



# Town of Milton – Municipal Freight Planning

---

**Final Technical Memorandum**

*September 2023*

*This page intentionally left blank*

## Table of Contents

---

<b>1</b>	<b>Introduction.....</b>	<b>1</b>
1.1	Overview and Background.....	1
1.2	Delaware State Freight Plan.....	2
1.3	Delaware First/Final Mile Freight Network Development Final Report (August 2021).....	2
1.4	Other Relevant Plans, Studies, and Initiatives.....	4
<b>2</b>	<b>Process.....</b>	<b>5</b>
2.1	Municipal Outreach and Document Review.....	5
2.2	Stakeholder Meeting.....	5
2.3	Public Survey.....	5
2.4	Analysis and Next Steps.....	5
<b>3</b>	<b>Existing Freight Conditions.....</b>	<b>6</b>
3.1	Traffic Volumes.....	6
3.2	National Highway Freight Network.....	8
3.3	Delaware First/Final Mile Freight Network.....	8
3.4	Short Line Rail.....	8
3.5	DelDOT Projects in the Milton Area.....	10
3.6	Milton Town Code Sections Related to Freight Trucks.....	11
<b>4</b>	<b>Stakeholder &amp; Public Feedback.....</b>	<b>13</b>
4.1	Concerns.....	13
4.2	Locations Identified by Survey Respondents as Presenting Geometric Challenges for Freight Trucks.....	14
4.3	Locations Suggested by Public Survey Respondents for Additional Truck Route Signs.....	16
<b>5</b>	<b>Next Steps.....</b>	<b>18</b>
5.1	Land Use and Development Review.....	18
5.2	Education, Communication, and Collaboration.....	22
5.3	Recommendations for Future Study.....	23
	<b>Appendices.....</b>	<b>27</b>
	Appendix A. Descriptions of Local, Regional, and State Plans, Studies, and Initiatives Related to Freight.....	27
	Appendix B. March 9, 2023, Stakeholder Meeting Attendance.....	30
	Appendix C. Online Public Survey Questions.....	31
	Appendix D. Public Survey Responses.....	33
	Appendix E. Delaware Freight Stakeholders and Partnerships (from the <i>2022 Delaware State Freight Plan</i> ).....	50

## List of Figures

---

Figure 1. 2022 Average Annual Daily Traffic for Roads in the Milton Area (source: DeIDOT Traffic Counts Web Map) 6

Figure 2. 2022 Daily Truck Traffic Volume Estimates for Principal Arterials in the Milton Area (source: DeIDOT Highway Performance Monitoring System) ..... 7

Figure 3. Freight Routes in the Milton Area ..... 9

Figure 4. FFM Freight Network and Streets Where Non-Local Trucks are Prohibited by Milton Town Code..... 12

Figure 5. Truck Route Sign Locations Suggested by Survey Respondents..... 17

## List of Tables

---

Table 1. Protect-Manage-Accommodate Framework for Contextualizing Freight Conflicts (from the Delaware First/Final Mile Freight Network Development Final Report) ..... 3

Table 2. DeIDOT Projects in the Milton Area with Information from DeIDOT Projects Portal..... 10

Table 3. Locations Identified by Survey Respondents as Presenting Geometric Challenges for Freight Truck Movement ..... 14

Table 4. Land Use Planning and Development Review Recommendations ..... 18

Table 5. Planning Considerations Checklist for Freight Facilities and Truck Routes (from the 2022 Delaware State Freight Plan)..... 21

Table 6. Recommendations for Town of Milton to Improve Education, Communication, and Collaboration ..... 22

Table 7. Recommendations for Future Study ..... 23

# 1 Introduction

---

## 1.1 OVERVIEW AND BACKGROUND

This technical memorandum presents findings from DeIDOT's 2023 Municipal Freight Planning effort with the Town of Milton.

The [2022 Delaware State Freight Plan](#) includes the following short-term (1-4 years) implementation task:

### **Local Freight Planning Support**

Leverage DeIDOT municipal assistance tasks available within statewide planning contracts, as well as similar MPO or academia resources within the state, to provide local freight relevant planning support to municipalities throughout Delaware.<sup>1</sup>

DeIDOT Planning began its municipal freight planning effort in DeIDOT fiscal year (FY) 2023. The goals of this initiative are to:

- Provide **additional resources** to assist municipalities in their comprehensive planning and capital and maintenance planning relative to freight,
- Leverage other current freight planning efforts and resources, and seek consistency whenever possible,
- Facilitate freight and truck movements locally and statewide by **tying local issues and goals with state goals and projects** that address safety, economic activity, and quality of life, and others in the *Delaware State Freight Plan*,
- Increase **collaboration** among government and industry stakeholders to facilitate current and future initiatives and implementation, and
- Evaluate potential projects that could be advanced through local, regional, state, and federal **funding sources**.

This technical memorandum is intended to be a resource for Milton and DeIDOT as they address freight issues and needs in planning processes.

---

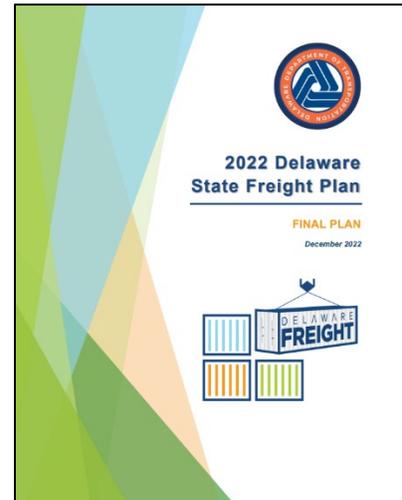
<sup>1</sup> 2022 Delaware State Freight Plan, p. 6-18.

## 1.2 DELAWARE STATE FREIGHT PLAN

Delaware completed its first statewide freight plan in 2015. The plan was updated in 2017. In 2021, Congress enacted the Infrastructure Investment and Jobs Act (IIJA). The IIJA created new requirements that state freight plans must meet. In response, DelDOT prepared an update to the *Delaware State Freight Plan*, which the Federal Highway Administration (FHWA) approved in December 2022.

The *2022 Delaware State Freight Plan*:

is a compilation of statewide transportation planning insights that focus on improving Delaware's multimodal freight transportation systems to enhance economic opportunities within the state and the surrounding regions, while also upholding federal requirements for the development of state freight plans.<sup>2</sup>



## 1.3 DELAWARE FIRST/FINAL MILE FREIGHT NETWORK DEVELOPMENT FINAL REPORT (AUGUST 2021)

The [Delaware First/Final Mile Freight Network Development Final Report](#) was completed in August 2021. The report presents an inventory of road segments in Delaware that serve as first/final mile (FFM) freight connectors. The following excerpt from the *2022 Delaware State Freight Plan* defines FFM connectors and summarizes the report:

This targeted study inventories key first/final mile truck locations in Delaware that link mainline routes with truck-generating or freight handling facilities. Notable clusters of activity are typically found near manufacturing facilities, retail centers, distribution centers, warehouses, ports, intermodal terminals, and farms. Study results include data-driven screening and expansion of a state-specific first/final mile roadway network, coupled with an evaluation of potential needs and issues based on five major categories relating to institutional, land use, mobility, safety, and condition considerations. Planning recommendations included guidance and support for policies, partnerships, projects, and programs that would help to prioritize and improve the network.<sup>3</sup>

The *2022 Delaware State Freight Plan* notes that FFM freight connectors are among the road segments most likely to be affected by roadway deterioration due to heavy truck traffic. The plan identifies several avenues through which DelDOT can better coordinate with other public sector partners to identify where improvements are needed on the FFM freight network. One avenue is to provide municipal freight planning support to “assist towns with determining routes that are appropriate for heavy vehicles.”<sup>4</sup>

<sup>2</sup> *2022 Delaware State Freight Plan*, p. 1-1.

<sup>3</sup> *Ibid.*, p. 1-7.

<sup>4</sup> *Ibid.*, p. D-10.

### 1.3.1 Protect-Manage-Accommodate Framework

The *Delaware First/Final Mile Freight Network Development Final Report* presents the Protect-Manage-Accommodate (PMA) framework, shown in Table 1, as a strategic lens that can help DelDOT and its planning partners “contextualize and prioritize which freight conflicts they wish to address.”<sup>5</sup> This framework may assist DelDOT and Milton in avoiding or mitigating conflicts between freight uses and other land uses as development and transportation improvements occur.

Table 1. *Protect-Manage-Accommodate Framework for Contextualizing Freight Conflicts (from the Delaware First/Final Mile Freight Network Development Final Report)*

Framework	“Protect”	“Manage”	“Accommodate”
<b>Definition</b>	<b>Protect</b> freight industries from unreasonable conflicts	<b>Manage</b> conflicts in tactical and targeted ways	<b>Accommodate</b> freight needs to prevent major issues
<b>Context</b>	Areas where freight industries are dominant; also freight facilities of high importance	Areas where freight and non-freight activities are both significant land uses	Areas where non-freight businesses and/or residential communities are dominant
<b>Examples</b>	Freight clusters Ports, airports, intermodal terminals	Mixed-use areas Freight clusters transitioning to mixed use	Central business districts or small-town downtowns “Stranded” freight facilities (legacy facilities enveloped by communities)

The *Delaware First/Final Mile Freight Network Development Final Report* describes “Protect,” “Manage,” and “Accommodate” in the context of the PMA framework as follows:

- **Protect:** Where possible, it is desirable to separate major freight activities and important facilities to protect them from potential sources of conflict. The focus is thus on accommodating non-freight needs where reasonable, while prioritizing support for the competitiveness and productivity of the area’s commercial and industrial base. This can require considerable advance planning to prevent non-industrial activities’ encroachment into industrial areas.
- **Manage:** When protecting freight industries and subordinating other uses is not achievable or desirable, managing conflicts is the next best option. A balanced approach reflects the reality that freight industries may impose negative externalities on communities (such as traffic and noise), but these industries may also constitute significant businesses employing many of the people in those same communities. If done well, conflicts can be managed by finding tactical, targeted, and creative solutions rather than merely striving for compromise between competing stakeholders.
- **Accommodate:** In situations where non-freight interests are dominant, it is important to not forget about freight operations altogether. The beneficiaries of efficient freight movement are not only transportation companies and large shippers, but also freight receivers such as homes, businesses, and restaurants. These receivers rely on trucks for

<sup>5</sup> *Delaware First/Final Mile Freight Network Development Final Report*, p. 15.

deliveries of everyday goods. Therefore, ensuring the safety and mobility of all road users, including local trucks, is to everyone's benefit, even in situations where freight mobility is not a prime policy objective.<sup>6</sup>

The PMA framework is a lens through which planners can view the interaction of freight and other land uses. It is a foundational concept that can be applied to addressing freight in a range of planning contexts, from long-range comprehensive planning to site development and capital project planning.

## 1.4 OTHER RELEVANT PLANS, STUDIES, AND INITIATIVES

In addition to the documents discussed above, the project team reviewed several freight-related studies and plans relevant to the Milton area to ensure this memorandum's completeness and consistency with other local, regional, and state freight planning efforts. Some of these resources are linked below.

**Appendix A** provides descriptions and links to these and other freight-related information resources.

### 1.4.1 Milton

- [Milton Traffic Calming Advisory Ad Hoc Committee Advisory Report \(2021\)](#)
- [Town of Milton, Delaware, Comprehensive Plan \(2018\)](#)

### 1.4.2 Regional

- [Sussex County Comprehensive Plan \(2019\)](#)
- [Sussex County Transportation Operations Management Plan \(2017\)](#)
- [DelDOT Coastal Corridors Study \(ongoing\)](#)
- [Connect 2050: Salisbury/Wicomico MPO Long-Range Transportation Plan \(2019, last amended 2022\)](#)

### 1.4.3 Delaware

- Delaware Statewide Truck Bottleneck Analysis (2018) and related updates ([2020/2022](#))
- [Delaware Statewide Truck Parking Study \(2021\)](#)

---

<sup>6</sup> *Delaware First/Final Mile Freight Network Development Final Report*, p. 16.

## 2 Process

---

The process used to develop this memo was as follows:

### 2.1 MUNICIPAL OUTREACH AND DOCUMENT REVIEW

- On January 30, 2023, DeIDOT met with Milton Town Manager Kristy Rogers and Councilwoman Randi Meredith to discuss concerns related to truck traffic, truck routes, and roadway geometry.
- DeIDOT and Milton developed a list of local freight stakeholders from both the public and private sectors.
- DeIDOT reviewed existing conditions and freight-related plans and studies and plans to identify challenges and opportunities relating to freight movement in Milton. **Appendix A** provides summaries of these and other freight-related information resources.

### 2.2 STAKEHOLDER MEETING

At a stakeholder meeting on March 8, 2023, DeIDOT introduced the planning effort and reviewed previously identified challenges and opportunities. Stakeholders provided additional information about Milton's freight context. **Appendix B** lists the meeting attendees.

### 2.3 PUBLIC SURVEY

An online public survey was conducted during April 27-May 18, 2023. DeIDOT hosted the survey on its public engagement site, [www.DeIDOTInteract.org](http://www.DeIDOTInteract.org). The survey was promoted on the Town of Milton's website and via a [May 10 article](#) published on [www.wmdt.com](http://www.wmdt.com). DeIDOT also distributed the survey link to the stakeholder group and Milton Town Council. Sixty-nine respondents completed the survey. See **Appendix C** for the survey questions and **Appendix D** for all survey responses.

