of roadways, rail, sidewalks, and DART First State buses. This section of the transportation chapter provides a brief overview of the major modes of transportation currently found in Middletown.

6-2a. Roadways

As development pressure increased in the greater-Middletown region, congestion on area roads also increased. Middletown's major roadways include Main Street (SR 299), Broad Street (SR 71), and U.S. Route 301. Middletown also has many primarily grid-pattern streets in its historic core and curvilinear street patterns in many new subdivisions.

Like most old railroad towns, Middletown's historic core, surrounding the intersection of Main and Broad Streets, is generally laid out in a grid pattern with ample intersecting roads and sidewalks. As growth and development occurred outside of Middletown's original center, subdivisions tended to develop in a stem-and-leaf pattern off the town's major arteries. Consistent with typical suburban development, these more recent subdivisions typically reinforced the role of the automobile as the primary method of transportation around town. These newer developments typically have few, if any, vehicle, pedestrian, or bicycle connections between neighborhoods.

Recent traffic-count numbers indicate that traffic in and around Middletown had increased rapidly and may recently have stabilized, likely in tandem with the municipality's concurrent growth in population and households.

DelDOT periodically conducts traffic counts for several roadway segments in Middletown including SR 299, U.S. Route 301, and SR 71. According to a 2010 DelDOT count, just over 15,000 Average Annual Daily Trips (AADT) are undertaken on SR 299, 15,328 between U.S. Route 301 and Peterson Road and 15,107 between Peterson Road and the town's eastern limits. No prior count for these segments that was not severely dated was available for comparison.

DelDOT's counts for U.S. Route 301 suggest moderate traffic increases since the last available count in 1999. In 1999 DelDOT counted 9,763 AADT between Levels and Peterson Roads. By 2003 AADT was listed at 12,974; it is up slightly to 13,614 in 2010. Between Peterson Road and North Broad Street, the 1999 AADT was measured at 9,391. In 2009 AADT was 10,411. Although data show that rate halved in 2010 (5,030 AADT), DelDOT believes this figure to be in error, likely higher than reported.

Though not conclusive, DelDOT AADT figures suggest traffic may have declined on SR 71. A 1999 count between the town's southern limits and Park Place (9,422 AADT) had fallen to 9,328 by the most recent count in 2005. Only a 2006 count was available for SR 71 between Park Place and SR 299 (9,559). Between SR 299 and Lockwood Street, all three available counts (2003, 2004, and 2010) show a steady decline from an AADT of 11,965 to 11,604 to 9,453, respectively. Counts also declined for the segment between Lockwood Street and the town's northern bounds—13,490 (2002) and 12,095 (2010).

WILMAPCO's 2009 *Congestion Management System Summary* (CMS) identified and analyzed the U.S. Route 301 corridor in the Middletown area as a congestion-management-system corridor, extending from town to its split with SR 896. The southernmost segment of U.S. Route 301 (entirely within the municipal boundary) was given mid-level significance, with the remainder of the segment characterized as somewhat minor. The majority of SR 299 within Middletown was given the same classification.

The CMS employs a holistic approach to identifying and addressing congestion in the WILMAPCO region. WILMAPCO's CMS also identified trends in the U.S. Route 301/SR 896 corridor. From 2000 to 2008, it detailed a 67 percent increase in population, a 57 percent increase in gross employment, a 41 percent increase in AADT (2000-2007), and a 12 percent reduction in peak travel speeds on U.S. Route 301.

Trends from the explosive growth years of the late 1990s until the housing crisis began around 2008, it remains to be seen if the town will have to cope with continuing and increasing congestion, or if rates of increase will revert to much more incremental rates of growth. In either instance, Middletown will need to balance the needs of community character, pedestrian and bicyclist mobility, and vehicle commuters when making decisions that will impact the town's transportation network.

As noted previously, the U.S. Route 301/SR 896 corridor in the Middletown region was identified as a congestion-management corridor. Key indicators leading to this corridor's identification include rapid population and household growth in the corridor and the resulting stress that this growth has and will likely continue to put on roadways in the corridor. The *2009 Congestion Management System Summary* identified several strategies that could be employed to help mitigate congestion along the U.S. Route 301/SR 896 corridor. These strategies include:

- Exclusive Right of Way – New Rail Services
- Exclusive Right of Way – New Bus Facilities
- Fleet Expansion – Rail and Bus Capacity
- Improved Intermodal Connections – Improved Physical and Operational Connections between Modes (car, bus, bike, pedestrian)
- Transit Signal Preemption – Transit
- Improved/Expanded Bicycle Network and Facilities
- Improved/Expanded Pedestrian Network Facilities
- Intersection Geometric/Channelization/Turn Restriction Improvements
- Intersection Signalization Improvements
- Coordinated Intersection Signals (ITS) – Signal Progression/Timing
- Incident Management – Detection, Response, and Clearance
- Elimination of Bottlenecks – High Traffic Areas Where One or More Travel Lanes are Removed
- Access Control/Roadway Frontage – Engineering or Regulatory Approaches to Limit “Side Friction,” or Undesirable Numbers of Local-Access Traffic.
- Arterial Freeway Lanes – Increasing Capacity of Congested Arterials via Additional Travel Lanes
- Interchanges – Addition of Interchanges to Increase Capacity
- Relief Routes

6-3. Non-Automotive Travel

6-3a. Bicycle Traffic

Delaware Bicycle Route 1, running from Brandywine Creek State Park in New Castle County to the Atlantic Ocean in Sussex County, passes through Middletown on Bunker Hill Road, East Main Street, and South Broad Street. The *New Castle County, Delaware Bicycle Map*, produced by DelDOT in 2002 and updated periodically, evaluated the cycling conditions on roadways in New Castle County, including Middletown.

Several roadway segments in Middletown were identified and graded. Summit Bridge Road, Wiggins Mill Road, the majority of South Broad Street, Silver Lake Road, and Main Street east of Silver Lake Road were ranked as having “Above Average” cycling conditions. The remaining road segments in town were ranked as having “Average” cycling conditions with the exception of the following that were rated as having “Below Average” cycling conditions: West Main Street near the intersection with U.S. Route 301, North Broad Street, and the northern portion of South Broad Street. The definitions of these cycling condition ratings appear in Table 18.

Table 18. Cycling Conditions Ratings

Rating	Description
Above Average	Most suitable for on-road cycling. A majority of cyclists would find conditions favorable.
Average	Moderately suitable for on-road cycling. Cyclists of lesser skill and experience riding in traffic may find conditions unfavorable.
Below Average	Least suitable for on-road cycling. Cyclists of advanced skill and experience riding in traffic may find conditions unfavorable.

Source: New Castle County, Delaware Bicycle Map, DelDOT, 2002

The most recent version of this publication (Figure 3, on the next page) no longer ranks roadway segments as to their condition. Instead, it delineates roadways with, and without, a “bikeway,” with the caveat that bikeways may or may not include marked shoulders and may simply be roadways with wide outside lanes.

As Figure 3 shows, colored segments with a black outline are considered bike routes. Segments without a dark outline are considered as lacking bicycle facilities. It should be noted that, typically, the League of American Bicyclists and other similar national cycling organizations don’t always look favorably upon unmarked, wide lanes, particularly on trafficked roadways. Wide lanes tend to have the effect of increasing vehicular travel speeds. The town may wish to consider conducting its own assessment of cycling and pedestrian networks and conditions in and around town.

Middletown is located a short bike ride away from the Chesapeake & Delaware Canal Greenway. This greenway runs from Delaware City in the east to Chesapeake City, Md., in the west and connects with Lums Pond State Park. Middletown is also located a short bike ride away from Wiggins Mill Park.

Technical designations aside, marked bicycle paths are lacking along most of the roads in Middletown. As road upgrades take place, bicycle paths should be added to the busier roadways in Middletown in

order to ensure the safety and viability of bicycle travel in town. The addition of dedicated bicycle paths between subdivisions and in existing parks should help to provide for viable and safe bicycle travel in the Middletown region. These incremental upgrades are of the type DelDOT has been charged with adding during new construction or major maintenance. The town should work with DelDOT to ensure it has input into the process. The town could also consider entering into a Memorandum of Understanding (MOU) with DelDOT, and/or passing its own Complete Streets ordinance.

Figure 3. Middletown Bicycle Map



Source: <http://bike.deldot.gov>

6-3b. Pedestrian Ways

Sidewalks run throughout Middletown, both in the downtown area and within individual subdivisions. The central downtown area is generally pedestrian-friendly. However, sidewalk conditions along parts of Main Street and the traffic volumes along Broad and Main Streets have historically made walking in these areas difficult at times. Recent improvements to Main Street's sidewalk network have gone a long way to address concerns over their condition. Traffic-calming measures, improved signage and crosswalks, enforcement, and improved timing of crosswalk lights may help to better accommodate pedestrian traffic along these roads.

Of greater concern is pedestrian travel outside the immediate downtown, as it becomes markedly more difficult. The issue quickly becomes one not of sidewalk condition, but existence. Outside of the downtown area, there are long stretches where sidewalks are not provided. Also, pedestrians walking to commercial centers are often confronted by large parking lots with no dedicated pedestrian pathways

leading to the stores or neighboring destinations. These problems could be lessened through the filling-in of sidewalk gaps throughout town and the requirement that commercial and institutional sites be designed to be as pedestrian-friendly as possible. Again, these types of issues are specifically what DelDOT's Complete Streets policy was designed to address. Close and proactive coordination with the state's department of transportation is advisable to make sure Middletown receives a share of investment proportional to its newfound status as one of the state's largest and fastest growing municipalities.

6-3c. Railroads

The major north-south railroad line on the Delmarva Peninsula runs roughly parallel to Broad Street through Middletown. This railroad line connects Middletown with the northeast corridor, thus providing transportation to statewide and regional destinations. The rail line is owned by Norfolk Southern and is currently only used to move freight. Studies are being conducted that may eventually bring passenger rail service to Middletown. Two potential locations for these facilities have been identified, specifically one along Industrial Boulevard and one along U.S. Route 301 north of Peterson Road.

6-3d. Public Transportation

The public transportation provided to Middletown is operated by DART First State. DART First State operates fixed-route service in New Castle County. The Middletown shuttle connects with the U.S. Route 301/Wilmington-Dover/Intercounty route, which connects with routes in both northern New Castle County and Kent County. In 2009 DART added service between Middletown and Odessa, Route 43. Actually an expansion of the Middletown Shuttle, the new service connects the two towns with the upgraded SR 299 Park-and-Ride. The new service also makes DART Route 45 (Odessa to Wilmington) a viable option for Middletown's transit users. Route 45 is an express route, stopping only at the SR 299 Park and Ride, Boyd's Corner, and Downtown Wilmington.

Park-and-Ride lots in the Middletown area are located at:

- Bethesda United Methodist Church at 116 East Main Street
- South of town at the State Highway Maintenance Yard
- The intersection of U.S. Route 13 and SR 15
- Pine Tree Corners east of Townsend at the intersection of U.S. Route 13 and Road 25
- The intersection of SR 299/Gloucester Drive and SR 1. DART Route 43 connects the in-town Park-and-Ride lots with this location.

DART Paratransit service provides a door-to-door transportation service for elderly and disabled riders. Paratransit rides need to be arranged at least one day in advance. Also available is the Senior Citizens Affordable Taxi (SCAT) service, which provides elderly or disabled persons with a 50 percent discount on taxi fares from participating companies.

6-3e. Aviation

The Summit Aviation airport is the closest airport to Middletown and is located north of town on U.S. Route 301 at Summit Bridge. Summit Aviation services small planes and consists of a 4,500-foot paved runway. The closest larger facilities are the New Castle County Airport near Wilmington, with a 7,165-foot paved runway, and the Dover Air Force Base Civil Air Terminal, with a 13,000-foot-long paved runway. The nearest regular passenger air service is provided at the Philadelphia International Airport,

approximately 60 miles to the north of Middletown. In addition, the Baltimore-Washington International Airport is located approximately 75 miles to the west. The Delaware Airpark in Cheswold, Del., located 22 miles due south, is home to 45 aircraft and Delaware State University's flight-training program. It serves both corporate and recreational flyers year-round.

6-4. Planned Transportation Improvements and Studies

A number of improvements have been made since the town's most recent 2005 plan update. A traffic signal was installed on SR 299 near the high school at Dove Run Boulevard to address an unsafe crossing. U.S. Route 301 was widened from two to four travel lanes, with curbs, gutters, sidewalks, drainage, etc., from Levels Road to Ash Boulevard. St. Annes Church Road was reconstructed to provide 11-foot-wide travel lanes and five-foot-wide shoulders from Levels Road to the Norfolk Southern rail bridge. A segment of Choptank Road (N437 to N433) was widened to two 11-foot-wide travel lanes and five-foot-wide shoulders/bike lanes, with several roundabouts also installed. Lastly, a small bridge (BR 1-404) on Cedar Lane has undergone reconstruction. The following are new/ongoing initiatives:

Middletown-Odessa Road

The Middletown Town Council has adopted an "Eastown Plan" for the Middletown-Odessa corridor. According to DelDOT, project development for Middletown-Odessa Road (SR 299) from Silver Lake Road to SR 1 is approximately 80 percent complete and ongoing. However, there is no longer any state or federal funds programmed to complete the remaining 20 percent of the design or to do the construction. DelDOT reports it has submitted a draft of a cost-sharing agreement to Middletown, whereby the municipality would work with developers in the area to complete the work. In its Preliminary Land Use Service (PLUS) comments, DelDOT recommended the town move forward with the execution of said agreement in order to complete the design and develop funding for the improvements as needed.

Project development will determine the ultimate solution for traffic congestion and intersection improvements throughout this area. As the future character of Middletown's Main Street depends on the eventual outcome of this project, Middletown should be actively involved in this project's development and planning.

Westown Projects

A tri-party agreement among the Westown development group, Middletown, and DelDOT has been executed in order to coordinate private development construction with necessary infrastructure improvements to public utilities and roadways. The project appears in the DelDOT and WILMAPCO Transportation Improvement Plans from 2011 to 2015. As noted above, the widening of U.S. Route 301 and the reconstruction of St. Annes Church Road have already been accomplished.

Levels Road, between the MOT Charter School and U.S. Route 301, is also slated for reconstruction to provide 12-foot-wide travel lanes and eight-foot-wide shoulders as far as the future Industrial Drive, then narrowing to 11-foot-wide lanes and five-foot-wide shoulders north to the existing culvert.

Bunker Hill Road, between U.S. Route 301 and Choptank Road, will be reconstructed to provide two 11-foot-wide travel lanes, five-foot-wide shoulders, and sidewalks. Lastly, Wiggins Mill Road is scheduled for a reconstruction to two 11-foot-wide travel lanes, five-foot-wide shoulders, and provisions for drainage and private utilities. Levels Road, Bunker Hill Road, and Wiggins Mill Road will be completed when development creates the need. These, along with the completed improvements, are being undertaken in order to support development in Middletown.

U.S. Route 301: Maryland State Line to SR 1

Closely related to many of the other improvements discussed is the ongoing U.S. Route 301 project. Beginning in 2005, an inclusive planning/public outreach initiative was undertaken. Of several alternatives, the Federal Highway Administration (FHWA) signed off on the Green North + Spur Road alternative in 2008. It calls for a new, limited access, tolled U.S. Route 301 with four lanes (two in each direction) from the state line north to SR 1. The two-lane Spur Road will be installed in the vicinity of Armstrong Corner Road and Summit Bridge Road, just north of Middletown. The project appears in the DelDOT budget until at least 2017.