### 2.4 ANALYSIS AND NEXT STEPS

- DeIDOT summarized concerns and ideas identified by stakeholders and public survey respondents regarding freight truck movement.
- DeIDOT drew on stakeholder input, public survey responses, existing conditions data, and relevant freight planning best practices to develop next steps that can be incorporated into future municipal freight studies, local comprehensive planning, capital planning, operations and maintenance, and intergovernmental coordination. Chapter 5 of this document presents these next steps.

### 3 Existing Freight Conditions

#### 3.1 TRAFFIC VOLUMES

Figure 1 shows the 2022 Average Annual Daily Traffic (AADT) for road segments in the Milton area. SR 1 and US 113 have the highest volumes. Figure 2 shows estimated daily volumes for large truck traffic on principal arterials in the Milton area. The truck traffic volumes include unit trucks and combination trucks. As shown in Figure 2, the highest truck traffic volumes in the Milton area are on SR 1 below SR 16.

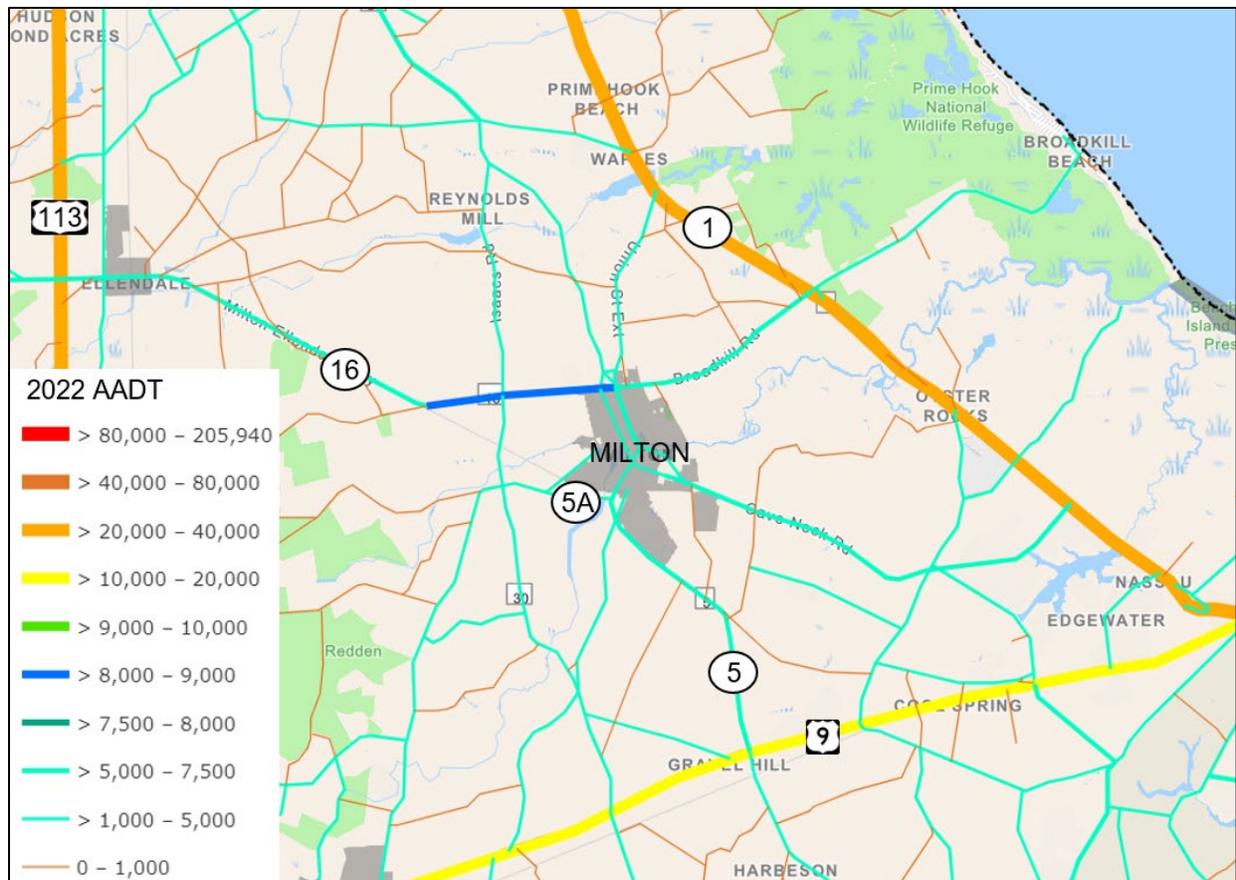


Figure 1. 2022 Average Annual Daily Traffic for Roads in the Milton Area (source: [DeiDOT Traffic Counts Web Map](#))



Figure 2. 2022 Daily Truck Traffic Volume Estimates for Principal Arterials in the Milton Area (source: DeIDOT Highway Performance Monitoring System)

### 3.2 NATIONAL HIGHWAY FREIGHT NETWORK

The FHWA created the National Highway Freight Network (NHFN) designation “to strategically direct Federal resources and policies toward improved performance of highway portions of the U.S. freight transportation system.”<sup>7</sup> The NHFN comprises four roadway types, which the NHFN defines as follows:

- Primary Highway Freight System (PHFS): This is a network of highways identified as the most critical highway portions of the U.S. freight transportation system determined by measurable and objective national data.
- Other Interstate portions not on the PHFS (non-PHFS): These highways consist of the remaining portion of Interstate roads not included in the PHFS. These routes provide important continuity and access to freight transportation facilities.
- Critical Rural Freight Corridors (CRFCs): These are public roads not in an urbanized area which provide access and connection to the PHFS and the Interstate with other important ports, public transportation facilities, or other intermodal freight facilities.
- Critical Urban Freight Corridors (CUFCs): These are public roads in urbanized areas which provide access and connection to the PHFS and the Interstate with other ports, public transportation facilities, or other intermodal transportation facilities.<sup>8</sup>

As shown in Figure 3, the nearest roadways to Milton on the NHFN are SR 1 and US 9, both of which are CRFCs.

### 3.3 DELAWARE FIRST/FINAL MILE FREIGHT NETWORK

Figure 3 shows that several road segments on Delaware’s first/final mile (FFM) freight network intersect Milton.<sup>9</sup>

### 3.4 SHORT LINE RAIL

There are two sections of short line rail in the Milton area, which are shown in Figure 3. Both are owned by Delmarva Central Railroad. The *2022 Delaware State Freight Plan* identifies these rail lines as areas of concern and areas of opportunity. They are areas of concern for short line rail preservation. They are areas of opportunity for short line rail markets. Although these rail lines are located outside of Milton, they are relevant to Milton because they provide an alternate transportation mode for freight. Therefore, preserving these lines and expanding their markets can help shift some freight truck trips in the Milton area to freight rail.

---

<sup>7</sup> FHWA Office of Freight Management and Operations, National Highway Freight Network, <https://ops.fhwa.dot.gov/freight/infrastructure/nfn/index.htm>.

<sup>8</sup> Ibid.

<sup>9</sup> The full FFM freight network can be viewed on the [Delaware Freight Plan – Existing Conditions interactive map](#).

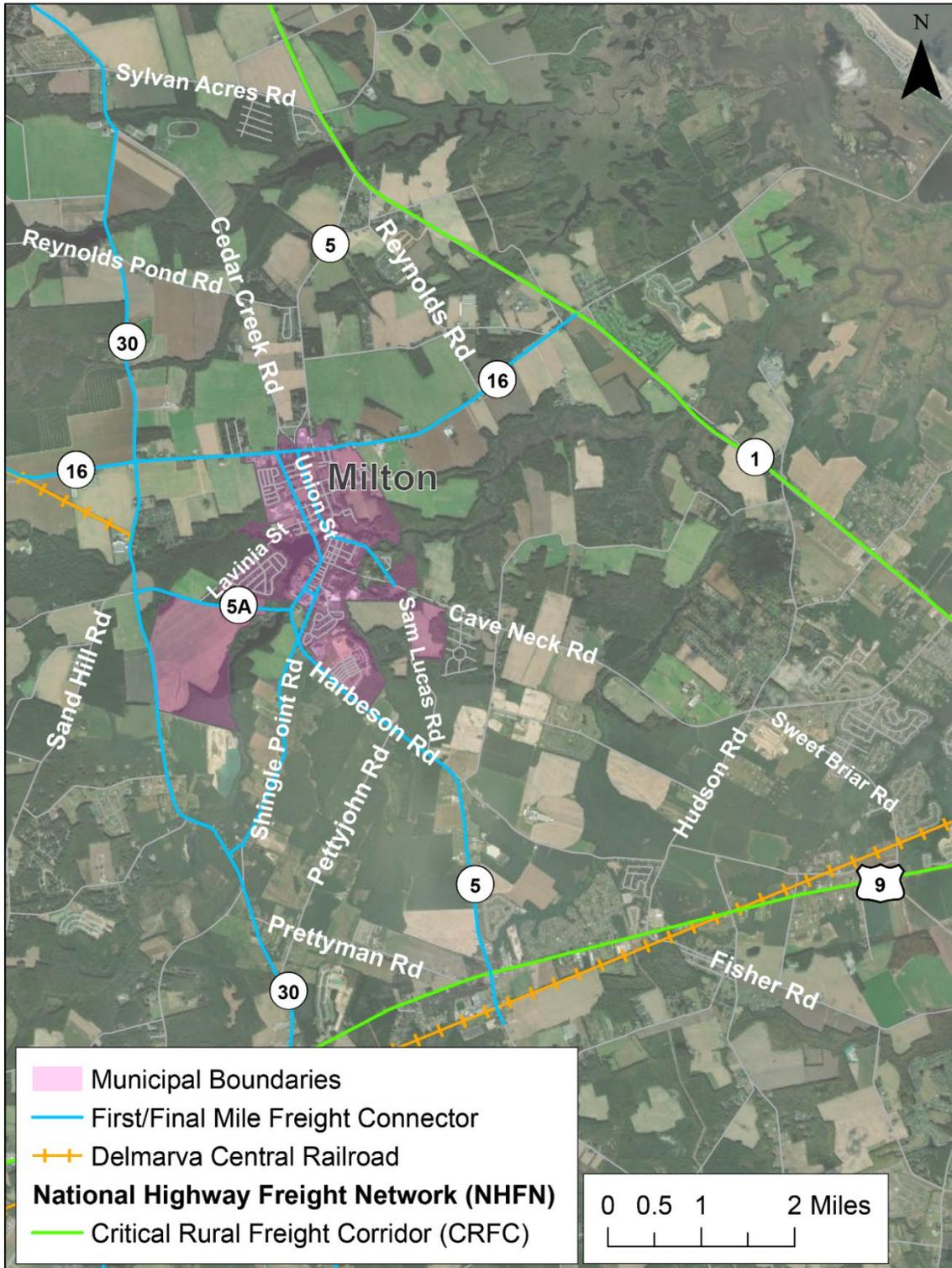


Figure 3. Freight Routes in the Milton Area

### 3.5 DELDOT PROJECTS IN THE MILTON AREA

DeIDOT has several capital projects in progress in the area around Milton. Table 2 lists the project names, descriptions, and website links.

Table 2. DeIDOT Projects in the Milton Area with Information from DeIDOT Projects Portal

Project Name, Information, Link	Construction Start Date / End Date
<p><b>SR 30 at SR 16 Intersection Improvement.</b> This project will install a roundabout. The SR 30/SR 16 intersection was identified as a high crash location in the 2017 Hazard Elimination Program. <a href="#">Project Website.</a></p>	2025/2025
<p><b>SR 1 and SR 16 Grade Separated Intersection.</b> This project was nominated as part of the 2013 Hazard Elimination Program. <a href="#">Project Website.</a></p>	Summer 2022 / Fall 2025
<p><b>SR 1 at S264 &amp; S258 Intersection Improvements.</b> This project will provide median and side road channelization to allow certain movements and remove some movements at these two intersections. The project also includes the closure of some median crossovers and the improvement of auxiliary lanes. <a href="#">Project Website.</a></p>	TBD/TBD
<p><b>SR 1 and Cave Neck Road Grade Separated Intersection.</b> The project will preserve traffic capacity and safety along the SR1 corridor in accordance with the Corridor Capacity Preservation Program and provide safe access to the local roadway network. <a href="#">Project Website.</a></p>	2025/2026
<p><b>Cave Neck, Hudson and Sweetbriar Roads Intersection Improvement.</b> This project will install a 5-legged roundabout at the Cave Neck Road intersection with Sweetbriar Rd and Hudson Rd to help alleviate safety concerns Traffic studies have shown a substantial number of reported crashes at the Cave Neck Road / Hudson Road intersection and the Cave Neck Road / Sweetbriar Road intersection. <a href="#">Project Website.</a></p>	2025/2026
<p><b>Georgetown to Lewes Trail, Cool Spring Road to Fisher Road.</b> This is the next phase of the Georgetown to Lewes Trail. The trail will be constructed along the railroad corridor as a Rail to Trail project and include a kiosk with informational panels near the Fisher Road crossing. It will also include a connection to the proposed Sussex County Park on the corner of SR 9 and Cool Spring Road as well as a trail crossing of SR 9 at the Fisher Rd signal. <a href="#">Project Website.</a></p>	Spring 2022 / Winter 2023

### 3.6 MILTON TOWN CODE SECTIONS RELATED TO FREIGHT TRUCKS

[Chapter 209 of Milton's Town Code](#) addresses vehicles and traffic including truck traffic and loading/unloading. The code sections relevant to delivery trucks include the following:

- [Article XVII, §209-123](#): prohibits trucks, as defined in [Article I, §209-1](#), on certain streets in town (see code section for a list of the street sections) unless it is making local deliveries/pick-ups. Article I, §209-1, defines trucks as follows:

A vehicle or combination of vehicle(s) and/or trailer(s) comprised of three or more axles, or having registered, actual or rated weight of greater than 26,000 pounds; or being operated in a manner subject to the provisions of Delaware Department of Transportation Commercial Driver's License requirements – excepting school bus, public transportation, private bus or taxi cab operation.

- [Article V, §209-21](#): prohibits vehicles from parking “upon the main traveled portion of any street, alley or thoroughfare within the Town for the purpose of loading or unloading or for the purpose of taking on or discharging passengers.”
- [Article V, §209-24](#): restricts the time during which freight can be loaded/unloaded on Union Street/Federal Street between Chandler Street and Strawberry Lane to weekdays between 6:00am and 11:00am.

As shown in Figure 4, many streets where non-local truck traffic is prohibited by Town Code are part of the Delaware FFM Freight Network inventory. In its list of short-term tasks, the *2022 Delaware State Freight Plan* includes the review and reassessment of the Delaware FFM Freight Network “to meet changing demographic, policy, or traffic considerations.”<sup>10</sup> This reassessment process could include consideration of municipal regulations that restrict truck traffic on certain streets.

---

<sup>10</sup> *2022 Delaware State Freight Plan*, p. 6-18.



Figure 4. FFM Freight Network and Streets Where Non-Local Trucks are Prohibited by Milton Town Code

## 4 Stakeholder & Public Feedback

---

This chapter summarizes stakeholder and public survey respondent feedback.

### 4.1 CONCERNS

The following bullets summarize concerns mentioned by stakeholders and public survey respondents.

- Truck routing
  - Although freight trucks that are not making local deliveries/pick-ups are prohibited on many of the town's streets,<sup>11</sup> stakeholders and survey respondents noted that the amount of truck traffic on town streets suggests that some delivery truck through traffic is driving in rather than around town. They suggested that this is because the signs directing trucks to the designated truck routes are insufficient and that truck drivers are relying on navigation apps that direct them into town.
  - Milton is home to Dogfish Head Brewery (DFH). DFH's pick-ups and deliveries are local and therefore its freight trucks may travel on streets that prohibit non-local truck traffic. However, trucks can access the brewery without driving through the center of town and DFH encourages drivers to do so. However, some of the trucks serving DFH are brokerage trucks, and therefore their drivers may be unfamiliar with the preferred route to the facility that avoids downtown Milton. According to stakeholders and survey respondents, this results in some trucks serving DFH driving in town because the drivers are using navigation apps or are lost.
- Street geometry:
  - Many stakeholders and public survey respondents noted the issue of trucks having difficulty navigating tight turns in Milton. Delivery trucks trying to make these turns often mount curbs, damage signs, trees, and other objects, get stuck and must reverse, and/or block other travel lanes and legs of the intersection while turning.
  - Survey respondents noted that some sections of Union and Federal Streets in downtown Milton that have on-street parking on both sides are not wide enough for two large vehicles to pass each other when both parking lanes are occupied.
- Loading/unloading.
  - Stakeholders and survey respondents stated that some trucks load/unload in the travel lane on Union and Federal Streets in downtown Milton, although this is prohibited by Town Code.<sup>12</sup> There are a variety of reasons why drivers may choose to do this. However, two potential factors are lack of enforcement of the code prohibition, and lack of curbside space available during delivery hours to pick up from or drop off to businesses that do not have off-street loading/unloading space.
- Concerns stemming from in-town freight truck movement
  - **Vibrations:** Due to their weight, delivery trucks and other heavy vehicles driving on the street cause some historic buildings to shake.

---

<sup>11</sup> Town of Milton. DE, Code, [Chapter 209, Article XVII, §209-123](#).

<sup>12</sup> Ibid., [Chapter 209, Article V, §209-21](#).

- **Property and infrastructure damage:** Due to their size, delivery trucks and other large vehicles may strike signs, trees, and other objects when attempting to make a tight turn. Due to their weight, they cause greater wear and tear on streets (and sidewalks if parking on a sidewalk or mounting a curb to make a turn) compared to private vehicles.
- **Air pollution:** Heavy-duty vehicles like delivery trucks release a disproportionate amount of the greenhouse gases and nitrogen oxides emitted by the transportation sector.

## 4.2 LOCATIONS IDENTIFIED BY SURVEY RESPONDENTS AS PRESENTING GEOMETRIC CHALLENGES FOR FREIGHT TRUCKS

Table 3 presents the intersections, streets, or locations that survey respondents cited in response to Question 3 (If you see delivery trucks getting “stuck” on streets in Milton as described in Question 2, where do they get stuck and what appears to be the reason they get stuck?). Note that some locations were mentioned by a single respondent, while others were mentioned by several respondents. Table 3 does not reflect the number of times a particular location was mentioned.

*Table 3. Locations Identified by Survey Respondents as Presenting Geometric Challenges for Freight Truck Movement*

Location Where Trucks Get Stuck or Have Difficulty Turning	Notes
<b>Intersection of Federal, Mulberry, and Wharton Streets</b>	Some stakeholders and survey respondents specified the right turn from Federal Street onto Mulberry Street. See Recommendation M-1. One survey respondent specified the turn from Wharton Street onto Federal Street (turn direction unspecified).
<b>Union Street and Federal Street, particularly when cars are parked on both sides of the street</b>	One survey respondent specified that trucks get stuck near Irish Eyes.
<b>Intersection of Union, Federal, and Front Streets</b>	One survey respondent specified the turn from Union Street onto Federal Street. Some survey respondents noted that the right of way at this intersection is confusing.
<b>Collins Street</b>	One survey respondent noted that, when Union Street is flooded downtown, trucks headed westbound on Front Street sometimes turn left onto Collins Street to try to go around the flooded portion of Union Street. However, they cannot turn from Collins Street onto a side street so they must back down Collins Street back to Front Street.

Location Where Trucks Get Stuck or Have Difficulty Turning	Notes
Intersection of SR 16 and Mulberry Street	
Intersection of SR 16 and Union Street	One survey respondent specified the right turn from SR 16 onto Union Street.
Intersection of Lavinia Street and Sand Hill Road	One survey respondent specified the turn from Sand Hill Road onto Lavinia Street.
Intersection of Lavinia Street and Mulberry Street	One survey respondent specified that turning movements in both directions (Lavinia to Mulberry, Mulberry to Lavinia) are difficult for trucks to complete.
Intersection of Broad Street and Mulberry Street	
Turning from Cave Neck Road onto Chestnut Street	
Turning onto Mill Street (no cross street specified)	
Turning onto smaller streets like Lavinia Street, Chestnut Street, and Magnolia Street (no cross streets specified)	
Milton town center and historic district in general	
Cannery Village	
Village Center Boulevard (no block or cross street specified)	
Intersections of Village Center Boulevard with Fulham and Adelaide Drives	

### **4.3 LOCATIONS SUGGESTED BY PUBLIC SURVEY RESPONDENTS FOR ADDITIONAL TRUCK ROUTE SIGNS**

Figure 5 presents the locations that survey respondents identified in response to Question 1 (The following freight truck movement issue has been identified by stakeholders: delivery trucks that are not making in-town deliveries drive through town rather than on the designated truck routes outside of town. Please share any locations in the Milton area where you think additional truck route sign(s) would be most effective in directing more delivery trucks to the designated truck routes).

Note that some locations were mentioned by a single respondent, while others were mentioned by several respondents. Figure 5 does not reflect the number of times a particular location was identified.

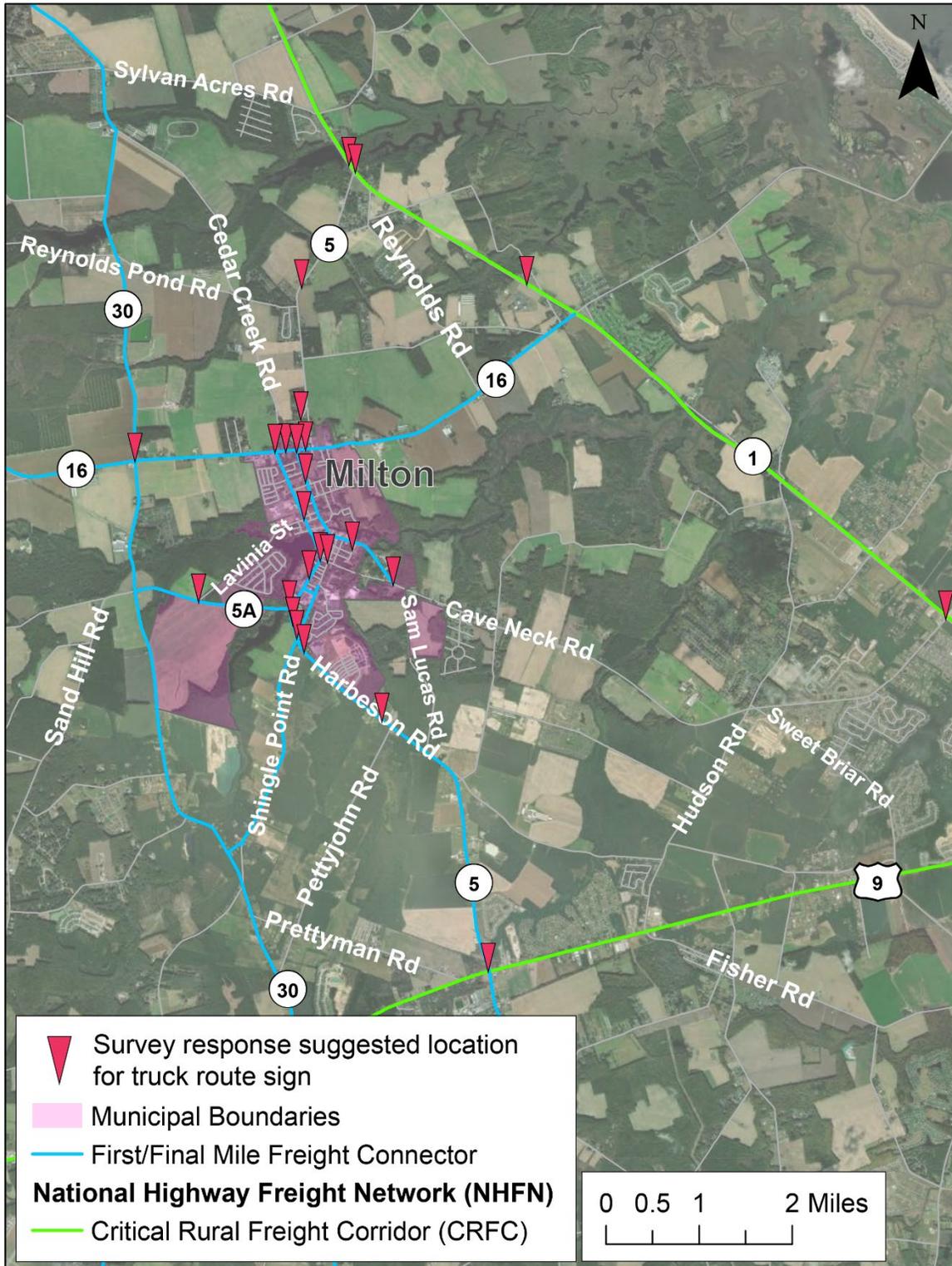


Figure 5. Truck Route Sign Locations Suggested by Survey Respondents

## 5 Next Steps

### 5.1 LAND USE AND DEVELOPMENT REVIEW

Freight facilities and freight movement should be addressed as priorities in local land use planning – including comprehensive planning, the development review process, and municipal code updates. Key examples of the interrelationship between freight and community and land use planning include:

- Freight-generating land uses support regional employment, generate revenue through state and local taxes, and allow for the availability of local goods for growing populations and businesses.
- Freight activity and freight-based land use can also bring challenges, such as routing of large vehicles through residential areas and others mentioned previously, especially if not addressed proactively.
- Freight volumes and the associated impacts on land use are expected to continue to grow significantly in the coming years. Planning for their associated needs and impacts now will integrate them into the community more smoothly, allowing for benefits to their region sooner while minimizing their adverse impacts on residents and the environment.<sup>13</sup>

Table 4 presents recommendations to improve how land use planning and development review consider freight movement issues.

*Table 4. Land Use Planning and Development Review Recommendations*

ID	Recommendation	Concern	Assumed Lead Agency
LU-1	Increase emphasis on freight planning issues in the next update of the comprehensive plan. See Section 5.1.1 for more detail.	Need for increased attention to freight planning issues in the comprehensive plan	Town of Milton
LU-2	Increase attention in the development review process to the movement of freight, truck access, and mitigation of trucking impacts on the community. See Section 5.1.2 for more detail.	Need for increased attention to the movement of freight movement, truck access, and mitigation of trucking impacts on the community in the development review process	Town of Milton

#### 5.1.1 LU-1 Comprehensive Plan and Related Plans, Policies, and Code

[22 Delaware Code §702](#) requires municipal governments to develop and update comprehensive plans. The Delaware Office of State Planning Coordination (OSPC) provides [guidelines and a checklist](#) to facilitate the comprehensive planning process for municipalities. Although not explicitly stated, updates to

<sup>13</sup> FHWA Office of Freight Management and Operations, FHWA Freight and Land Use Handbook, 2012, <https://ops.fhwa.dot.gov/publications/fhwahop12006/>.

local comprehensive plans should also address freight activity and land use issues. The comprehensive plan's planning and policy direction must reflect Milton's community vision so that the plan can serve as a solid foundation for other plans, policies, and decisions. Further, the comprehensive plan should consider issues and impacts associated with current freight activity, which will help the community leverage the benefits of freight while minimizing undesirable impacts.