Passenger Rail: Newark to Middletown

The Delaware Passenger Rail Engineering Study Report was completed in January 2002, and the Delaware Passenger Rail Operations Study Report was completed in May 2003. Both plans concluded that capital and maintenance costs of potential passenger rail service south of the Chesapeake & Delaware Canal would be reasonable compared to other rail systems in the U.S. and that the preferable rail route is Wilmington-Newark-Middletown. While current ridership projections do not justify the extension of service south of Middletown, the long-term objective is to provide passenger-rail service south to Dover as development along SR 1 continues.

The provision of passenger-rail service to Middletown holds the potential to allow for at least some commuters to utilize passenger-rail service rather than individual automobiles for commuting. Rail service, with a train station located in Middletown would likely continue to increase the attractiveness of the town as a place to live and work. As plans are developed, the town administration and residents should be actively involved in how passenger-rail service will be provided. DelDOT has indicated this is still a long-term project.

Cedar Lane Road from Marl Pit Road to Boyds Corner Road

Though recently resurfaced, Cedar Lane Road is slated to be reconstructed to provide 12-foot-wide travel lanes, eight-foot-wide shoulders, drainage, and a 10-foot-wide multi-use path. This multi-use path is the first phase of a trail system that will eventually extend to trails along the Canal. Construction will be phased with the pace of development in southern New Castle County.

Chesapeake & Delaware Canal Recreation Study/SR 9 Scenic Byway

The Chesapeake & Delaware Canal stretches 17 miles through Delaware and Maryland, connecting the Delaware River and the Chesapeake Bay. According to the U.S. Army Corps of Engineers, the study's main goal is to work with Delaware and Maryland agencies and other interested partners to investigate potential future recreational uses and connections to this unique natural feature. Delaware has proposed a heritage scenic byway, traversing the canal, running north/south along SR 9, roughly parallel to the

Delaware River. At present, a corridor management plan for SR 9 is being performed. Although the proposed route is slightly east of Odessa, the possibility of a connection exists, particularly with recent improvements to SR 299. The town should try to stay abreast of both initiatives. According to Delaware Greenways, a connection to Middletown from either project is a long-term objective.

Details on all of the projects listed above are available in DelDOT's and WILMAPCO's transportation/capital improvement plans. Each is updated periodically, but is available online at wilmapco.org and deldot.gov. Detailed trail plans and proposals throughout the state can be reviewed at <http://governor.delaware.gov/information/proposedprogram.shtml> and www.dnrec.delaware.gov/parks/Information/Pages/1st-State-Trails.aspx.

6-5. Additional Transportation Issues

The Town held a public meeting on January 31, 2012, at which residents expressed concern regarding a number of transportation issues within and around the town. The most often mentioned issue was that there is too much traffic and congestion on Main Street, SR 299.

Other attendees noted it is difficult to access U.S. Route 301, particularly when going north. Residents also worried about increased truck traffic, largely due to the increasing commercial activity in the Westown area, and pondered ways of mitigating its effects on SR 299. More ambitious proposals from residents included resuming a dialogue with DelDOT regarding an exit off of SR 1 at Townsend (thus precluding truck traffic from having to traverse town from east to west) and some sort of negotiation or memorandum of understanding with emerging businesses, with the goal of having most deliveries and shipments occurring at off-peak hours. Another attendee suggested a wholesale SR 299 bypass and converting the route to directional pairs (two one-way streets, side by side, running opposing directions).

Cycling and walking were also prominent concerns. Residents generally felt the town's main streets (SR 299 and U.S. Route 301) were too heavily trafficked for safe bicycle riding and generally lacked adequate, off-road facilities or bike lanes. Some felt that a designated east/west route, paralleling S.R. 299, would be the best option for cyclists. Where any designated bike paths may be installed, some suggested mile markers on the signs, allowing cyclists to easily calculate how far they had ridden. Participants also noted that DART's 301 Route was running at or near capacity and may need to be expanded.

CHAPTER 7. ECONOMIC DEVELOPMENT AND REDEVELOPMENT

Economic development includes policies and practices that enhance the local tax base, create and retain employment opportunities for local residents, and promote ready access for residents to desired goods and services. Market trends in the development of southern New Castle County are likely to result in Middletown becoming a significant commercial hub for the surrounding area over the next 20 years. This will create a range of employment opportunities, especially service- and retail-related, and business investments, as well as ready access to a broad variety of goods and services for residents. At the same time, the ongoing peripheral commercial development and accompanying increases in traffic volume will require active efforts to prevent overbuilding of new retail space and to preserve the viability of older commercial developments, including the historic center of town.

7-1. Major Employers

Table 19 lists Middletown's major employers. As the table indicates, there are a variety of types of business in the town.

Table 19. Middletown Major Employers, 2012

Employer Name	Type of Business	Number of Employees
Appoquinimink School District	Education	614 (a)
WalMart Stores	Retail	560
Johnson Controls, Inc.	Battery Manufacturer	290
DelStar Technologies, Inc.	Plastic Netting Manufacturer	155
Town of Middletown	Government	150
Kohl's	Retail Department Store	144
Lowe's Home Center	Retail Home Improvement	132
Home Depot	Retail Home Improvement	120
Letica Corporation	Plastic Containers Manufacturer	106
NAPA/Quaker City	Auto Parts Sales & Distribution	103
Giant Food	Retail Grocery Store	93
Acme	Retail Grocery Store	87
Wawa	Convenience Store	64
Walgreens	Pharmacy	53
Food Lion	Retail Grocery Store	50
MacDermid Imaging Technology, Inc.	Chemicals	43
Rinker Materials Corporation	Concrete Pipe Manufacturer	20

Note: (a) Middletown only; total for district is 1,135.

Source: Town of Middletown, 2012.

On January 9, 2012, the Town Council approved a development plan for a one-million-square-foot distribution center that will be occupied by Amazon.com. It is anticipated that this center will provide 849 new, full-time jobs for manual laborers, managers, operations staff, and supervisors. Additionally, it is expected that there will be more than 2,000 seasonal jobs lasting up to three months twice each year.

7-2 Employment and Unemployment

Table 20 presents the employment status for persons in the labor force for New Castle County, the state, and the United States. In addition to persons working, the labor force includes those able and available

for work and actively searching for work. Residents of New Castle County—the smallest jurisdiction for which accurate data were available—are unemployed at a lower rate than those of Delaware and the United States. Despite the economic downturn, the economy in New Castle County and Delaware has remained relatively strong.

Table 20. Employment Status

Employment Status	New Castle County		Delaware		United States	
	Number	Percent	Number	Percent	Number	Percent
Employed	243,854	93.1	395,199	92.4	140,580,000	91.4
Unemployed	18,039	6.9	32,505	7.6	13,303,000	8.6
Labor Force	261,893	100.0	427,704	100.0	153,883,000	100.0

Sources: Delaware Department of Labor, Office of Labor Market Information, Seasonally Adjusted, as of November 2011.
U.S. Department of Labor, Bureau of Labor Statistics, Seasonally Adjusted, as of November 2011.

7-3. Commuting to Work

Most Middletown residents drove out of town for work according to the U.S. Census 2010. Of the 7,835 residents who commuted, approximately 96 percent traveled outside their place of residence to work, with over 92 percent commuting by car, van, or truck. Mean travel time to work was higher for Middletown residents than other Delawareans, 32.3 minutes for Middletown residents, compared to 24.1 minutes statewide. These figures are consistent with those for the rest of the MOT area.

7-4. Occupations

As shown in Table 21, Middletown residents' employment by occupational category in 2010 was very similar to the rest of New Castle County and Delaware as a whole. There was significant growth in the Management, Business, Science, and Arts categories in Middletown from 2000 to 2010. Middletown had a smaller number of people working in Sales and Office occupations in 2010 than the rest of New Castle County and Delaware, a change from ten years earlier. Blue-collar occupations were significantly reduced in the past ten years as well, and are now more similar to the figures for the state and nation.

Table 21. Occupations in Middletown, New Castle County, Delaware, and the United States

Occupational Category	Percent							
	Middletown		New Castle County		Delaware		United States	
	2000	2010*	2000	2010*	2000	2010*	2000	2010*
Management, Business, Science & Arts	25.6	42.3	39.1	40.8	35.3	36.8	33.6	35.3
Service	14.9	18.5	13.4	15.9	14.6	17.0	14.9	17.1
Sales & Office	31.3	21.6	28.4	26	27.6	26.0	26.7	25.4
Farming, Fishing, and Forestry *	0.3	N	0.3	N	0.5	N	0.7	N
Construction, Extraction, & Maintenance**	10.5	N	8.1	N	9.5	N	9.4	N
Natural Resource, Construction, & Maintenance **	N	7.6	N	7.9	N	9.6	N	9.8
Production, Transportation, & Material Moving	17.3	10.1	10.7	9.5	12.5	10.6	14.6	12.4

Notes: N = No Data

* 2010 data from the American Community Survey 5-year estimates program was collected from 2006-2010 and represents the average value over that time.

** In the latest datasets the categories “Farming, Fishing, and Forestry” and “Construction, Extraction, and Maintenance Occupations” were not included, but a new category entitled “Natural Resource, Construction, and Maintenance Operations” was created.

Source: U.S. Census 2000, Summary File 3; U.S. Census American Community Survey, 2006-2010.

7-5. Economic-Development Plan

Significant economic development, including new retail centers, enhanced professional- and personal-service options, and employment centers, has accompanied the rapid residential development occurring in the Middletown area. This plan section collectively addresses economic-development and -redevelopment issues in Middletown and sets forth recommendations aimed at focusing the town’s economic-development and -redevelopment efforts.

7-3a. Redevelopment

Middletown has and will continue to be impacted by ongoing new development in the area. This impact creates the need to develop strategies to enhance the vitality of existing development and properties in Middletown. Middletown’s major redevelopment issues include downtown revitalization, property vacancies, housing-stock rehabilitation, and the continued provision of a diverse housing stock.

Downtown Revitalization

This Comprehensive Plan Update recommends developing the downtown as a regional destination for business, arts, entertainment, and cultural uses. Coordination must occur between downtown business owners and residents to identify hurdles to an improved downtown. Regulatory barriers to downtown revitalization should be addressed to ensure that Middletown remains competitive and vibrant in the future.

Commercial Vacancies

This Comprehensive Plan Update recommends improving coordination with Middletown property owners. Redevelopment of aging or vacant commercial properties can restore their value. The Town has been active in redeveloping older commercial centers where possible, particularly with its choice to locate the new Town Hall on the site of the old Acme building. Middletown should work with property

owners of those commercial and vacant developments experiencing high vacancy rates to improve occupancy levels.

7-3b. Economic and Community Development

Business investment and the resulting business growth and employment opportunities in the retail and service sectors will occur without public intervention as capital is attracted to the market opportunities presented by Middletown's rapidly growing population. However, there are measures that the town can take to further create positive economic conditions in Middletown. Key economic-development issues in Middletown include maintaining and expanding a viable downtown business district, retaining and attracting employment opportunities in town, preventing excess retail vacancy, and enabling workforce-development efforts.

This plan recommends that the town consider the following:

- **Maintain and Expand a Viable Downtown Business District:** Keys to developing the downtown business district include creating a business-friendly regulatory environment, cultivating an accessible and inviting downtown destination atmosphere, and positioning the Main Street district to serve a diversity of emerging businesses in the future.
- **Retain and Attract Employment Opportunities:** To attract new employers and retain existing employers, this plan recommends that sufficient land be zoned for commercial and industrial uses. It also recommends working with relevant state agencies, prospective businesses, and investors.

CHAPTER 8. NATURAL RESOURCES

Middletown is located in an area of Delaware that is rich in natural resources that have significant aesthetic, recreational, and economic value. The town continues to make progress in implementing policies and programs intended to strike a balance for protecting these natural resources while still facilitating healthy economic-development activity. This chapter presents a summary of these natural resources and environmental policies, identifies issues of concern, and provides recommended actions for implementing sound natural-resources management policy. These resources are depicted on Map 3.

8-1. Physical Characteristics

Middletown is located within the Atlantic coastal plain, a relatively flat landform stretching from northern New Jersey to southern Florida. The elevations within the town range from about eight feet above sea level near the western end of Silver Lake to about 75 feet near the northern-most edge of town. As is typical with this landform, there are several water features within Middletown including the Appoquinimink River, Drawyer's Creek, Silver Lake, and Noxontown Pond.

The principal soil-mapping unit in the vicinity of Middletown is the Reybold series. These soils are characterized by nearly level to up to a ten percent slope, drain very well, and are deep. They are good soils for agricultural use and forests, although very little forest area remains on these soils.

8-2. Water Resources

The quality and quantity of water available in the Middletown area has been and will continue to be very important to the public health of town residents and sustainable economic growth in and around the town. This section deals primarily with water-quality issues and actions that the town can take to minimize negative impacts on water quality in the region.

Drinking Water Sources

Drinking water in Middletown is drawn from the Magothy and Upper Potomac Formation aquifers. These aquifers are considered as confined, since significant clay layers exist between the ground surface and the screens in the wells that are located from 285 feet to 846 feet. The clay helps insulate the aquifers from activities on the land surface that could potentially pollute the aquifers, including septic systems, lawn chemicals, agricultural fertilizers, and road salt applied during the winter. Middletown's drinking-water supply often contains naturally occurring elements in trace quantities like iron, chloride, and sodium. Water suppliers are required to publish an annual Water Quality Report and the most recent report for Middletown, developed in April 2011 for the town by the Artesian Water Company, is always available on the town's website (www.middletownde.org). It provides results of testing performed throughout the year and explains health risks associated with substances found in the tests.

Excellent-Recharge Areas

As depicted on Map 3, a significant portion of Middletown's land area is classified as having excellent-recharge potential. This designation means that these areas have geologic properties that provide the best ability to transmit water from the ground surface to the water table. Protecting these areas from

contaminants is important since these areas allow for relatively rapid transmission of potential contaminants into the water table. Measures aimed at protecting excellent-recharge areas include prohibiting the storage of hazardous materials and limiting impervious surface cover to allow for the natural replenishment of aquifers.

Watersheds

A watershed is all of the land that water moves across or under while flowing to a specific body of water and includes the plants, animals, and humans who live and work within it. Most of Middletown is located within the Appoquinimink River watershed, which drains approximately 47 square miles including land in unincorporated New Castle County. The Appoquinimink River Watershed consists of three main tributaries—the main stem of the Appoquinimink River, Deep Creek, and Drawyers Creek.

Expansive tidal wetlands at the mouth of the Appoquinimink River are part of one of the largest undisturbed marsh systems in Delaware. These wetlands serve as important habitat for wildlife and waterfowl, spawning grounds for fish and other aquatic species, and passive recreation for local birdwatchers. The Appoquinimink watershed is home to several endangered species including the bald eagle, bog turtle, and various species of hawks. It also supports abundant wildlife including herons, egrets, kingfishers, osprey, swallows, otters, minks, beavers, deer, bats, and opossums.

Although most of the town is located within the Appoquinimink watershed, a small part on the western end of town is in the Chesapeake watershed. The State of Delaware is an active partner in the efforts to reduce nutrient loads flowing into the Chesapeake Bay and this area of Middletown may be involved in those efforts.

Wetlands

As depicted on Map 3, tidal and freshwater wetlands are present within Middletown's boundaries. Tidal wetlands appear extensively along the Appoquinimink River on the southeastern end of town, and along Drawyer's Creek on the northeastern end of town. There are non-tidal wetlands throughout the town, mainly in areas that drain to either Drawyer's Creek or the Appoquinimink River. In addition to providing wildlife habitat, wetlands provide protection from flooding and protect water quality by naturally filtering runoff on its way to water bodies. Protection of wetlands falls under the regulatory jurisdiction of Section 404 provisions of the federal Clean Water Act. In Delaware, tidal and non-tidal wetlands are regulated under this act; however, tidal wetlands are subject to additional and more stringent regulatory protection under Title 7, Chapter 66 provisions of the Delaware State Code.

Floodplains

A floodplain is the land area adjoining a stream or channel that is inundated or has been or may be covered by flood waters. While every flood event will have a unique floodplain based on the amount of rainfall received, the 100-year floodplain is accepted as the "regulatory" limit of flooding for flood insurance purposes and for many jurisdictional zoning and development practices. The term "100-year" refers to the return period of an event and can also refer to storms, droughts, and other acts of nature; in this case it refers to a flood. The term can be misleading because it implies that the 100-year flood occurs once every 100 years; however, it is a statistical measure meaning there is a one percent chance (1/100) that a flood of this magnitude will occur in any given year.

As shown on Map 3, the 100-year floodplain in Middletown runs along the Appoquinimink River and Drawyers Creek. The maintenance and protection of floodplains in the town are important in order to both minimize property damage during storm events and maintain the natural filtration of stormwater runoff.

8-3. Relevant Programs, Policies, and Regulations

8-3.a. Surface-Water Protection—Total Maximum Daily Load (TMDL)

The Clean Water Act and the U.S. Environmental Protection Agency's Water Quality Planning and Management Regulations were developed to maintain the health of our nation's waters. As such, they provide for the regulation of impaired waters that are not meeting their designated uses. Designated uses are those water uses identified in state water-quality standards that must be achieved and maintained as required under the Clean Water Act. In the Appoquinimink watershed, for example, portions of the waterways have specific designated uses such as a warm-water fishery or general statewide uses (e.g., areas for aquatic life and recreation). When waters do not meet these designated uses, they are required to have a Total Maximum Daily Load (TMDL). A TMDL specifies the maximum amount of pollution that is allowed in a water body and still meet water-quality standards.

Before 1998, several portions of the Appoquinimink River were not meeting the water-quality standards for their designated uses. As such, the Environmental Protection Agency established the first nutrient and dissolved-oxygen TMDL in the Appoquinimink watershed for just the tidal portions of the river. Research found that these waters of the Appoquinimink were 20 percent above the TMDL levels of nutrients (nitrogen and phosphorus) and, as such, reductions were required. After further examination through December 2003, a second TMDL was issued for the entire watershed. This re-evaluation demands a more stringent 60 percent reduction in the nitrogen and phosphorus levels throughout all the waters in the Appoquinimink.

To meet the TMDL-designated nutrient reductions, a Pollution Control Strategy was developed by DNREC with participation by local stakeholders. A Pollution Control Strategy is a document that specifies where pollution reductions can be made to meet the TMDL targets. The Strategy was completed in November 2010

(www.dnrec.delaware.gov/swc/wa/Documents/AppoPCSdocs/Appoquinimink_PCS_Nov_10.pdf).

The Strategy was designed to reduce nutrient loadings from existing and future land use practices. If the strategy is implemented as designed, this combination of actions will lead to the achievement of the TMDL. DNREC will review the strategy in ten years and assess if progress is being made in improving the water quality of the Appoquinimink River and its tributaries.

As noted previously, a small portion of western Middletown is located in the Chesapeake watershed. Under Delaware's Watershed Implementation Plan approved by the U.S. Environmental Protection Agency (EPA), the state is obligated to reduce nutrient and sediment loading from agricultural and land-development activities in the Chesapeake watershed. Activities in this area of Middletown will be considered by the state in this implementation plan.

8-3b. Subdivision Regulations

Section 8.G(13) and (14) of Middletown's Subdivision Regulations require that natural vegetation remain as such within park and open space areas and that natural tree cover be preserved. Section 8.G(15) of these regulations further mandate that watercourses, drainage swales, and streams be left in their natural states. In addition, Chapter 78 of the Middletown code governing flood-damage prevention specifies that no development may increase the 100-year flood elevation.

8-4c. Appoquinimink River Association

The Appoquinimink River Association (ARA) was formally incorporated in April 2004. The Association was the outgrowth of the Appoquinimink Tributary Action Team which was formed by DNREC in 2000 to create a mechanism for all local stakeholders and residents living in this area to become involved in addressing how to improve water quality in the Appoquinimink River. The EPA had established the first TMDL for the tidal portion of this river in 1998 and the team's objective was to develop recommendations to achieve the 20 percent reduction in nutrients required to comply with the TMDLs.

The ARA's mission is to preserve, protect, and enhance the rivers and related natural resources of the Appoquinimink Region. Its volunteer members are educators, landowners, farmers, citizens, scientists, and elected officials who care about the quality of the water that residents live near and use on a daily basis. They work to make other community members more aware of how their actions can help to ensure clean water in the Appoquinimink River areas of Delaware. More information on the ARA can be found at www.apporiver.org.

CHAPTER 9. PARK, RECREATION, AND OPEN SPACE

Map 4 depicts Middletown's parks, recreation areas and open spaces. It includes private and public open space areas that have been dedicated through the subdivision process or acquired as public parkland. Some of these areas have passive and active recreation opportunities or stormwater-management facilities. It also includes environmentally sensitive lands such as wetlands and floodplain that will remain in their natural states. This chapter also highlights open spaces created by agricultural lands that are part of either the state's or New Castle County's farm-preservation programs.

9-1. Dedicated Open Space

More than 1,800 acres have been set aside as public or private open space. Most land in this category has been dedicated through the subdivision process. Although dedicated open space is generally associated with residential subdivisions, many jurisdictions (Middletown included) require open space within non-residential development projects. Some dedicated land is retained in its natural state, and some is made available for passive or active recreation opportunities. Since land set aside for stormwater-retention facilities cannot be developed and often serve as water amenities, they have been considered as open-space features.

Section 8.G of Middletown's Subdivision Regulations require that open space be provided in new residential and commercial developments. The acreage of this open space is determined by a formula based on the type and size of each development. Open space may be either dedicated to the town or owned and maintained by a formal organization of property owners, such as a homeowners' association. At least 50 percent of required open space must be usable and accessible to residents of the neighborhood in which it is located and may not include wetlands or floodplain areas or land consisting of more than 10 percent slope. In addition, each open space layout must provide for bicycle and pedestrian access and consider incorporating a focal point, such as a public square or neighborhood park.

9-2. Environmental Open Space

Environmental open space includes tidal and nontidal wetlands and the 100-year floodplain as well as lakes, ponds and streams. They are shown on Map 3 as part of Middletown's environmental resources, but they are also a part of the town's open-space features. As pointed out in Section 8-3c, Middletown's subdivision regulations and flood damage-prevention ordinance ensure that these environmentally sensitive areas remain open.

9-3. Park and Recreation

There are a number of park and recreation sites in and near to Middletown. Some of these are located on lands obtained through dedication at the time of subdivision. Others are lands owned by the town or located at public school sites. There also are a number of county, state, and federal park and recreation areas within easy access of Middletown.

9-3a. Local Park and Recreation Facilities

Figure 4 shows the locations of a number of park and recreation facilities and school sites within Middletown’s corporate limits and St. Andrew’s School located just outside of the town.

Figure 4. Middletown Park and School Sites

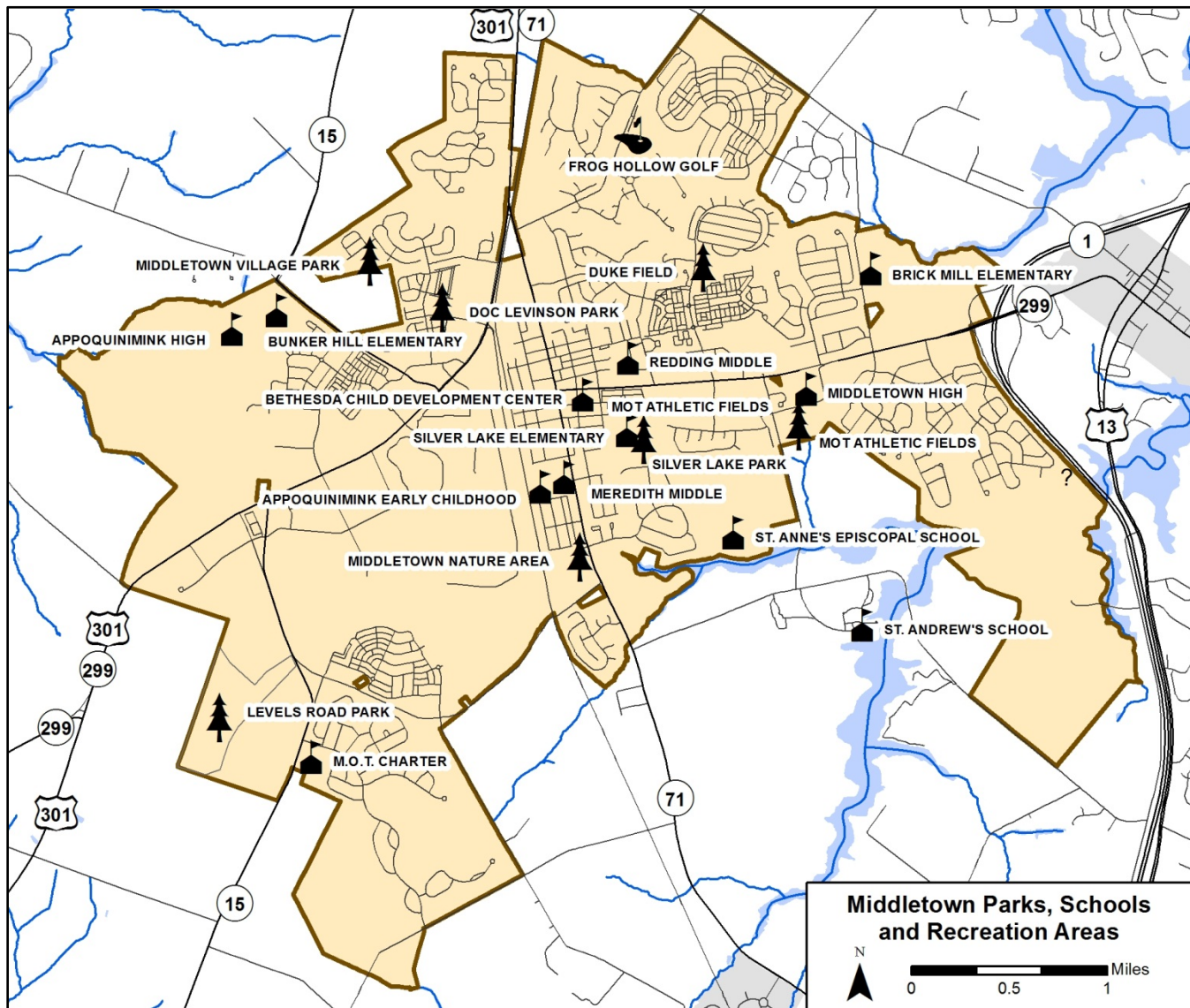


Table 22 highlights the features of Middletown’s park and recreation facilities. The largest facility is the Frog Hollow Golf Course located within The Legends subdivision south of Marl Pit Road and east of U.S. Route 301. Another important recreational space is located at Silver Lake Park. Operated by the town, this 40-acre park is centrally located at the site of Silver Lake Elementary School and provides a number of active recreational opportunities. These include a baseball field, two softball fields, five soccer fields, four tennis courts, a community pool, an all-weather running track, a picnic area, a playground, and two pavilions.

A third important recreation area is the 100-acre Charles E. Price Memorial (Levels Road) Park located east of Levels Road. This facility consists of mostly passive and unstructured recreation including picnicking, fishing, open fields for pick-up types of games, and a dog park where pets are not required to be on leashes.

Table 22. Park and Recreation Facilities in Middletown

Facility Name	Location	Acres	Features
Duke Field	1711 N Rayne St	19.0	Baseball fields, managed by state
Doc Levinson Park	Doc Levinson Drive	4.1	Basketball courts, playground, skateboarding area, walking trails, tennis court, pavilions, pool, soccer fields
Frog Hollow	1 East Whittington Way	221.0	18-hole, 6,608-yard public golf course and tennis facilities
Charles E. Price Memorial Park	950 Levels Road	100.0	Walking trails, catch-and-release fishing pond, dog park, open fields, tot lot, covered pavilions with seating and grills
Middletown Nature Area	5369 Summit Bridge Road	65.0	Walking trail
Middletown Village Park	Fields Way	12.0	Soccer fields
MOT Athletic Fields	200 Silver Lake Road	25.0	Football, soccer, and baseball fields
Silver Lake Park	200 East Cochran Street	40.0	Basketball courts, playground, skateboarding area, walking trails, tennis court, small pavilion

Source: Compiled by IPA, November 2011.

Schools often provide park and recreation opportunities as well as open spaces and serve as focal points within neighborhoods. Table 23 inventories recreation features at Middletown's public schools.

Table 23. Park and Recreation Facilities at Middletown Public Schools

School	Location	Features
Appoquinimink Early Childhood	502 South Broad Street	
Appoquinimink High	1080 Bunker Hill Road	Open-air courtyard with stadium seating for outdoor learning; all-weather track, tennis courts, fields for football, soccer, field hockey and lacrosse; natural-grass baseball and softball fields; 1,000+ seat athletic stadium with concession stand, locker rooms, rest rooms, and press box.
Brick Mill Elementary	378 Brick Mill Road	Open fields
Bunker Hill Elementary	1070 Bunker Hill Road	Adjacent to Appoquinimink High
M.O.T. Charter	1156 Levels Road	Soccer field and state of art playground facility
Everett Meredith Middle	504 South Broad Street	Fields for flag football, field hockey, basketball, soccer, softball
Middletown High	120 Silver Lake Road	Football, soccer, track, and baseball fields
Louis L. Redding Middle	201 New Street	Baseball field, football field, basketball court, horseshoe pit, volleyball court, and a track.
Silver Lake Elementary	200 East Cochran Street	Adjacent to Silver Lake Park

Sources: www.apposchooldistrict.com, www.motcharter.com. Compiled by IPA, November 2011.

As Figure 4 shows, two private schools and the areas surrounding them affect the open-space environment within and outside of Middletown's southern border. These schools and the Episcopal Church School Foundation own a number of parcels totaling more than 1,700 acres in the area north of

Money Road between Summit Bridge Road and SR 1. The 125-acre St Anne's School facility is entirely within Middletown's corporate limits, while the St. Andrew's School campus is located outside of the town. Land not used by the schools is either dedicated as working farms or open spaces. About 711 acres of the parcel on which St. Andrew's is situated has been in an agricultural-preservation district since 2004.

9-3b. County, State, and Federal Park and Recreation Facilities

Table 24 identifies county, state, and federal amenities in the vicinity of Middletown. The closest county park to Middletown is located north of Townsend. Once completed, Wiggins Mill Park will be the first county-operated active recreation park south of the Chesapeake & Delaware Canal. The park will be located on 193 acres northwest of Townsend at the intersection of Wiggins Mill Road and Lake Valley Drive and will include a wide variety of sports and recreation facilities. Hiking trails will also wind through the park.