The FHWA Office of Freight Management and Operations developed the [\*FHWA Freight and Land Use Handbook\*](#) to provide land use and transportation planners with tools and resources to help them assess the impacts of land use decisions on freight movement and the impact of freight-related uses and movement on other land uses and land use planning goals. The handbook provides extensive background information and case studies of freight policies or programs enacted around the country. It is a valuable resource for communities wishing to address freight in their comprehensive planning.

The *2022 Delaware State Freight Plan* recommends two strategies related to land use (bolded italics added):

- ***Freight Land Use Preservation*** – Coordinate with and educate the region's planning officials on the importance of ***preserving critical infrastructure and freight-oriented land uses*** in key freight or rail corridors and industrial areas. Planning and decision-making should aim to ***minimize residential encroachments*** while also ***managing*** real and perceived ***conflicts*** or expectations between the residential and freight communities.
- ***Freight and Community Impact Planning*** – Implement a ***proactive approach*** to assessing and balancing freight impacts, community needs, and competing interests ***much earlier in the planning process***, including the use of tools such as the *Protect-Manage-Accommodate* framework for contextualizing freight conflicts and the local freight planning considerations checklist for freight facilities and truck routes.<sup>14</sup>

During its next comprehensive plan update process, Milton should consider the guidance provided by the documents referenced above, as well as the following topics.

- *Description of Physical, Demographic, and Economic Conditions – Transportation*<sup>15</sup>
  - Key commercial vehicle traffic routes in and through Milton
  - Key locations with the greatest concerns for truck movement
  - Nearby industries and major employment centers
  - Truck traffic volumes
  - Current conflict between through truck traffic on the one hand and businesses and other road users on the other hand, in downtown Milton
  - Current conflict between residential and freight-related land uses in other areas of Milton
- *Policies, Statements, Goals, and Planning Components for Transportation*

---

<sup>14</sup> *2022 Delaware State Freight Plan*, p. 6-6.

<sup>15</sup> Terminology comes from the State of Delaware Comprehensive Plan Checklist, 2015, <https://stateplanning.delaware.gov/lup/documents/comprehensive-plan-checklist-guide.pdf>.

- Study and, if found to be feasible and beneficial, implement relevant recommendations from the *2022 Delaware State Freight Plan*
- Develop strategies to support economic development and safe and efficient freight movement while promoting quality of life and safety for the community
- Continue to engage in regional and state planning and coordinate activities to ensure freight needs are considered and supported
- Carry out recommendations listed in Table 6
- Carry out recommendations for future study listed in Table 7

In addition to the comprehensive plan, Milton should consider reviewing and updating other local plans, policies, and code sections to ensure they are current and support land use and development decision-making in alignment with the implications of today's freight activity.

The [Northampton County Freight-Based Land Use Management Guide](#) was developed in 2022 by the Lehigh Valley Planning Commission, a regional planning organization for an area that has experienced some of the highest pressures of freight activity and freight-based land uses in recent years. The guide aims to “assist municipalities in making land use decisions regarding freight-based development and to alleviate issues that result from these types of land uses.”<sup>16</sup> This guide may be a useful reference as Milton updates freight-related plans, policies, and code sections.

### 5.1.2 LU-2 Development Review

To adequately anticipate and address freight movement needs and conflicts, freight needs to be considered in the development review process. One component of Recommendation LU-2 is to provide educational opportunities to help officials responsible for development review to remain current on freight movement issues and best practices relevant to Milton. Freight education resources available to planners include:

- The Eastern Transportation Coalition's [Freight Academy](#)
- National Highway Institute [freight-related training courses](#) such as the web-based [Integrating Freight into Transportation Decision Making course \(Course Number FHWA-NHI-139006\)](#)
- The FHWA's [Freight Professional Development Program](#)
- Delaware Freight Summits hosted by the University of Delaware Institute for Public Administration (for more information, see [Appendix E](#))

Additionally, development review processes can be modified to more holistically consider freight needs and impacts. Table 5 presents a checklist from the *2022 Delaware State Freight Plan* that was adapted from a similar checklist in the [Planning for Freight-Related Development](#) document. The checklist can help planners address land use conflicts related to proposed freight truck trip-generating development during the development review process.

---

<sup>16</sup> <https://www.northamptoncounty.org/CMTYECDV/Pages/Freight-Based-Land-Use-Management-Guide.aspx>.

Note that the checklist can be used for the review of all types of development that generate freight truck trips (pick-ups or deliveries), not just shipping facilities. The checklist considers land use conflicts around the site of the proposed facility and transportation impacts on roads likely to be used by trucks serving the facility.

Table 5. Planning Considerations Checklist for Freight Facilities and Truck Routes (from the 2022 Delaware State Freight Plan)

YES	NO	N/A	Local Freight Planning Consideration
			<p><b>Freight Network Designation:</b></p> <p>Is the facility adjacent to an existing freight route identified on Delaware’s current highway freight network or First/Final Mile freight network?<sup>17</sup> If not, what is the likely route trucks will take to reach major highway corridors?</p>
			<p><b>Truck Route Obstructions:</b></p> <p>Do the likely truck routes have sharp turns, low clearance restrictions, or other truck obstructions?</p>
			<p><b>Truck Route Roadway/Bridge Conditions:</b></p> <p>Do the likely truck routes have adequate roadway/pavement conditions, shoulder conditions, bridge weight limits, or existing/potential deterioration due to heavy vehicles?</p>
			<p><b>Truck Route Community Conflicts:</b></p> <p>Do the likely truck routes run through residential areas, or other sensitive areas such as school zones?</p>
			<p><b>Truck Route Bicycle/Pedestrian Conflicts:</b></p> <p>Are the likely truck routes designated as bicycle or pedestrian routes?</p>
			<p><b>Truck Route Congestion:</b></p> <p>Are there existing congestion problems on the likely truck routes?</p>
			<p><b>Truck Route Improvement Funding:</b></p> <p>If infrastructure improvements are needed for the truck route, will the freight facility developer or tenant help fund these improvements?</p>
			<p><b>Freight Facility Truck Parking:</b></p> <p>Is truck parking available nearby, or will the developer provide parking?</p>
			<p><b>Freight Facility Conflicts:</b></p> <p>Is the facility located adjacent or near to existing or planned residential development, or other sensitive land uses such as schools?</p>

The 2022 Delaware State Freight Plan notes that “this checklist is not intended to be a comprehensive planning resource; rather, it should be incorporated as an initial list of typical considerations as part of the land use planning process for communities that are planning for freight-related developments.”<sup>18</sup>

<sup>17</sup> Delaware’s current highway freight network and FFM freight network can be viewed on the [Delaware Freight Plan – Existing Conditions interactive map](#).

<sup>18</sup> 2022 Delaware State Freight Plan, p. 6-8.

## 5.2 EDUCATION, COMMUNICATION, AND COLLABORATION

Table 6 presents recommendations for Milton to pursue to improve understanding of and coordination on freight movement issues relevant to Milton.

Table 6. Recommendations for Town of Milton to Improve Education, Communication, and Collaboration

ID	Recommendation	Purpose
ECC-1	Educate the public on the economic importance of freight movement and its specific planning and infrastructure needs. See Section 0 for more details.	Freight planning can occur more effectively when the public understands the economic benefits and needs of freight.
ECC-2	Continue to coordinate with state and county planning bodies to ensure freight movement issues and needs are addressed during development review and transportation project design.	To adequately anticipate and address freight movement needs and conflicts, freight must be considered in both long-range and current planning processes.
ECC-3	Engage freight stakeholders in planning and policy discussions that affect freight movement and safety. See Section 5.2.2 for more details.	To adequately anticipate and address freight movement needs and conflicts, freight must be considered in both long-range and current planning processes; some through truck traffic appears to travel through downtown Milton rather than on designated truck routes; many town streets are too narrow and turns are too tight for delivery trucks; some delivery trucks unload in the travel lane on Union and Federal Streets.
ECC-4	Continue to coordinate with Dogfish Head Brewery to improve driving directions and wayfinding aids for their drivers.	Dogfish Head uses brokerage trucks whose drivers may be unfamiliar with designated truck routes and the geometry of town streets.
ECC-5	Publicize truck traffic regulations on the town website.	Some through truck traffic appears to travel through downtown Milton rather than on designated truck routes; many town streets are too narrow and turns are too tight for delivery trucks; some delivery trucks unload in the travel lane on Union and Federal Streets.

### 5.2.1 ECC-1 Public Education

Some public-oriented freight education resources include:

- Washington State DOT's [Freight Virtual Legislative Tour, WSDOT Rail, Freight and Ports Division video](#)
- American Trucking Associations' [Share the Road Program](#)
- Mid-America Freight Coalition's [The Economic Importance of Freight webpage](#)

### 5.2.2 ECC-3 Freight Stakeholder Engagement

The FHWA's [Guidebook for Engaging the Private Sector in Freight Transportation Planning](#) (2009) is a helpful overview of how and why to engage private sector freight stakeholders.

Milton could also work with the Milton Chamber of Commerce and the Delaware Motor Transport Association (DMTA) to increase engagement with private sector freight stakeholders.

## 5.3 RECOMMENDATIONS FOR FUTURE STUDY

The following recommendations for future study were developed based on stakeholder feedback and public survey responses.

Table 7. Recommendations for Future Study

ID	Recommendation	Purpose	Assumed Lead Agency	Notes
<b>Truck Routing</b>				
TR-1	Conduct a study of existing truck routing and truck restriction signs to determine where signs could be added or clarified to facilitate truck navigation. Install or improve signs where they are anticipated to be beneficial. This study should include the identification of any existing signs that are not compliant with the Manual on Uniform Traffic Control Devices (MUTCD).	To address the following stakeholder/survey respondent input: Some through truck traffic appears to travel through downtown Milton rather than on designated truck routes	DeIDOT Traffic Studies, Town of Milton	One example of clarifying current truck signs in the Milton area is ensuring that signs for Alt Route 5 indicate that it is a truck route.

ID	Recommendation	Purpose	Assumed Lead Agency	Notes
TR-2	<p>Conduct a study of street geometry in Milton to identify turning movements that large vehicles cannot complete without mounting the sidewalk, blocking other lanes, etc., and travel lanes that are too narrow for large vehicles to pass one another. Identify and implement signs and other strategies to prohibit or discourage trucks from making challenging turning movements and using narrow streets. Outside of the historic district, there may also be opportunities to improve street geometry to better accommodate large vehicles.</p>	<p>To address the following stakeholder/survey respondent input: Many town streets are too narrow and turns are too tight for delivery trucks. See Table 3 for locations and turning movements identified by stakeholders and survey respondents as presenting geometric challenges for large vehicles.</p>	Town of Milton	<p>The 2021 <i>Milton Traffic Calming Advisory Ad Hoc Committee Advisory Report</i> recommends installing a sign indicating that truck/trailer right turns from Federal Street onto Mulberry Street are prohibited. This turn is an acute angle and trucks have been observed blocking all legs of the intersection when turning. Additionally, non-local truck traffic is prohibited on Mulberry Street.</p>
TR-3	<p>Work with major navigation apps used by truck drivers to ensure through truck traffic is directed to truck routes and away from downtowns, residential areas, and narrow streets.</p>	<p>To address the following stakeholder/survey respondent input: Some through truck traffic appears to travel through downtown Milton rather than on designated truck routes, many town streets are too narrow and turns are too tight for delivery trucks</p>	DeIDOT Planning	

ID	Recommendation	Purpose	Assumed Lead Agency	Notes
TR-4	Conduct a truck routing study to determine the benefits and implications of modifying the designated truck route network around Milton. Implement modifications if found to be feasible.	To address the following stakeholder/survey respondent input: Some through truck traffic appears to travel through downtown Milton rather than on designated truck routes because Union/Federal Street provides a more direct route	DeIDOT Project Development South, DeIDOT Planning	A stakeholder suggested designating Sam Lucas Road as a truck route because it would provide a slightly faster alternative to the Sand Hill Road route for certain truck trips.
TR-5	As part of future efforts to update the Delaware FFM Freight Network, consider municipal regulations that restrict truck traffic on certain streets.	Many of Milton's streets where non-local truck traffic is prohibited are part of the Delaware FFM Freight Network inventory.	DeIDOT Planning	
<b>Mobility</b>				
M-1	Work with Milton Police Department and local businesses to determine why some delivery trucks load/unload in the travel lanes in downtown Milton. Based on this outreach, determine and implement policy changes to increase compliance with the prohibition against loading/unloading in travel lanes.	Some delivery trucks unload in the travel lane on Union and Federal Streets, creating safety issues for other road users.	Town of Milton	Policy changes might include changes to pick-up/delivery time restrictions such as an Off-Hours Delivery program, curb management changes to ensure there is curbside space for loading/unloading when it is needed, and an increase in the fine for the code violation.
M-2	Conduct a study to determine what proportion of large vehicles in Milton	Residents perceive that some trucks and other large vehicles speed	Town of Milton, DeIDOT	

ID	Recommendation	Purpose	Assumed Lead Agency	Notes
	are speeding and/or failing to yield, and where speeding and failing to yield occur most often. If results show that large vehicles are often speeding and/or failing to yield, identify and implement appropriate strategies, such as traffic calming measures, to address these issues.	through town and that higher speeds seem to decrease the likelihood that they will slow when approaching crosswalks or yield to pedestrians at crosswalks	Traffic	
M-3	Study the benefits and determine coordination procedures required to install and operate sign/light systems on roads outside of Milton to alert drivers before they enter town about flooded streets in town and determine optimal locations for systems to be installed. If found to be beneficial and feasible, install the system at the recommended locations.	Many town streets are too narrow and turns are too tight for delivery trucks, so if a truck reaches a flooded street in town and needs to turn around, it may need to mount the curb to turn onto a narrower street or reverse to an intersection where it can turn more easily	DeIDOT Transportation Management Center (TMC), Town of Milton	Survey respondents suggested this light system be installed on SR 16 and Cave Neck Road

# Appendices

## APPENDIX A. DESCRIPTIONS OF LOCAL, REGIONAL, AND STATE PLANS, STUDIES, AND INITIATIVES RELATED TO FREIGHT

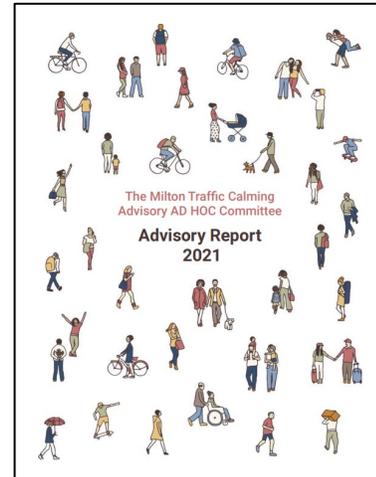
### Milton

[Town of Milton, Delaware, Comprehensive Plan \(2018\)](#)

Milton’s most recent comprehensive plan indicates that truck movement in and around the town is a concern. The plan also identifies opportunities for additional industrial and commercial growth on SR 5A and SR 30, which are both truck routes.

[Milton Traffic Calming Advisory Ad Hoc Committee Advisory Report \(2021\)](#)

This report addresses traffic safety related to all modes of transport, including truck movement through town. The report development process included a public survey; survey respondents identified issues with truck movement and truck unloading in town.



### Regional

[Sussex County Comprehensive Plan \(2019\)](#)

This plan notes that freight trucks are and will likely continue to be the predominant mode of freight transportation in Sussex County. The plan recommends that incentives for businesses to switch their freight from truck to rail transport be explored. The plan includes several strategies specific to freight movement.

[Sussex County Transportation Operations Management Plan \(2017\)](#)

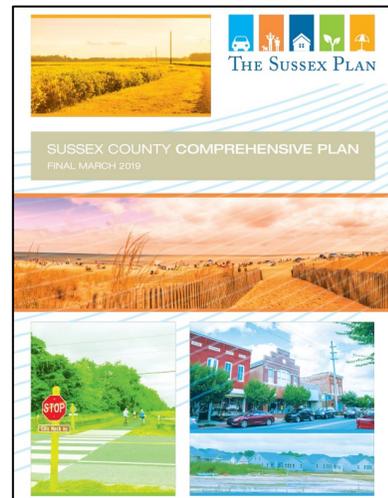
The 2017 Sussex County TOMP identifies SR 1 south of SR 16 as one of the worst observed congestion locations in 2015.

[DelDOT Coastal Corridors Study \(ongoing\)](#)

This study is currently in progress and its purpose is to identify improvements along east-west routes in Sussex County to address the risk of congestion from future development.

[Connect 2050: Salisbury/Wicomico MPO Long-Range Transportation Plan \(2019, last amended 2022\)](#)

The Salisbury/Wicomico MPO’s (S/WMPO) 2050 Long-Range Transportation Plan (LRTP) identifies projects and other initiatives that the S/WMPO will carry out during 2020-2050. It includes a chapter on



the S/WMPO region's freight system. The chapter addresses freight movement via truck, rail, water, and airplane.

## Delaware

Resources presented in this section date from 2018 onwards. The descriptions are excerpted from the 2022 *Delaware State Freight Plan* unless otherwise noted.

### *[Delaware Truck Bottleneck Identification \(2018\) and Related Bottleneck Project Updates \(2020/2022\)](#)*

This overall assessment of truck bottlenecks throughout Delaware was completed in coordination with federal Transportation Performance Management (TPM) reporting requirements that began under MAP-21. Recent updates identified 15 highway segments in the state that significantly affect freight mobility and reliability. Bottlenecks were ranked high/medium/low using a data-driven process and included a review and description of relevant project/study initiatives along the congested corridors.

### *[Innovation in Motion: The Delaware Long Range Transportation Plan \(2019 plus annual updates\)](#)*

In 2019, DelDOT launched the Delaware LRTP "Innovation in Motion" website. The LRTP has a 20-year outlook and aims to express Delaware's continually changing transportation environment by conveying land use patterns, demographics, travel patterns, preferences, and technology. All these variables together contribute to Delaware's transportation network.



### *[Delaware First/Final Mile Freight Network Development Final Report \(August 2021\)](#)*

This targeted study inventories key first/final mile truck locations in Delaware that link mainline routes with truck-generating or freight handling facilities. Notable clusters of activity are typically found near manufacturing facilities, retail centers, distribution centers, warehouses, ports, intermodal terminals, and farms. Study results include data-driven screening and expansion of a state-specific first/final mile roadway network, coupled with an evaluation of potential needs and issues based on five major categories relating to institutional, land use, mobility, safety, and condition considerations. Planning recommendations included guidance and support for policies, partnerships, projects, and programs that would help to prioritize and improve the network.

### *[Delaware First Final/Mile Freight Network Development Working Paper 2: Addressing Delaware's First/Final Mile Freight Needs and Issues \(May 2021\)](#)* (not included in 2022 Delaware State Freight Plan)

This working paper is the second in a series of two working papers prepared as part of CPCS's Delaware First/Final Mile Freight Network Development Project. It describes the performance needs and issues of the FFM network and strategies that could be used to address these needs and issues.

### *[Delaware First/Final Mile Freight Network Development Working Paper 1: Initial Identification of First/Final Mile Freight Network \(February 2021\)](#)* (not included in 2022 Delaware State Freight Plan)

This working paper is the second in a series of two working papers prepared as part of CPCS's Delaware First/Final Mile Freight Network Development Project. The paper documents the steps taken to identify

the road segments constituting the draft FFM freight network, and identifies basic needs, issues, and land use/development trends related to FFM freight connectors.

[WILMAPCO First/Final Mile Study Outreach WikiMapping Comment Map](#) (not included in 2022 Delaware State Freight Plan)

This WikiMapping map was used to collect comments from local FFM freight stakeholders as part of the Delaware First/Final Mile Freight Network Development effort. Respondents could submit comments about mobility, safety, road condition, land use conflicts or draft FFM designations, comment on other respondents' comments, and suggest additional roadway segments to be included in the FFM freight network. The map is no longer accepting new comments, but it can still be used to view the comments and suggestions that were submitted.

[Planning for Freight-Related Development Summary and Checklist \(2021\)](#)

Relative to an expanding network of warehouses, distribution centers, and e-commerce activities, Delaware has explored key planning considerations for freight-related development. Products include a summary checklist to help determine what general types of freight and land use impacts may need to be considered in local planning or economic development work.

[Delaware Statewide Truck Parking Study \(2021\)](#)

This statewide study inventories all truck parking within the state (authorized and unauthorized) and explores needs and methods to effectively improve the availability for drivers. Results identify potential information and technology improvements, as well as site-specific truck parking capacity improvements at existing and private sites, other state-owned facilities, and along roadway shoulders.

[Delaware Truck Restrictions Database \(Tentatively 2023 or later\)](#)

This ongoing DeIDOT initiative is working toward the compilation of an overall truck restrictions database to support truck, freight, and general system planning and operations, including OS/OW vehicle planning, routing, and permitting efforts throughout the state.

[DeIDOT Highway-Rail Grade Crossing Safety Program \(annual\)](#)

On an annual basis, DeIDOT performs a data-driven network screening process to identify public highway-rail at-grade crossing locations for study to evaluate the need for, and feasibility of, safety improvements that could be funded with federal Railway-Highway Crossings Program (Section 130) funds. A multitude of rail crossing improvements are considered as part of this program including the installation of flashers, cantilevers, automatic gates, signing, striping, and railroad preemption/interconnection. Potential safety improvements are selected and prioritized for design and implementation based on available funding.

**APPENDIX B. MARCH 9, 2023, STAKEHOLDER MEETING ATTENDANCE**

- DeIDOT
  - Jennifer Cinelli-Miller
  - Cooper Bowers
- Town of Milton
  - Kristy Rogers, Town Manager
  - Councilwoman Randi Meredith
  - Mayor John Collier
  - Chief Derrick Harvey, Milton Police Department
  - Captain Sherrie Harmon, Milton Police Department
  - Dick Trask, Chair of Planning and Zoning Commission
  - George Cardwell, Planning and Zoning Commission
  - Tom Quass, Project Coordinator
- Business Representatives
  - Eric Beck, Dogfish Head Craft Brewery
  - Donna Reed, Reed Trucking
  - Blake Reed, Reed Trucking
  - Danny Rohls, Allen Harim
  - Blair Rogers, Rogers Sign Company
- Sussex County
  - Robert Bryant, Delaware Coastal Airport
- Whitman, Requardt and Associates
  - Gemma Tierney
  - Molly Nur
  - Leah Kacanda

## APPENDIX C. ONLINE PUBLIC SURVEY QUESTIONS

The public survey was hosted on DeIDOT’s public engagement site, “DeIDOTInteract.” Below are screenshots from the survey webpage.



[Translate](#)

### Municipal Freight Planning - Milton Survey

The Delaware Department of Transportation (DeIDOT) is assisting municipalities to identify freight and trucking movement issues in their communities. Through this planning initiative, key freight-related issues in the Town of Milton will be identified and analyzed. Recommendations stemming from this effort may be advanced through local and statewide planning initiatives.

We would appreciate if you would complete the following survey questions to help us understand your or your company’s perspective on freight movement challenges in Milton.

1. The following freight truck movement issue has been identified by stakeholders: delivery trucks that are not making in-town deliveries drive through town rather than on the designated truck routes outside of town. Please share any locations in the Milton area where you think additional truck route sign(s) would be most effective in directing more delivery trucks to the designated truck routes.

2. The following freight truck movement issues has been identified by stakeholders: delivery trucks sometimes get "stuck" on streets in Milton, requiring the driver to drive onto the sidewalk, reverse down the street, or make an illegal maneuver to extricate the truck. Do you see this occur in Milton? If yes, approximately how often?

<input type="radio"/> N/A (I do not spend time in Milton)	<input type="radio"/> No
<input type="radio"/> Yes, less often than once/year	<input type="radio"/> Yes, about once/year
<input type="radio"/> Yes, about once/month	<input type="radio"/> Yes, more often than once/month

3. If you see delivery trucks getting "stuck" on streets in Milton as described in Question 2, where do they get stuck and what appears to be the reason they get stuck?

4. If you travel (drive, bike, walk, etc.) on the street in Milton, have you had the experience of a stopped delivery truck blocking your path? If yes, approximately how often does this occur?

<input type="radio"/> N/A (I do not travel on Milton streets)	<input type="radio"/> No
<input type="radio"/> Yes, less often than once/year	<input type="radio"/> Yes, about once/year
<input type="radio"/> Yes, about once/month	<input type="radio"/> Yes, more often than once/month

Select a response

5. Please share any other concerns you may have about freight movement in the Milton area that are not captured in the statements above. If a concern is location-specific, please specify the location(s).

6. Please share any recommendations you may have for the Town of Milton and DelDOT related to freight truck movement issues in the Milton area.

7. If you are responding on behalf of a Milton business, what is the company name?

8. Your contact information would be greatly appreciated:

First Name\*

  
Last Name\*  
Email\*

Submit

## APPENDIX D. PUBLIC SURVEY RESPONSES

Sixty-nine people completed the online public survey. Not all respondents answered every question. Responses are organized by question below.

*Question 1. The following freight truck movement issue has been identified by stakeholders: delivery trucks that are not making in-town deliveries drive through town rather than on the designated truck routes outside of town. Please share any locations in the Milton area where you think additional truck route sign(s) would be most effective in directing more delivery trucks to the designated truck routes.*

Responses:

- Southbound on Rt 1 BEFORE Milton to enable truckers to use the Rt 5 Business Route;  
Intersections at Mulberry and Union Streets along Rt 16  
Northbound on Rt 5 BEFORE entering the Town of Milton
- I live on Federal and there are at least 30 trucks a day that are not local. Maybe more. My historic house shakes all day long.
- On Rt 5 (North and South of the Town) positioned well before the intersection where they typically have to turn on Rt 16 West and Sand Hill Road This sign would prepare the driver well before they get to the intersection where they need to turn to go around Milton. Front Street at the intersection of Front Street and Cave Neck Road. Make trucks traveling on Cave Neck Turn on Sam Lucas Road and onto Rt 5.
- put signs on rt 1 for trucks to use route 30 north and south and route 16 west. Then make Sam Lucas road a truck route road do any improvements needed.
- The end of Sandhill road
- Dont know
- I'm not sure that traditional signs with words work anymore. Unless a sign has a flashing light to draw attention to it, I think that drivers, in general, and truck drivers, in particular. are distracted and "dedicated" to their own devices, their GPS directions, in particular. Also, existing signs are too small and poorly placed. Signs on Route 16 at Route 30, on Route 16 at Union Street, coming from Route 1 & Route 5, on Mulberry Street Extension, coming into town on Mulberry Street--all of these key routes into the northern end of town need large, flashing signs with drawings or symbols rather than words. It seems that trucks coming into Milton via the truck route on Sand Hill Road know to go right onto Route 5 South, but smaller sized local delivery trucks can negotiate the narrow Milton Streets. Nevertheless, the sign at this intersection (Sand Hill Road & Federal Street) should also be large and blinking.
- In the very center of town, when Union Street turns into Federal Street, delivery trucks, local or otherwise, should not have the option to go up or down that hill into the historic district, where homes are damaged far too often by the weight and size of those "monster trucks!"
- I have not witnessed this issue.