There is one national wildlife refuge and a number of state wildlife parks near Middletown. These include Bombay Hook National Wildlife Refuge near Leipsic, Blackbird State Forest to the south, Augustine and Cedar Swamp Wildlife Areas to the east, and the Chesapeake & Delaware Canal Wildlife Area to the north.

Table 24. Middletown Vicinity Park and Recreation Facilities

Facility Name	Location	Features
Wiggins Mill Park	Wiggins Mill Road and Lake Valley Drive, Townsend	193 acres; agricultural park
Bombay Hook National Wildlife Refuge	Southeast of Middletown near Leipsic off Whitehall Road	16,000 acres featuring walking trails, observation towers, and a visitor center with interactive displays
Blackbird State Forest and Blackiston Wildlife Area	South of Middletown between U.S. Route 13 and SR 1	10,000 acres of camping, horseback riding, hunting
Augustine Wildlife Area	SR 9 north of West Market Street, Port Penn	2,700-acre state wildlife refuge; hunting in season; hiking trails; wildlife watching
Cedar Swamp Wildlife Area	Between Delaware Bay and SR 9 at Walker School Road, Townsend	5,500-acre state wildlife area; hunting in season
Chesapeake & Delaware Canal Wildlife Area	Frazier and Chesapeake City Roads, Bear	State wildlife refuge; greenway along C&D Canal; retrieving-dog training area for hunters; hunting in season

Source: Compiled by IPA, November 2011.

9-4. Recreation Needs—State Comprehensive Outdoor Recreation Plan (SCORP)

The State Comprehensive Outdoor Recreation Plan (SCORP) is a statewide plan prepared by DNREC every five years in order to maintain eligibility for the Land and Water Conservation Fund and the Delaware Trust Fund. The plan assesses public outdoor recreation use, analyzes the supply of and demands for outdoor recreation in the state, and forms the basis for targeting future investment in recreation facilities. An extensive public-opinion phone survey is used to collect information.

Some general SCORP recommendations include incorporating sidewalks and trails into comprehensive plans and ordinances; identifying specific routes for walkers, joggers, and bicyclists for safe recreation

and commuting; integrating and retrofitting greenways, trails, and open space/recreation in existing and newly constructed neighborhoods; encouraging communities work with DelDOT on road-sharing projects and improving intersection crossings for non-motorized traffic; identifying issues, barriers, and voids in outdoor recreation; and assisting in planning for local parkland acquisition and development.

The 2009–2011 SCORP is a modified document published early in the five year update cycle for counties to use in preparing their comprehensive plans. Middletown is located in SCORP Region 2, which spans from just south of Newark to the Kent County border. Table 25 compares the facility needs in Region 2 identified in the 2003-2008 SCORP with those of the 2009-2011 SCORP.

Table 25. SCORP Region 2 Priorities

Facility Needs	2003-2009	2009-2011	Change
Access to Historic Sites		High	Not identified in 2003-2008 Plan
ATV Trails	Moderate	Low	Yes
Baseball/Softball Fields	Moderate	High	Yes
Basketball Courts	Moderate	Moderate	No
Beach Access		High	Not identified in 2003-2008 Plan
Bike Paths	High	High	No
Campgrounds	Moderate	Moderate	No
Canoe/Kayak Access	Low	Moderate	Yes
Disc Golf	Low	Low	No
Dog Parks		Low	Not identified in 2003-2008 Plan
Equestrian Trails	Low	Moderate	Yes
Fishing Areas	Moderate	High	Yes
Football Fields	Low	Moderate	Yes
Golf Courses	Low	Moderate	Yes
Hiking Trails	Moderate	High	Yes
Hunting Areas	Low	Moderate	Yes
Lacrosse Fields	Moderate	Low	Yes
Mountain Bike Trails	Low	Moderate	Yes
Nature Areas		Moderate	Not identified in 2003-2008 Plan
Open Space/Passive Recreation		High	Not identified in 2003-2008 Plan
Picnic Areas	High	High	No
Playgrounds	Moderate	High	Yes
Power Boat Access	Low	Moderate	Yes
Roller Hockey Areas		Low	Not identified in 2003-2008 Plan
Rollerblading/Roller-Skating Areas		Moderate	Not identified in 2003-2008 Plan
Skate Facilities/Parks	Moderate	Moderate	No
Soccer Fields	Moderate	Moderate	No
Swimming Pools	High	High	No
Tennis Courts	Moderate	Moderate	No
Volleyball Courts	Low	Moderate	Yes
Walking/Jogging Paths	High	High	No
Water Parks		Moderate	Not identified in 2003-2008 Plan

Source: State Comprehensive Outdoor Recreation Plans, 2003-2008 and 2009-2011.

9-5. Agricultural Open Space

Many parcels south and west of Middletown are being farmed. These are included in this chapter because they contribute to an open-space environment south of the town. As Maps 4 and 6 show, a number of these parcels have been placed into one of the following farm-preservation programs.

- State Agricultural Preservation District—Program for owners of at least 200 contiguous acres of agricultural or forest land; must be used for agriculture or forest land for ten years, after which an owner may withdraw from the program, continue the preservation easement, or apply for an agricultural easement by selling development rights.
- State Agricultural Easement—Provides for purchase of the development rights of agricultural or forest land that have been in Agricultural Preservation Districts for a minimum of ten years and imposes a permanent agricultural conservation easement on the land.
- New Castle County Preservation District—Farmland-preservation program for purchasing easements sponsored by New Castle County.

As Maps 4 and 6 shows, nearly all lands in agricultural preservation programs are outside of Middletown. However, most of the 350-acre Smith Farm, located south of the Willow Grove Mill community is within the town.

9-6. Preserving Open Space

A comparison of the park and recreation facilities serving Middletown in Tables 23, 24, and 25 with the SCORP needs listed in Table 26 shows that Middletown provides or is in close proximity to many of the recreation priorities identified in both the 2003 and the 2009 SCORP. However, it is important for the town to continue taking advantage of opportunities to provide these amenities.

Perhaps the best opportunity to obtain these amenities is to continue utilizing Middletown's Subdivision Regulations that require developers to dedicate open space as a condition for development-plan approval. As pointed out earlier, these regulations also ensure that existing vegetation and trees are preserved. The flood damage-prevention ordinance ensures that flooding is not exacerbated by development.

CHAPTER 10. LAND USE AND GROWTH MANAGEMENT

This chapter begins with a discussion of Middletown’s existing land use and highlights of approved and ongoing development projects. It then moves to a discussion of other planning efforts that have been considered in charting a course for Middletown’s future land uses. Next, future land uses are designated for the area within town boundaries, and the link between land use and zoning is summarized. After making recommendations concerning land use and zoning, the chapter concludes with a discussion of growth and annexation.

10-1. Existing Land Use

Existing land use is a snapshot of the town’s current development pattern. This development pattern is depicted on Map 5. The map identifies the land use for each parcel as of November 2011.

10-1a. Existing Land Use Designations

Table 26 explains how land was classified into the uses shown on Map 5. This table represents a number of refinements to the land use designations in the 2005 plan. These refinements affected the following land use classifications.

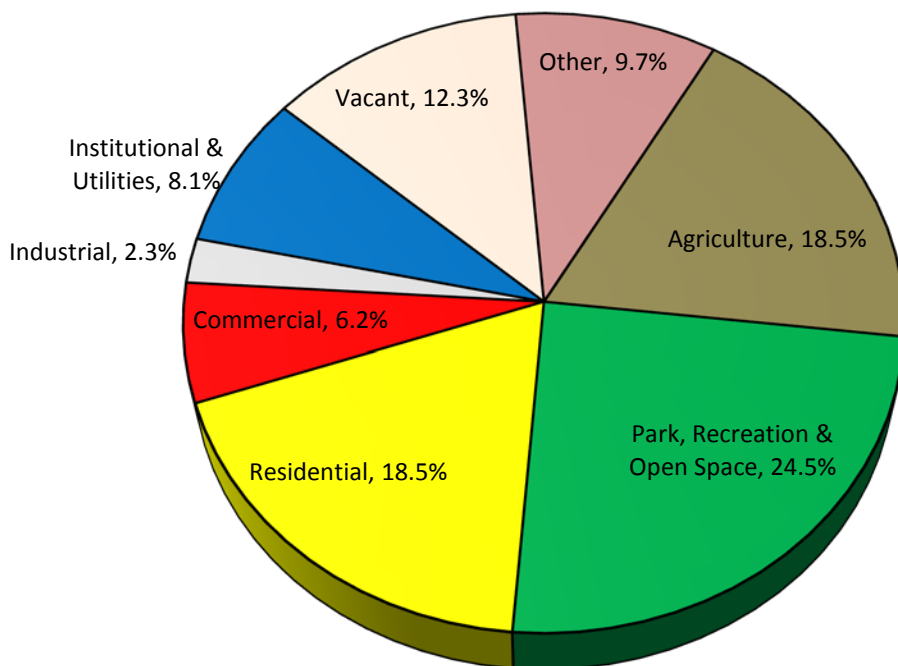
- Agriculture—In the 2005 plan, platted and vacant infill (undeveloped sites in built-up areas) sites were classified “Agriculture.” In this plan, such sites are depicted “Vacant,” and large, actively farmed parcels remain depicted “Agriculture.”
- Vacant Land—In the 2005 plan, undeveloped lots in recorded subdivisions were often characterized as “Residential.” In this plan, they are depicted as “Vacant.”
- Park, Recreation, Open Space—The “Parks/Open Space” land use designation from the 2005 plan was expanded to include recreation areas and stormwater-management features. These are also depicted on Map 5 as “Park, Recreation & Open Space” and are discussed in detail in Chapter 9.
- “Institutional” and “Utilities” were combined into single land use designation.

Table 26. Existing Land Use Designations

Land Use	Description
Agriculture	Land actively being farmed
Park, Recreation & Open Space	Public and private open space primarily dedicated in connection with land development; stormwater facilities; parks (such as Silver Lake or Levels Road); recreation facilities (such as Frog Hollow Golf Course), spray irrigation facilities
Residential	Areas developed with any type of dwelling unit
Commercial	Areas developed with retail, office, service and similar uses
Institutional & Utilities	Federal, state, and local facilities, public safety (police and fire) facilities, public and private schools; places of worship; public works buildings; water and wastewater treatment facilities (not including spray irrigation fields)
Industrial	Areas developed with manufacturing, processing, and similar uses
Vacant	Undeveloped lots in recorded subdivisions, other undeveloped lots not being farmed
Other	Public (but not private) rights-of way, roadbeds, reserved rights-of-way, roads, streets, other unzoned land

Figure 5 summarizes the distribution of land uses with the town. As the table shows, nearly 25 percent of Middletown consists of park, recreation, or open spaces. One reason for this amount of healthy open space is the town’s strong Subdivision Regulations requiring land to be dedicated for recreation and open space. Another is approximately 500 acres used for spray irrigation of treated waste water on three parcels located on both sides of Levels Road in the southwest town limits. The second most prevalent land uses are residential and agriculture. Most of the agriculture land is south of Main Street/Bunker Hill Road and west of the railroad and has been planned for development in accordance with the Westown master plan. Residential communities are found throughout the town. Highway-oriented commercial areas are located along SR 299 and U.S. Route 301, and a downtown commercial area is clustered around the intersection of South Broad and East Main Streets.

Figure 5. Middletown Land Use Distribution, 2011



10-1b. Land Use Highlights

This section provides information about undeveloped areas and areas that are undergoing development. Tables 27 and 28 provide information about the types and status of these areas. Figures 6 and 7 depict their locations.

Table 27. Residential Land Use Highlights

Map Ref	Subdivision Name	Status
1	Estates at St. Anne's	466 single-family lots recorded; 181 completed
2	Westtown	232 single-family, 131 townhomes, 108 multi-family condos recorded
3	Spring Arbor at South Ridge	Mix of detached and attached homes; 61 single-family and 63 attached homes completed.
4	Parkway at South Ridge	Mix of attached and multi-family homes; 39 attached homes completed
5	Promenade at Middletown	Approved for 273 multi-family homes
6	Highlands at Middletown	Approved for 906 attached and 336 multi-family homes
7	Parkside	492 single-family homes; 174 completed
8	Willow Grove Mill	192 townhomes; 115 completed

Source: Town of Middletown as of November 2011. Compiled by IPA.