- - Rte 1 southbound at the intersection with rte 5 South(Union street extension).
- - Rte 16 eastbound at Rte 30, directing trucks to use Rte. 30
- - Rte 16 east and westbound prior to Rte 5 intersection.
- - Rte 5 southbound prior to Rte 16 intersection.
- - Rte 5 northbound(before it becomes Federal street) prior to chestnut Street and prior to Sand Hill road
- Well before and at every intersection leading into town and from multiple angles. The bigger and brighter the signs the better. Existing one, for example on Union Street and Route 16 is too small and trucks turn right off 16 and can't see the sign until they are already on Union Street heading into downtown. So to be specific, I recommend there should be clearer signs at Mulberry and Route 16, Rt 16 and Union Street, Cave Neck and Front Street. Federal and Sand Hill Road, Route 1 and Route 5. Once a truck is on Rt 5/Union St Extended, they will just head into downtown. For those of us who live on a main gateway, like Union Street, it has become a quality of life issue and our historic homes are taking on extra wear and tear.
- Rte 5 north of Rte 16
- Route 5
- Southbound Union St Extension at Broadkill Rd
- Both Harbeson Road/route 5 and Sand Hill Road have a lot of truck traffic. I see this on my daily commute, however I am not sure if it is a designated truck route.
- There should be a sign posted on the north bound lane of Harbson road (SR 5) prior to the left hand turn to the alternate truck route via Sand Hill Road to Gravel Hill Road (bypass). The sign should be located just past Mariner's Middle School for trucks heading north on SR5 to with instructions to turn left at the intersection with Sand Hill Road
- 18-wheel trucks speeding in Town Center causing concern about child safety as they walk to school and also damage to historic buildings on Union and Federal and Chestnut streets through extensive vibration.
- More robust, obvious, possibly bilingual signs Along route 5 & 16 and hwy 1
- LAVINIA ST
- Route 30.
- More prominent signs at Federal Street just south on Milton Elementary and Union Street at DE-16 intersection.
- Would really like to see signs at SR 16 and SR 30 that direct southbound traffic to use 30 rather than SR 5... in fact, why have SR 5 go Milton at all (northbound SR5 already bypasses Milton)? Southbound 5 truck traffic could be directed to westbound SR 16 then southbound SR 30 and

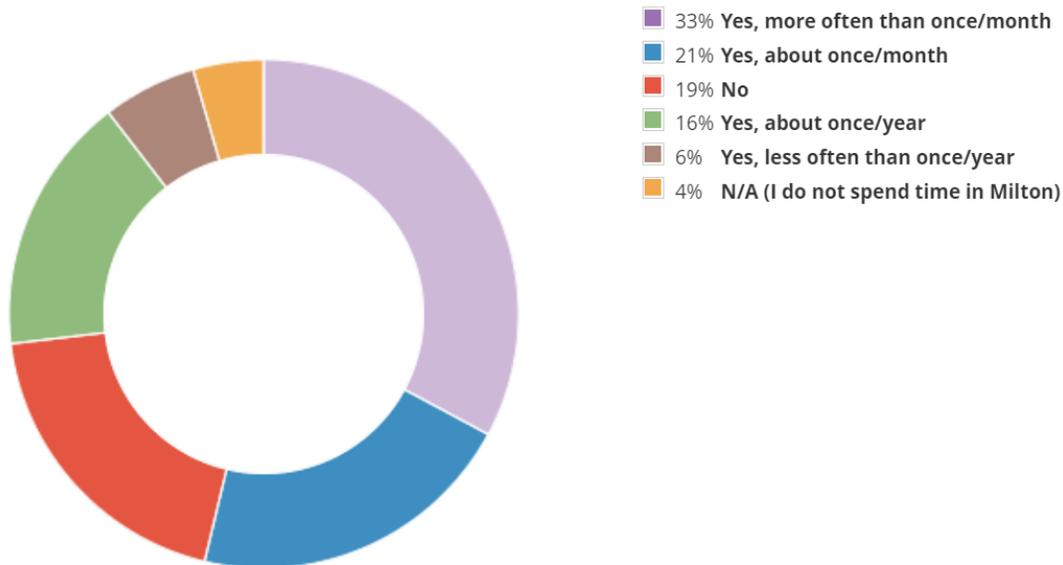
back to eastbound Rt. 9 to rejoin SR 5 at the Harbeson intersection. This would be a temp fix until a SR 16 bypass around Milton, when southbound SR 5 traffic could use that bypass, too.

- Union Street between Federal and 16
- Rt 16 at Union St and also Mulberry St. Cave Neck Rd at Front St. or Cave Neck and Off Centered Way.
- Federal Street and Sand Hill Rd., Lavinia Street and Sand Hill Rd., Mulberry Street and Lavinia Street., Union Street and Broadkill Rd., Mulberry Street and Broadkill Rd., Shingle Point and Harbeson Rd.
- At 16 and route 30 - clearer and larger; at Rte 1 and 5; at 16 and union East, West and South; at 16 and Mulberry; at Sandhill Road and Federal/Rte 5; Route 9 and 5 both East and West.
- Chestnut Street and Harbeson Rd
- Please get freight trucks OFF Union St, Federal St, and Mulberry St.
- Cave Neck Road/Atlantic crossing over Chestnut then Federal Street heading towards Rt. 16.
- Atlantic Street
- Large visible ILLUMINATED signs need to be placed not only out on route one at the entrance to Cave neck Road but also at every single possible place where they might think it's a good idea to drive through our historic town where homes built in the 1870s are shaken daily by the 18 wheelers directly outside our doors. Google Maps would be helpful I'm sure!
- Right before Atlantic Street and Front Street merge heading towards town
- Lavinia Street
- More visible or additional signs on union st. All gps generated directions should include warning that freight is not allowed on Union st.
- I would like them off Hudson and cave neck road. No cut thru should be allowed
- Large signs at both ends of Union, Federal and Mulberry Streets. Large trucks not making local deliveries do not belong in mostly residential areas or near schools. And if they are making local deliveries they should use smaller trucks. If GPS is sending them thru town, make them stop.
- The Route 5 extender at Route 1
- At the stop.light at rt 16 and 5.
- The local delivery trucks cannot be eliminated unless all the stores and restaurants close. There has been a designated Tractor-trailor truck route in existence since 1997. The new GPS systems route trucks that are not familiar with our area through SR rt5 which is Union and Federal Sts. The amount of Big Rigs has been exaggerated and you should ask the police dept. for more information. As long as businesses, schools, and local delivery's trucks of all sizes will be on

Milton Sts., we have lived in downtown area for more than 55 years and have seen it all. New people should research their desired living regions before deciding to live in a rural town and major business and all that goes with it!!!

- Larger sign on Cave Neck just east of Sam Lucas Road, current sign too small and obscured by vegetation;  
On Rt 5 between end of Mariner MS school zone and Chestnut St, then another sign halfway between Chestnut St and Sand Hill Rd; in both directions around intersection of Rt 16 and Rt 30;
- As one drives west on Cave Neck road, the first no truck sign (east of 26008) has text that is very small for a 35 MPH zone and is hard to read; it is at a point where a large truck has little time for one to react and needs direction to turn on Sam Lucas if they are not going to Dogfish. The second sign that is inside town has almost no use as trucks are not able to go anywhere else.
- Currently only northbound truck traffic is directed to the truck route by signage. Southbound truck traffic has no signage directing it to the alleged truck route.
- Intersection Rt 30 and Rt 16, intersection Cave Neck Road, Front Street, Atlantic Street.  
Intersection Rt 16 and Union Street. Intersection Rt 30 and Rt 9, intersection Rt 1 and Rt 16.  
Intersection Rt 1 and Rt 5
- I say continue to let the trucks come thru town but add a weight and length limit.
- Outside of the Town limits.  
Nearer to SR 1, possibly even on SR 1.  
Along 16.
- NA
- Because of the tremendous increase in traffic... Specifically truck traffic at the intersection of 16 and Union St... Before the intersection would be great. Increased ticketing would be necessary as well. It is so bad we no longer use the front of our house. Speeding 18-wheelers also a problem...  
The house shakes from foundation
- don't know
- Route 5/Harbeson & Chestnut Street and Federal Street near Milton Elementary School.

*Question 2. The following freight truck movement issue has been identified by stakeholders: delivery trucks sometimes get "stuck" on streets in Milton, requiring the driver to drive onto the sidewalk, reverse down the street, or make an illegal maneuver to extricate the truck. Do you see this occur in Milton? If yes, approximately how often?*



67 respondents

*Question 3. If you see delivery trucks getting "stuck" on streets in Milton as described in Question 2, where do they get stuck and what appears to be the reason they get stuck?*

Responses:

- 1-Trucks are cutting across Cave Neck onto Chestnut, roads are too narrow; they've taken down tree branches
- 2-Trucks are unable to pass when there is a stopped delivery vehicle (UPS, Amazon) loading/unloading at curbside
- 3-There have been many incidents, but Police will not record; recently a school bus swiped my neighbor's car on Coulter while cutting thru; she called the Milton Town Police and was told, "What do you want me to do about it?"
- In the downtown area (town center). Probable reason is parked cars on both sides of the street. Street is too narrow with parked cars.
- Down town cars parked on sides of the streets
- Union and federal, federal and mulberry
- One of the most dangerous intersections is the Federal/Mulberry/Atlantic intersection. For a long time, it was the Dogfish Head brokering trucks that posed the greatest danger. They are too large and too long to be able to make a safe turn from Federal Street, in either direction, onto Atlantic Street, which takes them to the Dogfish Head Truck Entrance. Also, there are trucks from

Chestnut Street, right off of Route 5, that go into Cannery Village, a community with narrow streets and 15-mph speed limit, that cannot move, literally, without battering a sidewalk or curb. Another street that sees far too much wear and tear is Union Street with traffic from Route 1 and 16. These trucks, with their size and weight are damaging historical homes and the road itself.

- I have not witnessed this situation.
- Intersection of Union, Federal, and front streets. Lack of width given the turning radius and consistent oncoming passenger and commercial vehicle traffic.
- Too big to turn 16th and Mulberry.
- Streets are not wide enough and turning radius is very tight — such as when trucks turn right onto Union Street from Route 16 and head into downtown. In addition trucks with long trailers have to take a very wide turn (into oncoming traffic) but still hop the curb and are within feet of someone's front door. Trucks coming down Federal into downtown have to navigate the crazy intersection where the M&T Bank and police station are. I have been at that intersection and have had to back up to allow a truck to turn otherwise it would have hit my vehicle. Have also seen trucks having to use both lanes through the heart of downtown to get through given parked cars on both sides.
- Downtown intersection Union Federal
- Double parking, traffic
- Along Union St and along Federal St. reason unknown.
- Narrow streets
- Usually on the Main Street in Milton
- Trucks are too big for these small streets like Lavinia St. Chesnut St. Magnolia St. they try to turn onto side streets because they have missed a turn and they need to backtrack.
- There are a lot of trucks that turn down Mill, and it is just too narrow. Also, they are not respecting the one-way. Many drivers of all kinds, regardless as a two-way street.
- LAVINIA ST AND MULBERRY
- Union/narrow street telephone poles  
Union ext and route 16 narrow corners
- Corner of Federal and Union Streets. Sharp turn, narrow streets with parked cars
- It's more that "getting stuck"—the streets are narrow enough that some delivery drivers in the older part of town do park "off the roadway"—what sidewalks old town Milton has are fragile and can't withstand the weight of a panel truck. Chestnut, Federal and Union all have narrow sidewalks and narrow travel lanes. The intersecting side streets are narrow enough that a longer panel truck can easily misjudge the turning radius required and have to back up to safely navigate a turn from Federal or Union onto a side street.