Figure 6. Residential Land Use Highlights

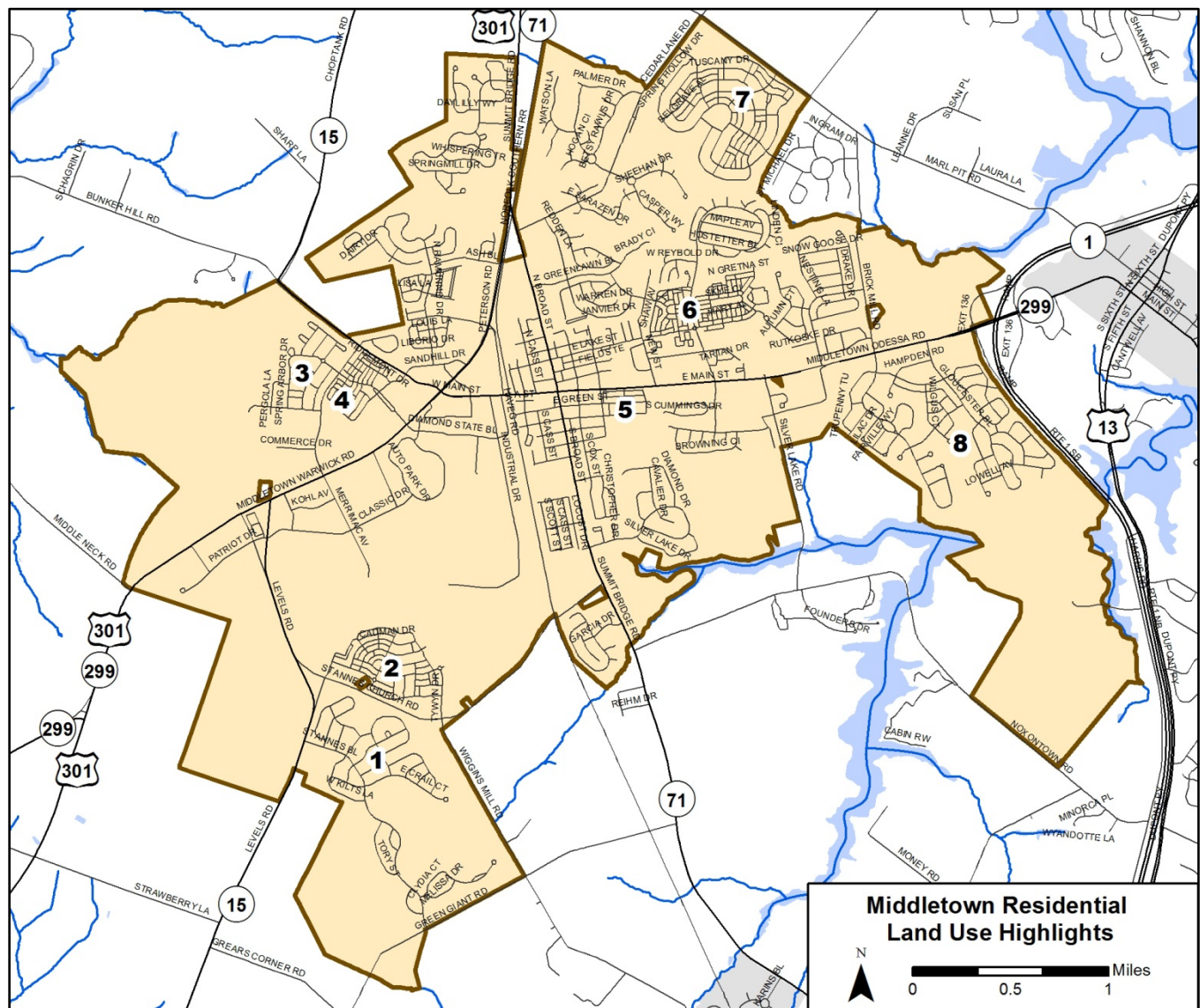
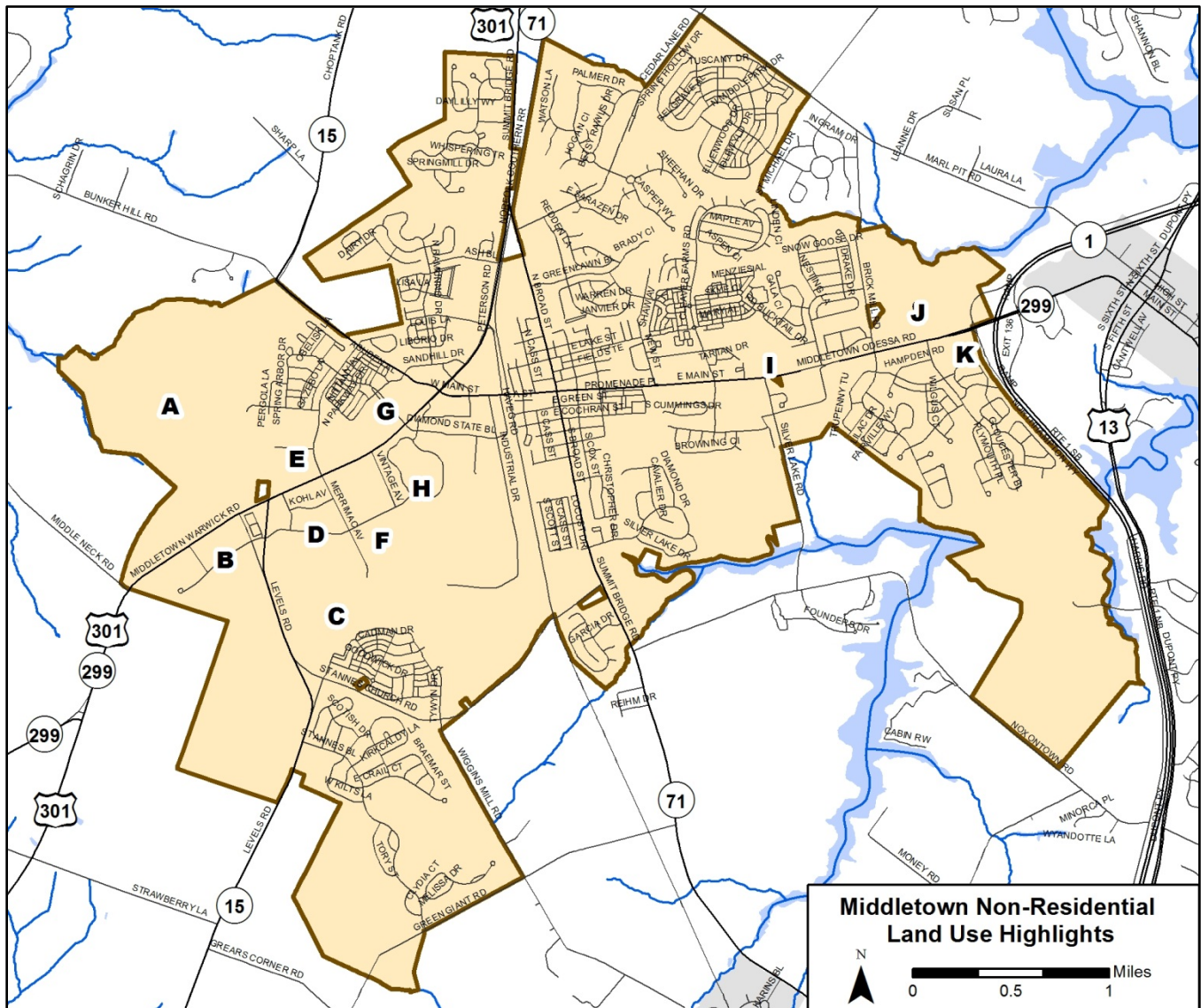


Table 28. Non-Residential Land Use Highlights

Map Ref	Name	Status
A	Poole Property	About 287 acres; currently agriculture
B	Levels Business Park	100-acre manufacturing and industrial park; existing uses include lumber yard and mix of general retail and office services, and daycare center; about 38 percent developed
C	Westown	208 acres rezoned from R-3 to M-I November 2011
D	Westown Business Park	Final record major subdivision/land development plan for 420,817 square-foot (SF) office/manufacturing facility approved February 2011
E	Westown Town Center - Phase 3	225,542 SF retail; 90,000 SF office; 44,000 SF movie theatre; 50,000 SF hotel
F	Mautom Parcel	Record major subdivision/land development plan 1 million square-foot Amazon.com distribution center on 76 acres approved January 2012
G	Westown Town Center	Minor development plan for restaurant approved November 2011
H	Middletown Auto Park	Approximately 217 acres zoned C-3 and M-I; 15 acres developed for Home Depot; remaining acreage either vacant or agriculture
I	Shops at Middletown	Currently vacant, 41 acres approved for mix of retail, office, restaurants, and movie theatre
J	Christiana Care	Record major development plan approved for 1.1 million SF development on 108 acres which includes a hospital, medical arts building, and paramedic facility, August 2011
K	Healthsouth	Major record land development plan for 64,800 rehabilitation hospital approved November 2011

Source: Town of Middletown as of November 2011. Compiled by IPA.

Figure 7. Non-Residential Land Use Highlights



10-2. Planning Environment

Middletown’s planning environment consists of more than its own plans and policies. It encompasses the plans and policies of the state, New Castle County, and other inter-jurisdictional plans and policies. Together with Middletown’s planning issues, state, county, and other relevant plans form the backdrop for the development of Middletown’s future land use and its growth and annexation strategy.

10-2a. Strategies for State Policies and Spending

In 1999 the Cabinet Committee on State Planning Issues adopted the *Strategies for State Policies and Spending*, outlining needs and concerns for future state planning and growth, and identifying geographic areas where the state was most prepared for growth. This document was updated in 2004 and in 2010.

Consisting of text and maps, the *Strategies* document is important for municipal planning because it depicts graphically, as well as describes, the areas to which the State will channel its financial resources. It also identifies the areas that are not intended for development. While the state does not intend that this document direct local land use decisions, it does intend that the *Strategies* document guide its funding decisions. Delaware local governments must incorporate these strategies in their comprehensive plans and land use decisions, because they form the basis for state review of local land use actions as required under the Preliminary Land Use Service (PLUS).

The *Strategies* document classifies the entire state into four investment levels based on the predominant type of development. These levels form the basis for identifying locations where state-supported growth should occur and establishes guidelines for state investment in those areas. The state is most prepared for growth to occur in Levels 1 and 2 and plans to channel intensive investments, such as new schools, roads, state service centers, and public-safety facilities, in these areas. In Level 3 areas, development, and therefore state investment, is not anticipated in the immediate future. These areas are adjacent to, and sometimes within, built-up areas in Levels 1 or 2. In Level 4 areas, state investment will be made only when necessary to preserve the rural character of these lands.

The state strategies are important because municipal and county comprehensive plans must consider them in the development of future land use within their boundaries and, for municipalities, the identification of annexation areas. As Map 6 shows, Middletown's corporate limits are mostly within Levels 1 and 2 with a small portion in Level 3 in the western and southern edges. Except for lands in either the state or the county's agricultural-preservation programs, the area immediately surrounding Middletown is also in Levels 1, 2, or 3.

10-2b. New Castle County

New Castle County's *Draft 2012 Comprehensive Plan Update* (Map 3-2, 2012 Future Land Use Draft, printed 09/21/2011) channels new residential growth to its New Community Development Area roughly located east of U.S. Route 301, between the Chesapeake and Delaware (C&D) Canal and Middletown's northeast boundary with densities ranging between three and five dwellings per acre. The plan anticipates that these densities will encourage the provision of mixed housing-types, employment opportunities, and retail establishments. Between the canal and Middletown's northwest boundary, the county plan calls for development at densities between one and three dwellings per acre.

The county plan draft designates the area south of Middletown as Resource and Rural Protection, because it is not financially feasible to provide the high level of services expected in an urban or a suburban environment, particularly sewer service. However, the plan designates the area as a TDR (transfer of development rights) sending area as a way to respect the development rights of the property owners in this area. A TDR program allows property owners to sell and transfer their development rights to properties (receiving areas) in locations earmarked for urban services.

The New Castle County draft plan also advocates coordination with the county's cities and towns. Chapter 11 describes municipal and county growth as "associated processes, not mutually exclusive efforts" and recommends that "[G]rowth in towns and growth in the outer areas ... provide for transitions from one to the other and reflect the mutual needs for services and infrastructure." Accordingly, the intergovernmental coordination map draft (Map 11-1) shows the areas proposed for

annexation in Middletown's 2005 plan that have not been annexed. This map also shows the greenbelt area from the 2005 town plan as an area of concern.

10-2c. Southern New Castle County Infrastructure Master Plan

The Southern New Castle County Infrastructure Master Plan covers New Castle County, extending from the C&D Canal to the Kent County border. This planning effort brought together the county and the municipalities of the subregion (Middletown, Odessa, and Townsend—MOT), and the state agencies responsible for funding the infrastructure to support development recommended in the comprehensive plans of the county and the MOT jurisdictions. The working group developed a guide for infrastructure master planning and a framework for continued regional coordination. Their efforts were documented in an October 2009 Draft Interim Report.

The interim report looked at the environmental, transportation, and school needs of the subregion as a whole. It then identified five subregions. Middletown is located within the Middletown-Odessa-Townsend (MOT) subregion.



10-2d. Westown Master Plan

Westown, depicted in Figure 8, is located in the southwest section of Middletown. This area was the subject of a master plan concept for 1,100 acres submitted to the town in 2003. Because much of the area was undeveloped or sparsely developed in 2003, an opportunity existed for a comprehensive approach to development of the entire area and the provision of the services to support the planned development in this area, as opposed to a project-by-project review.

Since 2003, development has been taking place in Westown. Figure 8 shows the generalized land uses proposed in the 2003 Westown plan and indicates the current status for selected areas. As Figure 8 indicates, Westown's current development is largely consistent with the 2003 concept, with one exception. Responding to changing market conditions, the land use for 208 acres on the south side of Industrial Drive, east of Levels Road (Map Ref C, Table 29) was changed from residential to industrial.

Figure 8. Westtown Master Plan Status



Source: Westtown Ventures et al., *Westtown Master Plan A Livable Delaware Initiative, Land Use Planning Act Report* to accompany rezoning, subdivision & development plan application for various properties located on the west side of the Town of Middletown, May 2003, base map edited by IPA to portray status of selected areas.

10-3. Future Land Use Within Town

Map 7 depicts Middletown's desired future development pattern. For the most part, the land uses shown on Map 7 continue the development direction set forth in the town's 1998, 2001, and 2005 comprehensive-planning documents as well as the Westown plan. At the same time, it accounts for market changes, particularly along both sides of SR 299/Main Street. Where the 2005 plan designated a number of parcels as commercial, this plan recommends mixed use. This designation provides flexibility so that the market can dictate the best combination of uses for these parcels. This designation is also applied to parcels that have been approved for, or are developing as, mixed-use communities.

As the existing land use map (Map 5) indicates, most of Middletown's vacant land is in the Westown area. A comparison of the generalized land use concepts in the Westown plan (Figure 8) with Map 5 shows that, in areas already developed, existing land uses are largely consistent with the Westown plan. Future land use designations for the Westown area on Map 7 continue to rely heavily on both the Westown plan concept and the town's 2005 Comprehensive Plan. Map 7 also designates industrial for 208 acres on the south side of Industrial Drive, east of Levels Road (see Map Ref C in Table 29 and on Figure 7) where the 2005 Comprehensive Plan was amended to permit industrial development.

The Smith Farm on the southeastern edge of town is designated Agriculture because it is in the state's agriculture-preservation program.

10-4. Land Use and Zoning

Zoning is the chief means for implementing the comprehensive plan, consisting of a written document and a map. The map shows a number of districts or zones into which the municipality is divided in order to regulate the use of land. The document specifies the types of activities (uses) that can occur in each district either as a matter of right (in all circumstances) or under certain conditions (conditional uses). It also regulates building height, lot sizes, setbacks, yards and green space, the number and sizes of signs, and space for off-street parking. Some municipalities incorporate environmental-protection standards in zoning ordinances, while others have stand-alone ordinances with cross-references to zoning standards (as Middletown does with flood damage-protection regulations). Some zoning ordinances incorporate the design standards recommended for consideration in Chapter 2.

Zoning works with subdivision regulations. Subdivision refers to the process of splitting up or assembling land for development. The regulations governing this process designate utility locations, street rights-of-way, open space, and common areas. They also outline the services, such as water, sewer, gas, and electricity, and amenities that a developer must supply prior to sale of subdivided (or assembled) land.

Increasingly, the distinction between zoning and subdivision regulations is becoming blurred. Development-plan approvals cannot take place without making sure that plans are in compliance with zoning and subdivision codes. Over the past several years, a number of Delaware municipalities have consolidated subdivision and zoning regulations into a single land use code.

Middletown's zoning and subdivision regulations are in the process of being codified. When completed, this codification will integrate all amendments adopted since the last overhaul of both codes in 1998.

10-4a. Zoning Districts

Map 8 depicts Middletown's zoning districts, and Table 29 summarizes the uses allowed in each district.

Table 29. Middletown Zoning Districts

Zoning District	Permitted Uses
AP Agricultural Preservation	All permitted uses in R-1 district with no more than one dwelling per 5 acres; variety of agricultural uses; spray irrigation of treated waste
R-1B Single-family Residential	Single-family, detached residential dwellings with 12,500-square-foot minimum lot; variety of institutional uses
R-1A Single-family Residential	Single-family, detached dwellings with 9,750-square-foot minimum lot; variety of institutional uses
R-2 Single-family Residential	All uses permitted in R-1 districts; single-family dwellings with 5,000-square-foot minimum lot, semi-detached dwellings with 4,500-square-foot minimum lot, traditional neighborhood design subdivisions with mixes of permitted dwelling types
R-3 Multi-family Residential	All uses in R-2 district; garden apartments, townhouses, and row dwellings
R-MH Mobile Home Residential	Mobile Home Parks with 10 acres minimum tract area; institutional uses
C-2 Downtown Commercial	Mix of commercial, residential, and institutional uses; residential uses allowed in the R-2 districts (single-family, semi-detached, townhomes), apartments above non-residential uses, conversion of existing single-family homes to apartments
C-3 Employment/Regional Retail	All uses permitted in C-2 district (includes all types of residential); service stations, professional and administrative offices, and shopping and employment centers
M-I Manufacturing-Industrial	Administrative offices, manufacturing plants, limited number of institutional uses
OP Office Park	Employment centers, office for professional and administrative activities, research facilities, and warehousing
H Historic	An overlay district designated to preserve the historic character of buildings in Middletown's historic district

Source: Town of Middletown Zoning Code through September 2011.

10-4b. Land Use and Zoning Link

The link between land use and zoning is important because Title 22, Section 702(c) of the *Delaware Code* requires that Middletown:

...within 18 months of the adoption of a comprehensive development plan or revision thereof, amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive development plan.