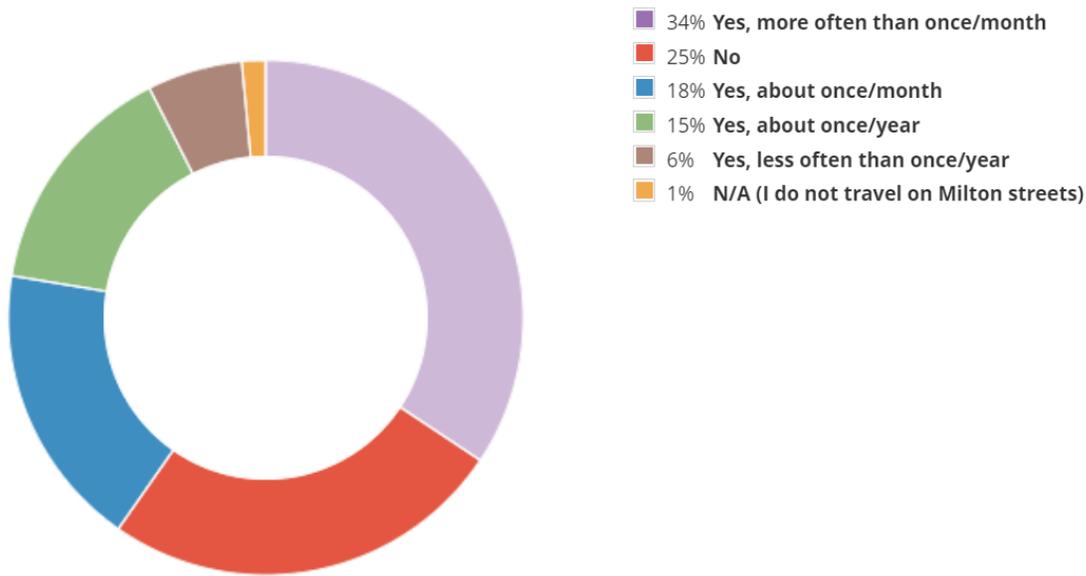
- I've only seen this happen once, I don't think they were stuck. They just reversed up the street to get to another site.
- Narrow side streets and also in the Downtown business district when cars are parked on the street.
- at intersection of Front Street/Federal/Union. Semi-trucks are cutting through town that are not making deliveries.
- Roads are narrow in town, hard to make turns without going over curbs.
- Broad St at Mulberry
- Union, Federal, Mulberry, Lavinia
- Cave Neck turning onto Chestnut. Atlantic turning onto Federal.
- Atlantic and Walnut Streets
- They get stuck on Federal and Union St's
- Too tight of a turn off of or trying to get on to Lavinia from Mulberry. Also turning on to Lavinia from Sandhill. The road isn't wide enough to enter Lavinia. NOTE: THIS IS A PROBLEM FOR SCHOOL BUSES TOO. They try to use Lavinia as a short cut to get to the elementary school on Mulberry (Brittenham Elementary)
- On side streets that aren't large enough to accommodate large vehicles and sometimes maneuvering down union st and Federal st
- Union and Federal St.
- I live on Union Street at the Atlantic Avenue intersection. The turn is not wide enough for 18 wheelers or some fire trucks to get around the corner. Milton fire department can drive on my sidewalk whenever they need to, but I don't really like the fact that we are responsible for sidewalks that are driven on by delivery trucks to make that turn.
- Coming through downtown going up Fed. St and Union St.
- Delivery building materials, one lane street and nowhere to park, new construction house on a narrow st
- I do not see them stuck as much as I see them stopped in the middle of Union or Federal St requiring other traffic to navigate around them.
- I hear about this issue but I don't see truck "stuck". I do see trucks and cars that are indeed just as well as "stuck" by blocking the flow of traffic as for some fool reason we have roads that are single lane in each direction and yet parking is allowed. When a car or truck is parked, it will block the flow of traffic in many locations that should have red/yellow curbs. However, even when a curb is so marked cars and trucks parked can block the flow of traffic on a state highway and this is so wrong and should be fixed. FedEx, UPS think it is fine to just stop and block the flow of

traffic and in the operation of going to local sites stop traffic just as much as the knucklehead that can't make a turn.

- Intersections of Federal/Wharton/Mulberry, Chestnut/Wharton/Atlantic St., Federal/Union/Front
- Near Irish Eyes. Another truck will double park in front of them ( mostly UPS or FedEx) and they back up to clear them to leave.
- Intersection of Union, Federal and Front streets: trucks get stuck due to the roadway being too narrow for 2 trucks to pass in opposite directions as well as the outlandish and confusing right of way. Intersection Mulberry, Federal and Wharton streets: trucks get stuck due to alignment of intersection, narrow roads, heavy traffic, and lack of 4 way stop control. In reality, the entirety of the Milton historic district and the town center were not designed for modern trucks and they can and do become stuck all over town requiring them to routinely drive on sidewalks, reverse against traffic, and perform all manner of dangerous illegal maneuvers to free themselves.
- They get stuck in the center of town right by the police station because the street is too narrow. It is also the reason buses can't go thru downtown.
- I haven't seen them.
- deliveries or red lights
- 1. Trying to turn right onto Mulberry Street from Federal Street
- 2. Trying to get around Front Street when it is flooded. Flood signage needs to be placed on Cave Neck Road when Front St is flooded.
- 3. On Union Street in the town center when trucks are headed in opposing directions and there are cars parked on both sides. Modern vehicles are too wide to accommodate parking on both sides + bi-directional traffic flow.
- 4. Intersection of Federal Street and Union Street. The right of way is unclear. The left turn from Federal onto Union (in a most bizarre fashion) has the right of way. There is a slip lane that encourages fast movement from Union onto Federal in an area with very limited space and a high pedestrian volume.
- Street too narrow
- Turn from Union to Federal.
- street too narrow.
- We just had one get stuck in Cannery Village (Village Center Boulevard and Fulham Drive/ Adelaide dr). That was a big 18 wheeler and I'm not sure why it was here. Smaller trucks have gotten stuck there too struggling to get out of Cannery Village.

Trucks to Dogfish Head sometimes go through Cannery Village instead of through the truck entrance -- largely because they're confused (I've had them call out to me while walking about where to go).

*Question 4. If you travel (drive, bike, walk, etc.) on the street in Milton, have you had the experience of a stopped delivery truck blocking your path? If yes, approximately how often does this occur?*



67 respondents

*Question 5. Please share any other concerns you may have about freight movement in the Milton area that are not captured in the statements above. If a concern is location-specific, please specify the location(s).*

Responses:

- 1-There is no Dogfish Head delivery entrance signage; they cut thru from Rt 5 rather than use their designated warehouse entrance on Cave Neck
- 2-There are heavy construction vehicles passing home on Federal & Coulter, I have counted up to 30/per day!
- 3-Speeds are excessive, the slip lane at fork btwn Union & Federal allows trucks to maintain their speed
- 4-We had a 2nd story front window crack recently at our home and was told it the force of semi-trucks could have caused this. Our wall hanging are constantly being shifted with the truck vibration....
- It's an insane number of trucks on a road that was meant to have hordes. You have no idea how overwhelming the noise and the speed is. A100:A142
- The trucks not following designated routes are brokered trucks going to Dog Fish Head.
- Motor homes, trucks with landscaping trailers also noisy
- I live on Mulberry Street at the pond. This street has two descents, one from the church on Federal Street and the other from the top of Mulberry Street at Route 16. Neither is a steep descent, but because Sussex county is so flat, any hill is impressive for its rarity. Thus, vehicles

speed up when they descend from either end of the street. Trucks, work trucks, delivery trucks, all trucks, become loud and more dangerous as they go above the speed limit. I must also include the many school buses that have tight schedules to uphold. There are two elementary schools in town within one mile of each other, and the middle school is no more than a mile and a half from the center of town. All together, trucks and buses, they make for heavy weekday traffic. And these are vehicles whose drivers take over the roads. They have little regard for walkers and cyclists, in particular between the hours of 6:30 and 10:00 in the morning and between 3:00 and 5:30 in the afternoon.

- I live on Mulberry Street and have not seen any of the large freight trucks.
- The main thoroughfares of Milton were never designed to handle 18 wheel(3+ axel vehicles) and cannot and should not be widened to accommodate such. The historic nature of the town should not be sacrificed to enable modestly faster delivery times for commercial interests outside of the town. In addition, the noise, danger, and destruction that are caused by such vehicles create an imminent danger to historic sites, the residents of the town, and the quality of life for those who live and visit.
- The number of trucks going through town has significantly increased. And it is only going to get worse if we don't address now. I believe trucks of a certain size should be banned in downtown. Smaller trucks should have a lower speed limit and only certain hours they can use town roads. There also has to be a better way to enforce the law. Cameras?
- Large truck traffic has become increasingly unbearable.. speed limits are rarely enforced.. Union Street is becoming an unpleasant place to live!
- Driving above the speed limit
- We live in Heritage Creek which is within town limits. Construction and builder delivery vehicles routinely ignore the construction routes and use Heritage Blvd and Mariners Circle . This occurs DAILY.
- You should define "freight". Does that also include UPS, FedEx, and Amazon vans?
- Speeding, vibration, blocking through traffic, backing up when a turn is missed, and the damage done to the blacktop causing potholes. Their speeding on Union Street is frightening.
- There are so many large trucks just rumbling through town. It is clear that they are not making deliveries, but just using our streets as some sort of shortcut. As a homeowner on federal, the windows literally rattle. Our streets are just not meant for trucks this size.
- No
- Union and mulberry are too narrow and houses are close to the road. Speeding semis is a disaster waiting to happen.
- There are two elementary schools with children walking to/from daily, within the No Thru Truck zones. Yes, there are crosswalks and crossing guards, but still not a place for semis.

- It would be optimal if Union, Federal, and Chestnut streets were "local delivery only" streets. Posting signs OUTSIDE town limits (e.g., intersections of SR 30/SR 16 and SR 1/SR 16 and SR1/SR 5 and Rt. 9/SR 5 indicating that trucks must bypass downtown Milton except for Local Deliveries" perhaps would be helpful.
- My only concern is the big trucks that come through town illegally. They are fast and loud as they fly by the house. I think the local delivery drivers around town do a great job.
- Many streets in Milton are less than 24 ft wide. Some secondary and tertiary streets as narrow as 16 or 12 ft, Tractor trailers cannot maneuver turns on these streets and I have witnessed a truck knocking down a stop sign when attempting a turn on a side street. Many times a month trucks block a view of oncoming traffic in the business district. An all way stop sign at Union and Federal would be helpful.
- On Mulberry and Federal Streets, trucks speed, don't stop for crosswalks even by the school as their speed is too great to slow to a stop, in-town on Union Street-trucks using Union as a through street speed through, are loud and disturbing for what should be a pleasant shopping street.
- Semis and 18 wheelers going either north or south on rte 5/Union and Federal and speeding.
- Too much is allowed.
- Wear and tear on infrastructure—roads, bridges, overpasses. Damage to personal properties where trucks get stuck or over ride on personal property to make turns. Road damage also has an economic impact. Environmental justice organizations state that the public has been subsidizing transportation infrastructure costs, through funding for repair and construction of highways, bridges, and corridors. Infrastructure costs include maintenance, repair, upgrades, expansion, and replacement. Infrastructure is typically designed and built to last many years, and the length of time that it will last is based on estimated number and weight of the trucks that will use it. When the freight volume and weight increases, this dramatically decreases the life expectancy of infrastructure. Local residents are left to bear the cost of expensive infrastructure repair/upgrades.
- Atlantic Street
- Even though trucks with more than two axles are already not allowed through downtown Milton, as evidenced by the small and badly placed signs in the ground on Cave Neck Road, sadly we don't have a way to enforce it because our police department doesn't really have enough police officers. So unless you're going to provide a way to enforce the new arrangement, then don't bother. We have people going twice the speed limit screaming down Atlantic Street heading east every single morning from 6:30 to 8:30 AM as the contractors stomp on their accelerators once they get past the intersection of Chestnut Street. My elderly neighbors are literally afraid to check their mail for fear of getting hit by speeding trucks, school buses and cars. It's shameful. It's like no cares about the historic district.
- My concern is freight movement on 18 wheeler trucks using Union St as opposed to alternate routes. The houses here are ver close to the road and are historic houses which shake when the large freight trucks go by.

- I am very concerned about the size and speed at which huge trucks travel up and down Union Street.
- I live in a house that was built in 1865. This is a designated historic district to which we have to abide by historic district regulations. These are fragile old homes. Many years ago, when we first bought this house, truck, traffic was diverted, and then, as time passed, they began to come through again. I work from 730 until four, and when I got home yesterday I saw 3 18-wheelers drive by our house... Not at 25 mph.
- Lots of tractor trailer trucks coming on rt 5..
- Town trash trucks, propane and oil delivery trucks, package delivery trucks, School Buses. Local freight to local businesses are not a problem. The Major problem on Rt 5 is tourist and vacationers with boats, trailers, large RV's, large vans going through town speeding and no regard for our safety trying to get to their destination as fast as possible.
- With the current design of "downtown" Milton, little can be done to accommodate local deliveries by tractor trailers. Perhaps designation of a specific delivery timeframe, to inhibit midday disruptions of traffic.
- Delivery trucks seem to stop and block traffic at the north end of Federal St and this is close to the intersection of Front St.  
Delivery trucks also seem to stop around 113 Union St. The 300 block of Union street has this problem.
- Do not understand why trucks are directed from Gravel Hill to Sand Hill to Rt. 5 South to add air and noise pollution to Mariner Middle School. can't they just continue south on Gravel Hill. The future Grainery development on Sand Hill Rd. will increase traffic coming into downtown Milton.
- All streets in Milton are narrow, old, and generally in poor condition with various road bed construction dating from long ago. The size of modern tractor trailers means that they do not fit in the space available anywhere in town. Nearly all of the intersections are too narrow, too oddly aligned, and too heavily traveled by passenger vehicles, pedestrians, and bicyclists for large freight trucks to safely or reasonably navigate. All intersections in town limits are too small to allow tractor trailers to make right turns without using the entirety of the road. Often other traffic, pedestrians, and bicyclists must move out of the way in potentially dangerous or illegal ways to allow large trucks to clear the intersection.
- My biggest issue is that my brother drives a truck and he is afraid to visit with his mother and I. He is worried that he will get a ticket for driving on Mulberry street or parking in front of our house. Our town must become more truck friendly.
- I don't pay attention to it. I anticipate this becoming a problem on Federal as now there will be 2 coffee shops needing food deliveries. I guess I haven't been there when this has happened to date.
- safety of civilians

- 1. Even when the trucks are traveling at the posted 25mph they are intimidating. Walking along with a small child holding each of my hands just feels dangerous on our narrow sidewalks. Sometimes we must walk single file to accommodate the traffic swiftly breezing by.
- 2. They are also quite loud.
- 3. Residential driveway density is overlooked. Almost every house has a driveway with an obstructed view in one or both directions.
- 4. We have residential streets that are treated as though they are solely there for traffic—people live along these streets.
- Mulberry St.
- Speed of trucks as well with no regard for the town road they are using. Its outrageous how the quality of our lives have been negatively affected
- My concern is Sand Hill Road unable to bear freight and increased car traffic from Granary Development
- I have zero concerns about freight movement in Milton. I live, walk and run downtown and this is not even on my radar as a concern. I am concerned about turning our streets into one-ways. however.
- The intersection of 16/Milton-ellendale and Mulberry is wretched and dangerous, especially with cars and trucks coming in and out of the Quick Stop.