Table 30 shows the link between the future land use designations depicted on Map 7 and the zoning districts summarized in Table 29. Table 30 provides guidance as to the zoning districts that would be considered consistent with each land use designation.

Table 30. Land Use and Zoning Link

Future Land Use Designation	Corresponding Zoning District(s)
Agriculture	AP Agricultural Preservation
Park, Recreation & Open Space	All zoning districts
Residential	R-1A Single-family Residential
	R-1B Single-family Residential
	R-2 Single-family Residential
	R-3 Multi-Family Residential
	R-MH Mobile Home Residential
Mixed Use	R-1A Single-family Residential
	R-1B Single-family Residential
	R-2 Single-family Residential
	R-3 Multi-Family Residential
	R-MH Mobile Home Residential
	C-2 Downtown Commercial
Commercial	C-3 Employment/Regional Retail
	C-2 Downtown Commercial
	C-3 Employment/Regional Retail
Industrial	OP Office Park
	M-I Manufacturing-Industrial
Institutional & Utilities	All zoning districts

Areas, where flexibility is needed to respond to market demand or to achieve the desired development character were designated “Mixed Use.” As the table shows, the zoning districts that would be consistent with the “Mixed Use” designation are all residential districts and the C-2 and C-3 Zones. C-2 and C-3 zones provide flexibility for mixing residential and commercial land uses and applying contemporary planning principles to new development plans. Examples of areas where this approach was applied include undeveloped areas in Westown and the downtown commercial area.

Map 7 also identifies areas where mixing residential and commercial land use is not appropriate because of established land use patterns or where residential land use is considered the best use. Accordingly, established and platted residential areas are designated “Residential.” Examples of such areas include residential subdivisions such as Willow Grove and Middletown Village. It should be pointed out that this approach may point to a need to rezone some developed or platted residential areas from C-3 to R-3.

10-5. Land Use Recommendations

This plan recommends the following for consideration.

- Combine zoning and subdivision regulations into a single development code.
- Build on design standards already in place by incorporating contemporary design practices.

- Continue reviewing existing land uses to identify additional areas suitable for mixed use, especially in the downtown area and Westtown.
- Develop an in-house GIS system to track planning (not engineering) data; coordinate with New Castle County mapping for parcel, ownership, and assessment data.

10-6. Growth and Annexation

This section discusses areas proposed for annexation into Middletown and areas of concern.

10-6a. Proposed Annexation Areas

Middletown may consider annexing only when a property owner petitions for annexation. As stated in Section 1.1 of the town charter, the Mayor and Town Council may annex contiguous territory, but only “upon the petition of two-thirds of the property owners of such contiguous territory.” Title 22, Section 101(2) of the *Delaware Code* clarifies that “contiguous” means that some part of a parcel proposed for annexation must be coterminous with the boundaries of the annexing municipality and roads or rights-of-way cannot be used to create “corridor” annexations.

An important factor to consider when identifying properties for annexation is the economic feasibility of providing public services. Middletown should give high priority to areas where town services can be extended easily and economically. When considering annexation of a developed area, Middletown also must evaluate the condition of the area’s existing infrastructure. In some cases, the costs of bringing roads, street lighting, and stormwater-management facilities into compliance with Middletown’s standards may exceed the revenues and other benefits of annexation.

Another factor is plans and policies of other governmental entities. High priority must be given to the state investment strategies, because they indicate where the state is most likely to allocate its resources. Applicable New Castle County policies should be taken into account. Consideration must also be given to Delaware’s and New Castle County’s farmland-preservation programs.

Drawing on the criteria outlined above, Map 7 identifies properties to be considered for annexation. These properties are those that were proposed for annexation in the 2005 plan but have not been annexed. As the map shows, the proposed land use for each property remains unchanged from the 2005 plan and is compatible with existing development on, and proposed development for, adjacent properties. Each property is in State Strategy Level 2 or 3.

10-6b. Area of Concern

Map 7 identifies Middletown’s area of concern. Identifying concern about an area or a property does not mean Middletown envisions annexation in the near future. Rather, it means that development of the area is likely to have an impact on the town. Accordingly, it is important for Middletown officials to remain aware of proposed development plans and infrastructure projects in this area.

As Map 7 indicates, the area of concern surrounds the town. On the west, it extends to the Maryland state line. Its eastern boundary is SR 1. Most of the area is in State Strategy Level 2 or 3.

CHAPTER 11. IMPLEMENTATION AND INTERGOVERNMENTAL COORDINATION

11-1. Post-Plan Requirements

This section summarizes the provisions of the *Delaware Code* that must be complied with following adoption of this plan.

- Section 702(c)—Adopt comprehensive rezoning within 18 months after adopting this plan.
- Section 702(e)—Within five years following adoption, review this plan to determine if its provisions are still relevant.
- Section 702(f)—Submit annual reports to OSPC each July 1.

11-2. Recommendations for Consideration

This section summarizes the recommended actions that Middletown should consider to achieve the goals or solve the problems identified in this plan. Some of these can be accomplished entirely by the town while many others involve working with, seeking assistance from, or relying on neighboring jurisdictions, the county, or the state.

Community Character and Design Considerations

- Continue utilizing “Better Models” principles in the administration of land use regulations and give them strong consideration as land use standards are revised.
- Incorporate “Complete Streets Policy” to integrate multiple modes of transportation into an interconnected transportation network.
- Require attractive, pedestrian-friendly placement of commercial and institutional buildings.

Community Services and Infrastructure Consideration

- Work with DNREC to both evaluate the adequacy of groundwater supplies serving Middletown and seek water allocation increases as needed.

Housing Considerations

- Utilize Delaware State Housing Authority tools and strategies to encourage development of affordable housing options.
- Encourage infill development projects.
- Encourage continued diversification of the housing stock by maintaining land use regulations that allow mix of housing types and sizes in new residential developments.
- Coordinate with the Delaware State Housing Authority, developers, and nonprofit organizations, such as Habitat for Humanity.
- Ensure that town regulations adhere to the Fair Housing Act.
- Seek funding for housing rehabilitation and affordable housing development.
- Encourage Universal Design in new development.

Transportation Considerations

- Continue discussion with Odessa and Townsend regarding trails and bikeways linking the three towns.
- Continue coordination with DelDOT, WILMAPCO, and local businesses as the Westown area continues to develop.
- Maximize pedestrian, bicycle, and vehicular interconnectivity both within new development and among existing developments.
- Support strategies identified in the 2009 Congestion Management System Summary that help mitigate congestion along the U.S. Route 301/SR 896 corridor.
- Consider conducting an assessment of bicycle and pedestrian networks and conditions in and around town.
- Make investments in construction of bicycle and pedestrian pathways.
- Work with DelDOT to generate town input into the process of upgrading roads to ensure the provision of pedestrian and bike facilities; consider entering into a memorandum of understanding (MOU) with DelDOT, and/or passing a Complete Streets ordinance.
- Review parking and landscaping requirements in the zoning and subdivision ordinances to ensure that commercial and institutional sites continue to be designed to be pedestrian and bike-friendly.
- Work with DelDOT on planned road improvements especially SR 299.
- Consider developing a multimodal transportation plan that includes the following:
 - Identify and prioritize appropriate pedestrian and bicycle routes in Middletown.
 - Prioritize the expansion of the existing pedestrian network.
 - Plan for the maintenance and expansion of the Main Street character along SR 299.
 - Plan for the mitigation of congestion along the U.S. Route 301 corridor and SR 299.
 - Continue requirement for vehicle, pedestrian, and bicycle interconnections between existing and planned neighborhoods.

Economic-Development Considerations

- Maintain and expand a viable downtown business district by creating a business-friendly regulatory environment and cultivating an accessible and inviting downtown destination atmosphere.
- Encourage redevelopment of underutilized and infill locations.
- Continue active Middletown Main Street program.
- Site important civic uses in downtown area.
- Ensure that sufficient land is zoned for commercial and industrial uses to provide opportunities for existing employers to expand and new employers to locate in Middletown.
- Work with relevant state agencies as well as potential new businesses and investors to attract new employment uses to town and retain existing employers.

Environmental Resources

- Utilize most current source water protection dataset in administering town's source water protection regulations.
- Monitor provisions of the Delaware Watershed Implementation Plan.
- Continue utilizing Subdivision Regulations to protect environmental resources.

Park, Recreation, and Open-Space Considerations

- Continue preserving open-space and natural resources through subdivision and plan-review practices.
- Use SCORP as a guide for identifying contemporary recreation desires.
- Continue using Subdivision Regulations to ensure that new communities provide recreation amenities and open spaces.

Land Use and Growth-Management Considerations

- Combine zoning and subdivision regulations into a single development code.
- Build on design standards already in place by incorporating contemporary design practices.
- Continue reviewing existing land uses to identify additional areas suitable for mixed use, especially in the downtown area and Westtown.
- Develop an in-house GIS system to track planning (not engineering) data, coordinate with New Castle County mapping for parcel, ownership, and assessment data.

11-3. Continuing Intergovernmental Coordination

An important aspect of continuing intergovernmental coordination is maintaining awareness of, and respecting, the plans and policies of other jurisdictions. As pointed out in Section 10-02d, development in the southwest quadrant of Middletown has been consistent with the 2003 Westtown plan concept. This plan recommends that Middletown continue to give strong consideration to the Westtown concept as the area develops and to utilize the framework for regional communication developed in the Southern New Castle County Infrastructure Master Plan. It also recommends that the plans and policies of the state, county, and the other jurisdictions in the MOT area be factored into land use decisions.

Intergovernmental coordination also means working with other governmental departments and agencies, and there are a number of ways to maintain on-going communications. This plan recommends that Middletown consider the following.







- Notifying affected jurisdictions and agencies of proposed development-related actions in Middletown.
- Requesting information on, and opportunities to provide input into, proposed actions of governments and quasi-governments that affect Middletown.
- Sending copies of and/or web links to town council and planning commission agendas to New Castle County, Odessa, Townsend, and OSPC.
- Requesting comment from affected jurisdictions and agencies on proposed development-related actions in Middletown that are of interest to them.
- Attending meetings of other agencies and jurisdictions.
- Asking other agencies and jurisdictions to send agendas and request the opportunity to review and comment on proposed actions in and nearby Middletown.

APPENDIX: MAPS

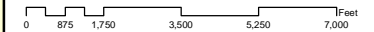
- Map 1. Aerial View
- Map 2. Transportation Network
- Map 3. Environmental Features
- Map 4. Parks and Open Space
- Map 5. Existing Land Use
- Map 6. Strategies for State Policies & Spending
- Map 7. Future Land Use and Annexation Areas
- Map 8. Zoning

Town of Middletown, Delaware

Map 1. Aerial View

-  Municipal Boundaries
-  U.S. 301 Alignment
-  Major Routes
-  Railroads
-  Chesapeake Bay Watershed
-  Streams and Rivers

Adopted by the Middletown
Town Council 09/10/2012
Certified by the Governor 11/13/2012



Sources:
Municipal Boundaries - Office of State Planning Coordination (CMB), updated by Institute for Public Administration and the Town of Middletown, Delaware, 02/12.
Roads - Delaware Department of Transportation, 2010.
U.S. 301 Alignment - Century Engineers and DelDOT, 06/12.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.
Orthophotography - Bing Maps, ESRI and (c) 2010 Microsoft Corporation and its data suppliers.
Watershed Boundary Dataset - The official base map for delineating watershed and subwatershed boundaries is the USGS 1:24,000 scale topographic quadrangles.
USDA Natural Resources Conservation Service, National Cartography & Geospatial Center, 2010.

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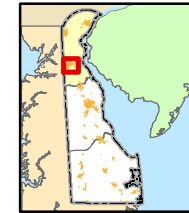


Town of Middletown, Delaware

Map 2. Transportation Network

-  Middletown Boundary
-  Chesapeake Bay Watershed
-  Major Routes
-  U.S. 301 Alignment
-  Minor Roads
-  Parcel Boundaries
-  Railroads
-  Bike Routes
-  Trails
-  Sidewalks
-  Streams and Rivers
-  Water Bodies
-  Swamp/Marsh

Locator Map



Adopted by the Middletown
Town Council 09/10/2012
Certified by the Governor 11/13/2012



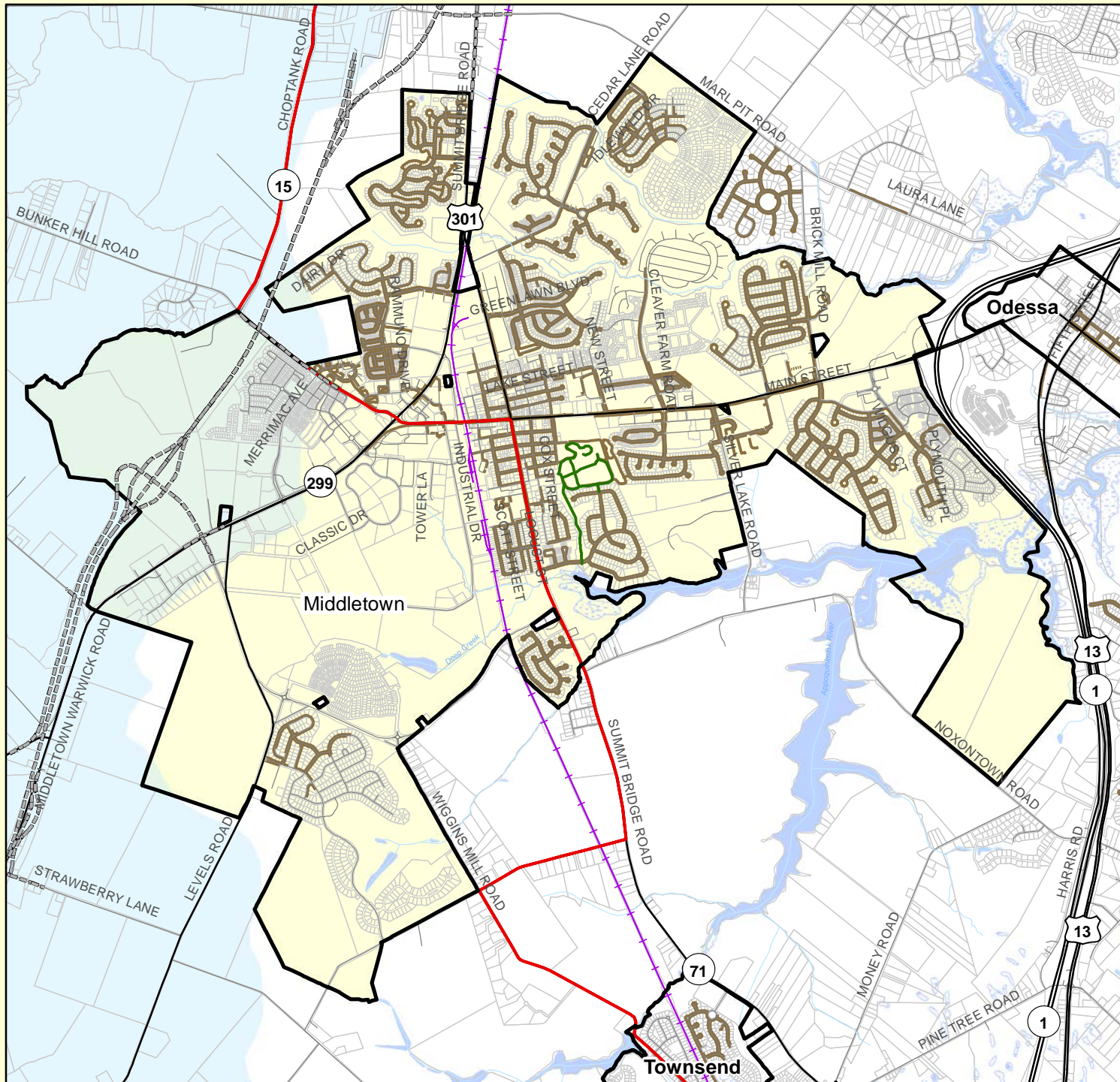
0 850 1,700 3,400 5,100 6,800
Feet

Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), updated by Institute for Public Administration and the Town of Middletown, Delaware, 02/12.
Bike Routes - WILMAPCO, 12/11.
Communities - Provided by New Castle County.
Parcel Boundaries - Provided by New Castle County, 06/12.
Roads - Delaware Department of Transportation, 07/12.
U.S. 301 Alignment - Century Engineers and DeDOT, 06/12.
NCC Roads - New Castle County, DE, 12/12/11.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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Town of Middletown, Delaware

Map 3. Environmental Features

-  Municipal Boundaries
-  Chesapeake Bay Watershed
-  100-Year Flood Plain
-  Excellent Recharge Areas
-  Wellhead WRPA
-  Tidal Wetlands
-  Non-Tidal Wetlands
-  Parcel Boundaries
-  Major Routes
-  U.S. 301 Alignment
-  Minor Roads
-  Railroads
-  Streams and Rivers

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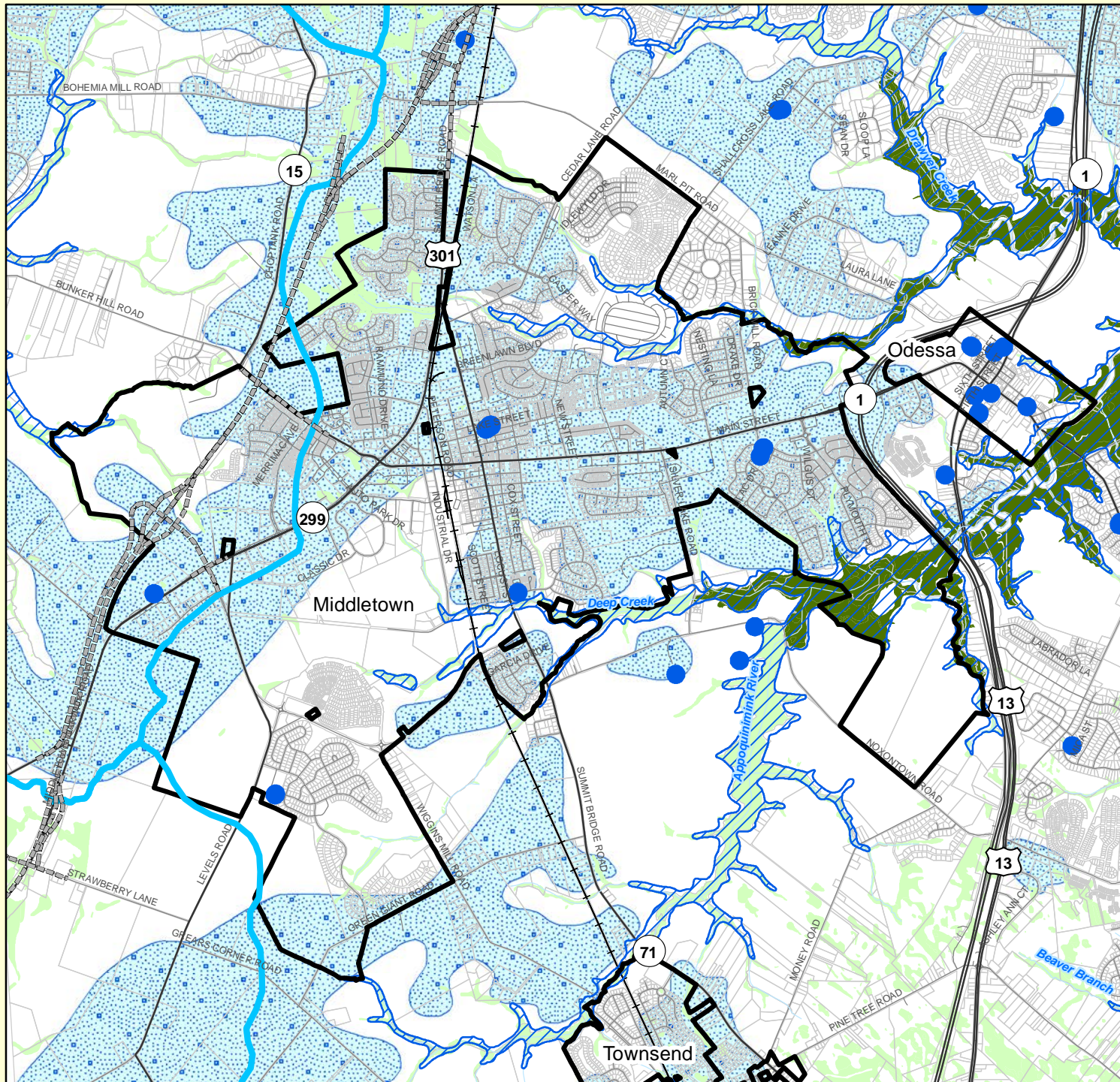
0 950 1,900 3,800 5,700 7,600 Feet

Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), updated by Institute for Public Administration and the Town of Middletown, 02/12.
Wellhead WRPA - Department of Natural Resources and Environmental Control, 2010.
Wetlands - Department of Natural Resources and Environmental Control, 2007.
Floodplains - FEMA, Map Service Center, May 2010.
Protected Lands and Trails - Department of Natural Resources and Environmental Control, 2010.
Roads - Delaware Department of Transportation, 07/12.
U.S. 301 Alignment - Century Engineers and D&DOT, 06/12.
Parcel Boundaries - New Castle County, 06/12.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.
Watershed Boundary Dataset - The official base map for delineating watershed and subwatershed boundaries as the USGS 1:24,000 scale topographic quadrangles.
USDA Natural Resources Conservation Service, National Cartography & Geospatial Center, 2010.

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














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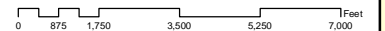


Town of Middletown, Delaware

Map 4. Parks and Open Space

-  NCC Agriculture Preservation
-  State Ag Districts
-  State Ag Easements
-  Private Open Space
-  Public Open Space
-  Stormwater Management
-  Other Open Space
-  Park
-  Trails
-  Town of Middletown
-  Parcel Boundaries
-  U.S. 301 Alignment
-  Major Routes
-  Minor Roads
-  Railroads
-  Streams and Rivers

Adopted by the Middletown
Town Council 09/10/2012
Certified by the Governor 11/13/2012



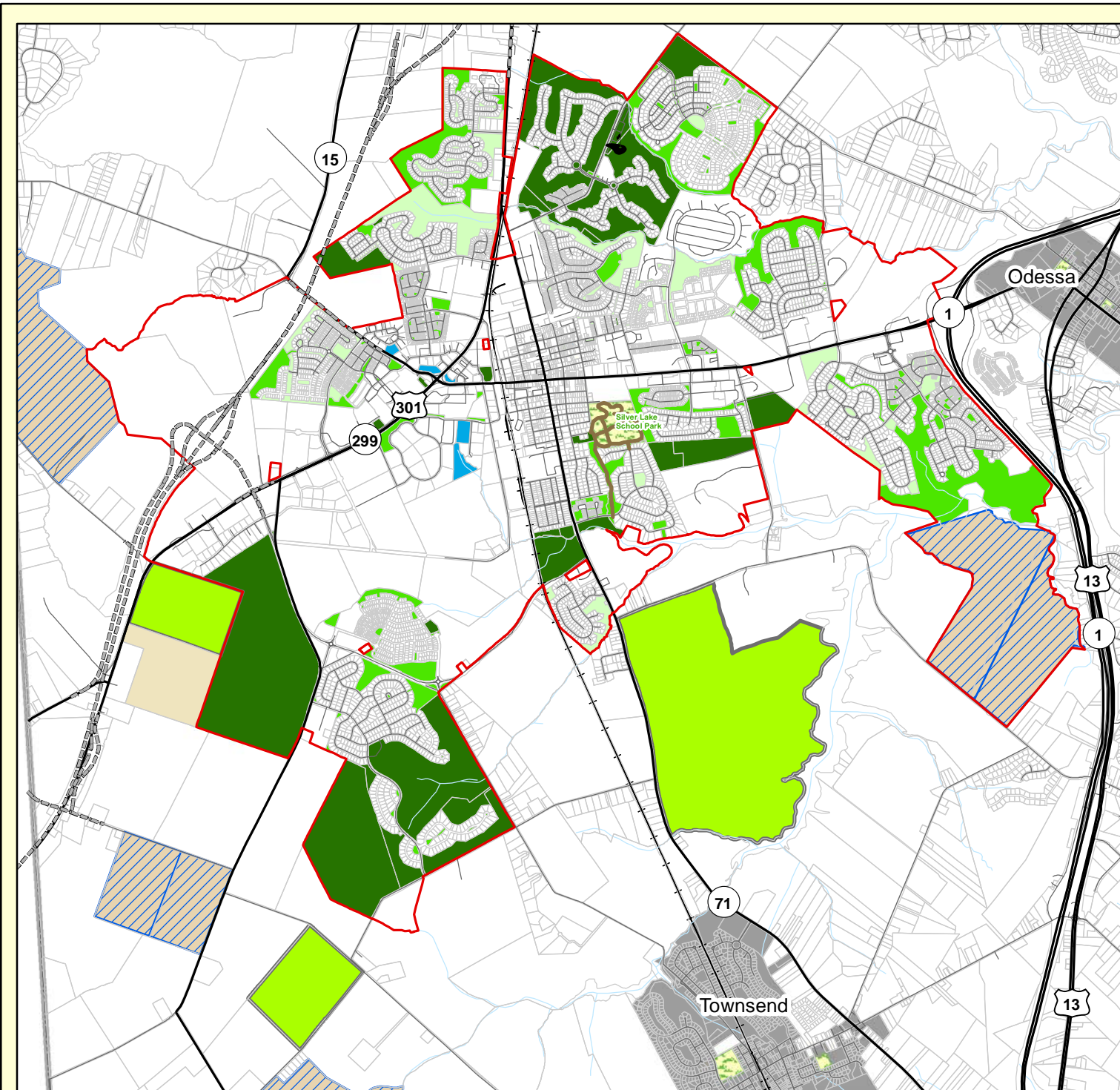
Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), updated by Institute for Public Administration and the Town of Middletown, 02/12.
Parcel Boundaries - New Castle County, Department of Land Use, 06/12.
U.S. 301 Alignment - Century Engineers and DeDOT, 06/12.
Agricultural Districts and Easements - Delaware Department of Agriculture, 07/12.
Wetlands - Department of Natural Resources and Environmental Control, 2007.
Floodplains - FEMA, Map Service Center, May 2010.
Protected Lands and Trails - Department of Natural Resources and Environmental Control, 2010.
Roads - Delaware Department of Transportation, 07/12.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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Town of Middletown, Delaware

Map 5. Existing Land Use

Existing Land Use

- Agriculture
- Residential
- Commercial
- Industrial
- Institutional and Utilities
- Park, Recreation and Open Space
- Vacant
- State Ag. Easements
- Parcel Boundaries
- Municipal Boundaries
- U.S. 301 Alignment
- Major Routes
- Minor Roads
- Railroads
- Streams and Rivers

Adopted by the Middletown
Town Council 09/10/2012
Certified by the Governor 11/13/2012

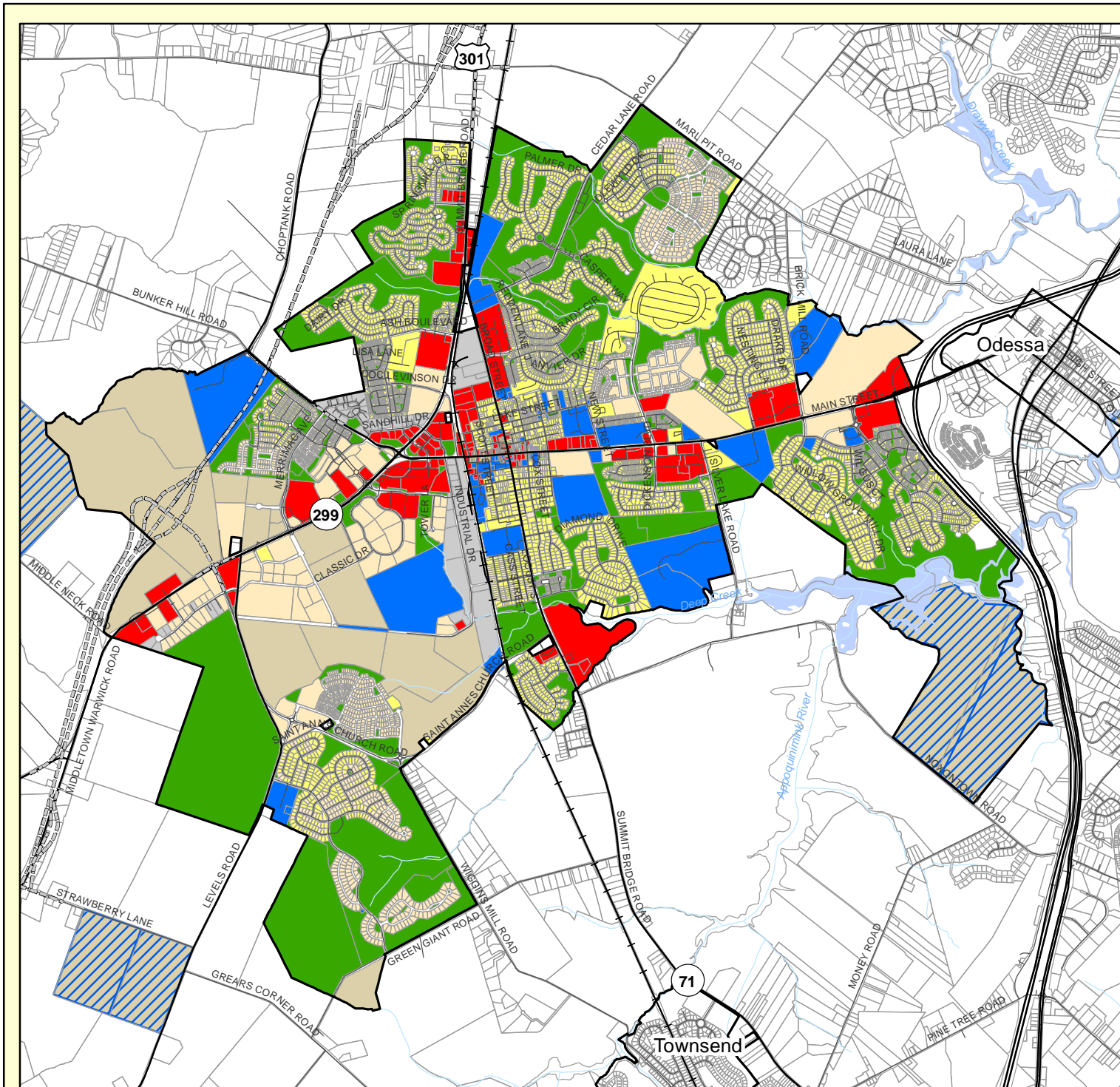


Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), updated by Institute for Public Administration and the Town of Middletown, 02/12.
Existing Land Use - Developed by KGI Technologies, updated by the University of Delaware, Institute for Public Administration (IPA) and approved by the Town of Middletown, DE, 06/12.
State Agricultural Easements - Delaware Department of Agriculture, 07/12.
Parcel Boundaries - Provided by New Castle County, 06/12.
Roads - Delaware Department of Transportation, 07/12.
U.S. 301 Alignment - Century Engineers and Design, 06/12.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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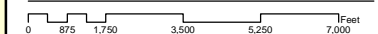
Map 6. Strategies for State Policies & Spending

2010 Strategies for State Policies & Spending

- Level 1
- Level 2
- Level 3
- Level 4
- Out of Play
- Agricultural Districts
- Agricultural Easements
- Municipal Boundaries
- Major Routes
- U.S. 301 Alignment
- Minor Roads
- Parcel Boundaries
- Streams and Rivers
- Railroads
- Water Bodies
- Swamp/Marsh



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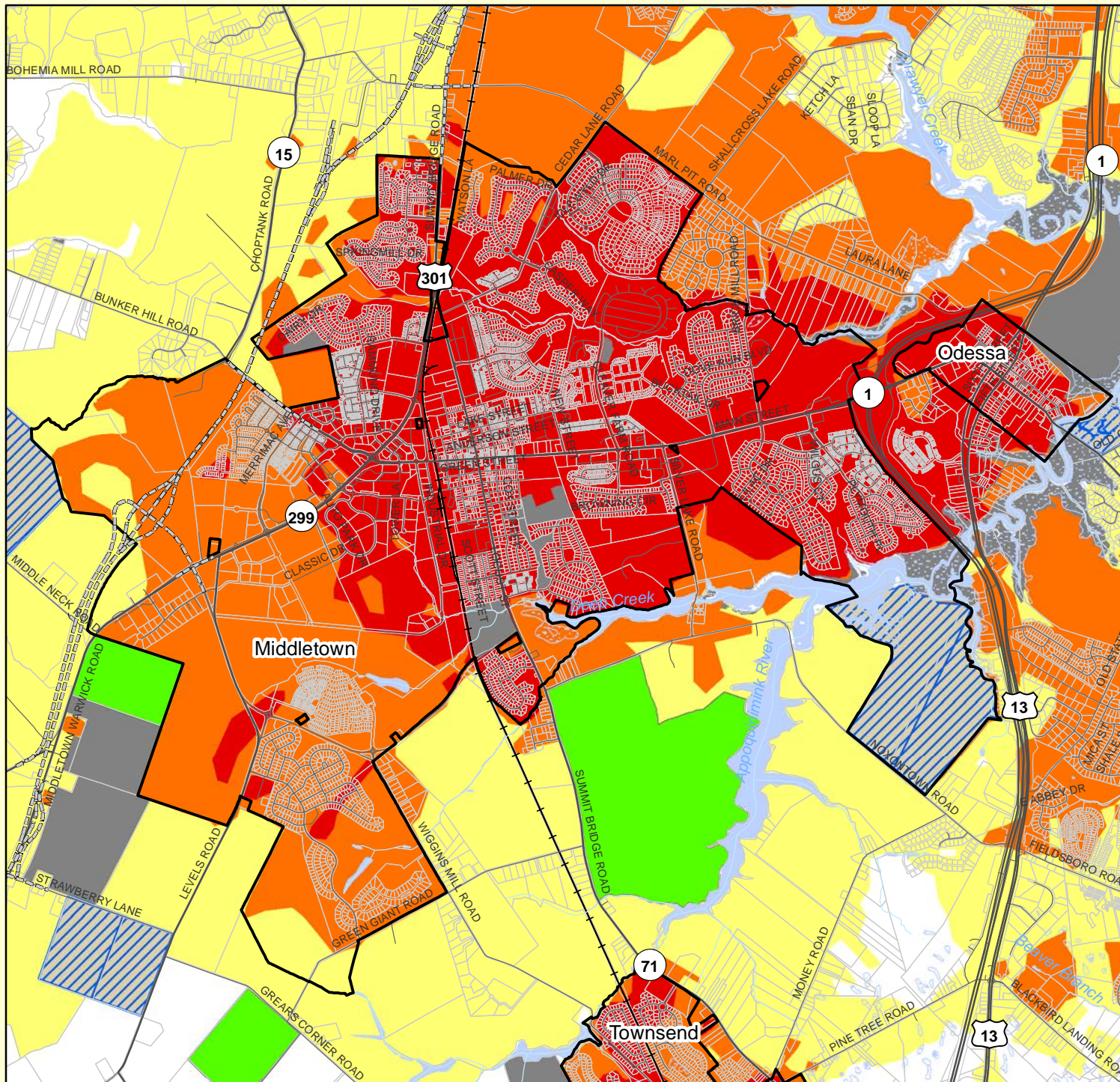


Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), updated by Institute for Public Administration and the Town of Middletown, Delaware, 02/12.
State Investment Strategies - Office of State Planning Coordination (OMB), 2010.
Agricultural Districts and Easements - Delaware Department of Agriculture, 07/12.
Roads - Delaware Department of Transportation, 07/12.
Parcel Boundaries - Provided by New Castle County, 06/12.
U.S. 301 Alignment - Century Engineers and DeDOT, 06/12.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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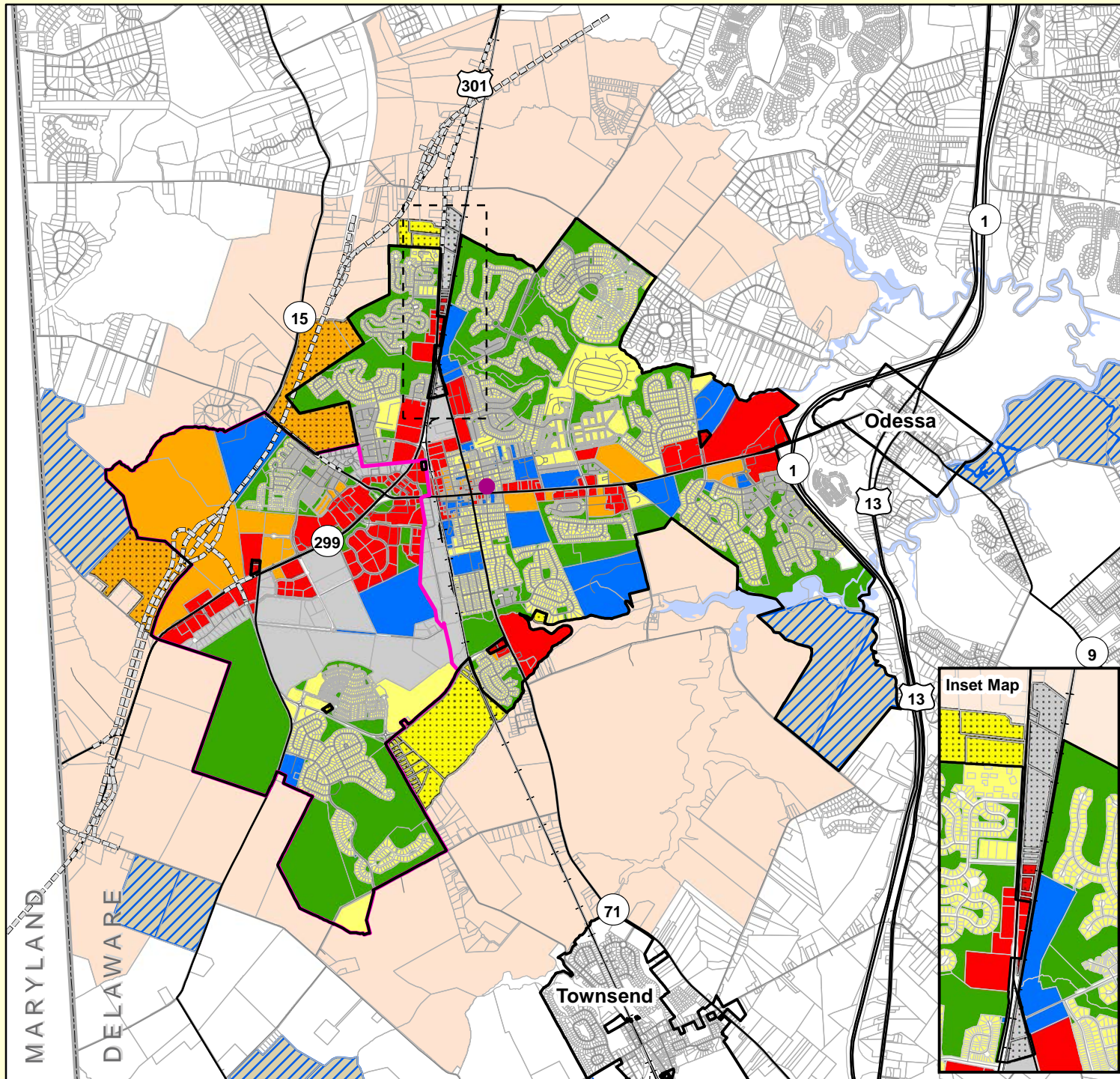


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Town of Middletown, Delaware

Map 7. Future Land Use and Annexation Areas



Future Land Use

- Agriculture
- Park, Recreation & Open Space
- Residential
- Mixed Use
- Commercial
- Institutional and Utilities
- Industrial

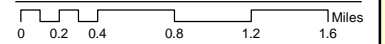
Proposed Annexations

- Residential
- Mixed Use
- Commercial
- Industrial

- Areas Of Concern
- State Ag Easements
- Westtown
- State of Delaware Boundary
- Municipal Boundaries
- U.S. 301 Alignment
- Parcel Boundaries
- Major Routes
- Minor Roads
- Railroads
- Stream/River



Adopted by the Middletown
Town Council 09/10/2012
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Sources:
 Agricultural Easements - Delaware Department of Agriculture, 07/12.
 Municipal Boundaries - Office of State Planning Coordination (OMB), updated by Institute for Public Administration and the Town of Middletown, 02/12.
 Future Land Use - Future Land Use was developed by KCI Technologies and updated by the University of Delaware, Institute for Public Administration approved by the Town of Middletown, DE, 06/12.
 Parcel Boundaries - Provided by New Castle County, 06/12.
 Roads - Delaware Department of Transportation, 07/12.
 Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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Town of Middletown, Delaware

Map 8. Zoning

Middletown Zoning

- AP Agriculture Preservation
- R-1B Single Family Residential (lower density)
- R-1A Single Family Residential (low density)
- R-2 Single Family Residential (medium density)
- R-3 Multi-Family Residential
- R-MH Mobile Home Residential
- C-2 Downtown Commercial
- C-3 Employment/Regional Retail
- M-I Manufacturing Industrial
- Municipal Boundaries
- NR Historic Districts
- Parcel Boundaries
- U.S. 301 Alignment
- Major Routes
- Minor Roads
- Railroads
- Water Bodies
- Swamp or Marsh

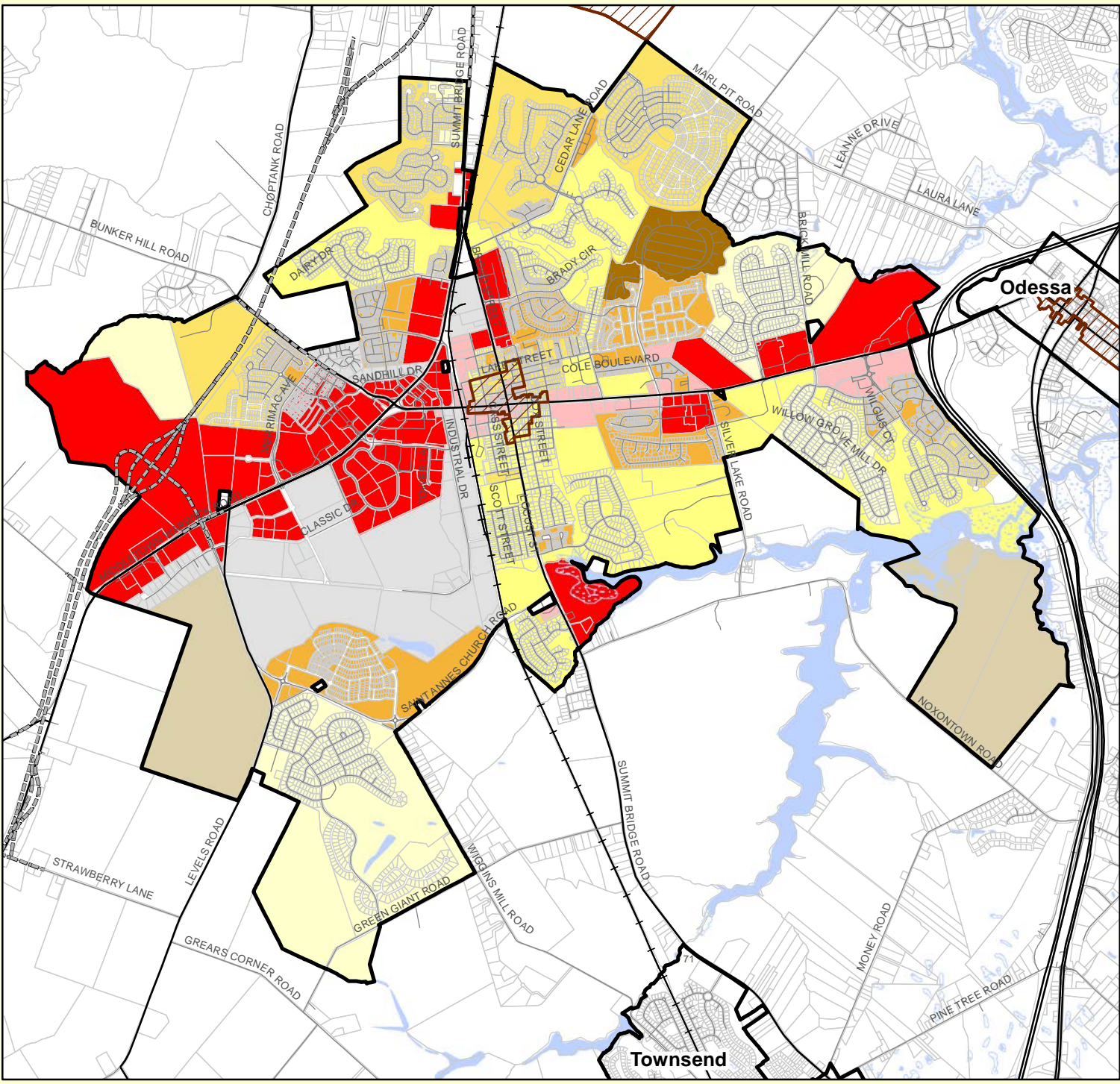


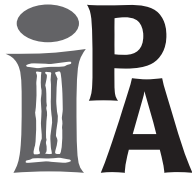
Adopted by the Middletown
Town Council 09/10/2012
Certified by the Governor 11/13/2012



Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), updated by Institute for Public Administration and the Town of Middletown, 02/12.
Zoning - Developed by Institute for Public Administration, University of Delaware and KCI, approved by the Town of Middletown, DE, March 2012.
Parcel Boundaries - Provided by New Castle County, 03/13/12.
Roads - Delaware Department of Transportation, 07/12.
U.S. 301 Alignment - Century Engineers and Draft, 06/12.
Hydrology - National Hydrography Dataset (NDH) flowlines and waterbodies, USGS and EPA.

Note:
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