*Question 6. Please share any recommendations you may have for the Town of Milton and DeIDOT related to freight truck movement issues in the Milton area.*

Responses:

- POLICE ENFORCEMENT!! It would be ideal if traffic could be slowed down like it is going thru Ellendale?
- Get a grip and ticket and use signs and stop making us a trip to somewhere else.
- Publicize the street requirements on the Town's website.
- Let work with the trucks they are simply doing their job.
- Truck route signs
- Enforcement. Lower truck speed limit in town, enhance bypass route long neck to rt1
- See my answers to Question 1.
- The town should be most concerned for the safety of its residents. There are more young families with children and pets. So there are more bicyclists, joggers and walkers. The town is small and compact. It would be a shame for it to be overrun by vehicles of all sizes that want to pass through as quickly as they can.

- I will keep watching and report my findings accordingly.
- 1. Better signage  
2. Enforcement of current restrictions as well as additional limitations on commercial traffic.
- Please work with Waze and Google Maps to change their systems to ban trucks through town. Smaller trucks should have a lower speed limit and specific, designated hours when they can come through town. Only exception clearly should be emergency vehicles. And we need a designated police officer to focus on enforcement. If someone is truly making a local delivery, they should be prepared to show justification. I am also concerned about being responsible for our front sidewalk but yet have seen trucks jump onto the sidewalk. That wear and tear is not sustainable.
- Lower and enforce speed limit and truck ban on the Main Streets of town
- Redirect trucks outside of the Milton area wherever possible. Do not allow 18 wheelers through town. Install cameras to track traffic.
- Require food delivery vehicles to use smaller trucks in town. Tractor trailers get stuck more than others, and they cause blockages and undue wear and tear on our streets.
- Reed Trucking Terminal is located within the old town limits of Milton. Perhaps some incentive such as a no cost land swap outside of town limits with a nearby developer in exchange for the land in Milton presently used by Reed Trucking Terminal. might be attractive to both drivers and developers.
- It's a small town and businesses need deliveries but when possible trucks should park in the back or closer to the curb to allow for traffic
- Update GPS advisories to use alternate truck routes, for example Route 5 alternate. Post "No 18-wheel truck" signs. Place blocking/flashing signs saying "local deliveries only" ...
- More use of dynamic signs
- I think the size of the trucks should be limited.
- None
- FAST TRAFFIC ON LAVINIA ST
- Keep off mulberry, union, and federal.
- The distance for a freight truck traveling south from SR 1 via SR 5 would not be adversely impacted by the truck needing to turn west on SR 16 and then south on SR 30 to Sand Hill which is how northbound SR 5 traffic bypasses downtown Milton. Why not use the same path for north and southbound SR 5 traffic to bypass Milton? Frankly, there is a strong argument to run SR 5 concurrent with SR 30 at least down to SR 9, given the few businesses located on Harbeson Road north of Rt. 9.
- Better enforcement for those trucks who are delivering locally.

- There should NEVER be loading/unloading of any freight on-street. Businesses should be forced to provide off-street for their deliveries.
- Make sure GPS is accurate and post larger signs for "no tractor trailers allowed except for local deliveries". Stiffer fines may also be a deterrent.
- No through truck traffic, only local deliveries. Enforce speed limits, add curb calming at crosswalks, add sidewalks for pedestrian safety particularly on Lavinia and Atlantic/Caveneck Rds, and add the stop signs at Mulberry and Federal and Atlantic and Chestnut.
- More signage and enforcement of the truck route and speed limit. We need speed cameras to catch both trucks and trucks speeding along with other speeders. Semis should not be cutting through town and on top of it speeding above 25 miles per hour.
- Some Freight trucks travel too fast on Harbeson Rd. There have been several accidents there in the past 2 years especially just passed the HS and Milton Meadows. Need to set up speed signs.
- Freight trucks should not be allowed on streets where barely two cars can pass each other. Unfortunately this is all over in the town of Milton. Union St, Federal and Mulberry get backed up with these huge trucks and create issues. They should take the main roads instead of interrupting the small town and potentially endangering our children and pets.
- DeIDOT and Town of Milton should establish a Community Advisory Committee to allow for broader public input for every planned and proposed project.
- Do not deliver to Dogfish Head using Atlantic Street.
- Dogfish Head Brewery did the intelligent thing and created a way to divert their delivery trucks away from the historic district for the homes are only 6 feet off the road. Be like Dogfish.
- I live on Atlantic Street and a lot of trucks seem to get lost going to Dogfish. There needs to be a lighted sign of some sort at the truck entrance on Atlantic Street and Caveneck rd. There are way too many high rate of speed drivers on Atlantic Street as well.
- Police stopping and ticketing freight trucks. 18 wheeler trucks are supposed to use alternate routes.
- Union street is a nightmare with trucks
- Keep large truck traffic off Union St., Federal Street and Mulberry St.
- Laws and regulations mean nothing without enforcement. Put the signs up and start ticketing drivers. They have a responsibility to know the rules and restrictions within towns.
- Enforcement, Enforcement of existing laws.
- Enforce the ordinances that are already in place, but this is difficult with a small police force. DELDOT Install new and larger signage on Rt 1 and 30 to inform large freight trucks to use the alternate route. DELDOT contact GPS systems and inform them of alternate route. Reed trucking, Allen poultry, and Dogfish already know to divert their loads.

- There is little to no consequence for disobeying current traffic laws. Signs without enforcement will do little to curb behavior. Requiring businesses receiving deliveries to give specific instructions and regular enforcement could help.
- Sorry, beyond the top comments on Cave Neck, the only other thing would be to add signs to Rt-5 before 16 and Rt 5 before Sand Hill that states trucks are indeed not allowed in town...
- Add signage directing southbound truck traffic to truck route
- Air and noise pollution noted in #5 above.
- Convert as many intersections in Milton town limits as possible to all-way stop to limit dangerous interactions between long vehicles and uncontrolled cross traffic. Employ crosswalk/parking bump outs at intersections, raised crosswalks, center islands, and other road narrowing or traffic slowing infrastructure design to discourage nonessential travel through Milton by freight vehicles. Finally, the experiences of having the roadway blocked by delivery vehicles and witnessing large trucks getting stuck in narrow roads or intersections and undertaking dangerous, illegal, and/or destructive maneuvers to free themselves is a daily occurrence for all of us who live in Milton. In fact, it is unusual to travel the length of Union, Mulberry, Federal, or Chestnut Streets during business hours without having the right-of-way blocked in MULTIPLE places per trip by delivery vehicles and or large freight trucks that are way too big for the environment. It would be an extraordinary accomplishment if DELDOT was able to reduce such incidents to monthly occurrences.
- Please figure out a way to make downtown streets a little more maneuverable for delivery trucks!
- Consider one way streets that provide leeway for folks to go around stopped trucks.
- reroute trucks around the town of Milton
- 1. Reduced the speed limit below the state minimum of 25mph, particularly in the town center where there is more foot traffic and low visibility due to parking on both sides.
  2. Add traffic calming elements along Union Street—curb bump outs to shorten crosswalk distances and to visually narrow the roadway to engineer slower speeds through the infrastructure.
  3. Add the same along Mulberry Street
  4. Raised crosswalks at Milton Elementary School and HO Brittingham Elementary School
  5. Install AWSC at Harbeson Rd/Shingle Point Rd/Chestnut St — the angles of approach, curvature of the roadway, and variability in speed causes collisions. The layout is similar to Cave Neck/Hudson Road where AWSC has been very successful.
- I think weight limits and stop signs would better deter trucks from deviating from the truck routes.
- Stop signs on union truck routes laid out by signage for truckers. Possible changes to gps serving truckers so they know to avoid union and federal and all residential streets. In milton. AND TICKETING TICKETING TICKETING
- - 1) Create and enforce alternate routes that go around town
  - 2) Install more stop lights and stop signs throughout town and around town

3) More traffic enforcement

4) More sidewalks and bike routes in, and especially around, town so that walkers and bikers can safely enjoy the beauty around (eg, I have biked around Sand Hill road and Gravel Hill road --- there is enough space for a safe bike lane/shoulder, but it is not signed or painted or maintained in a way to make that safe - ie, making sure that trucks and other drivers are not dangerously close to bikers)

*Question 7. If you are responding on behalf of a Milton business, what is the company name?*

Responses (other than "N/A," "None," etc.):

- Reed Trucking
- I am a resident. I do suggest your speaking to Donna Reed, the owner of Reed's Trucking Company on Chestnut Street. This company has been in Milton since the 1930s. Mrs. Reed will give you some background.
- Dog fish head
- I'm responding on behalf of all the citizens of downtown Milton.
- Milton Arts Guild
- I live on 338 union and own a retail building on union. we also own two other residential rentals on Union St. .. 109 union st.. The mercantile and the Doughbar are retail tenants
- 109 union st llc

## APPENDIX E. DELAWARE FREIGHT STAKEHOLDERS AND PARTNERSHIPS

### (FROM THE 2022 DELAWARE STATE FREIGHT PLAN)

Several existing freight programs and planning/coordination efforts involving federal, state, county, and local agencies and the private sector operate within Delaware, notably including monthly meetings of the Delmarva Freight Working Group and bi-annual Delaware Freight Summits. Collectively, the participants, topics, and activities that are involved through the working group meetings and summits fulfill the general roles and responsibilities of a Statewide Freight Advisory Committee as outlined within the federal requirements for state freight plans per IIJA and 49 USC §70201.<sup>19</sup>

The **Delmarva Freight Working Group** collaborates monthly to discuss agency updates and overarching freight planning activities, priorities, project initiatives, and specific freight needs or issues affecting the state. Group discussions also focus on activities directly related to updating the statewide freight plan, and to prepare for and facilitate the Delaware Freight Summits.

The **Delaware Freight Summits** are a larger public forum typically held bi-annually in the summer and winter. While attendees and topics vary, participation generally reflects a broad spectrum of public and private sector freight interests, as well as overall networking and collaboration opportunities that extend well beyond the summit itself. Topics and presentations since the prior update of the Delaware Freight Plan have encompassed a wide range of interests spanning rail, truck, and port activities; logistics and workforce perspectives; freight network prioritization; congestion and performance reporting; local, regional, and global market and supply chain trends; industry-specific freight perspectives; and other freight-relevant topics affecting Delaware.<sup>20</sup> The 2022 freight plan update specifically was coordinated via three separate summits held in June 2021, December 2021, and June 2022.

Beyond the freight-specific meetings and summits noted above, overall planning, collaboration, management, operation, and maintenance of Delaware's transportation networks generally rely on a broad group of public/private sector resources. Typical state agencies or organizations having roles and responsibilities that influences various aspects of the state's multimodal freight transportation systems include (but are not limited to) those listed [in the table] on the following page. Beyond these entities, private freight transportation owners/operators, logistics companies, business/industry partners, and other

#### Delmarva Freight Working Group Participants

- University of Delaware IPA
- DeIDOT
- Delaware MPOs (WILMAPCO, Dover Kent MPO, and S/WMPO)
- Delaware Counties (New Castle, Kent, and Sussex)
- Maryland Department of Transportation (MDOT)
- Federal Motor Carrier Safety Administration (FMCSA)
- Federal Highway Administration (FHWA)
- Guest Speakers and Consulting Partners

<sup>19</sup> United States Code (USC), 49 USC §70201: State Freight Advisory Committees, amended November 15, 2021, accessible online through the Office of the Law Revision Counsel (OLRC) at: <https://uscode.house.gov/view.xhtml?req=granuleid:USC-prelim-title49-section70201&num=0&edition=prelim>.

<sup>20</sup> DeIDOT, Freight Section Home Page, accessed March 2022, <https://deldot.gov/Business/freight/>; and WILMAPCO, Freight & Goods Movement Working Group: Recent Events, accessed March 2022, <http://www.wilmapco.org/delmarva/>.

key stakeholders throughout Delaware and the surrounding regions also obviously play a critical role in multimodal freight activity in the state. In addition to their own internal operations, such stakeholders are typically well-represented via topics and participation at the Delaware Freight Summits.

Agency/Stakeholder	Freight Relevant Roles
<b>DeIDOT Divisions/Offices</b>	
<b>DeIDOT Office of the Secretary</b>	Leadership and long-range transportation plan support
<b>DeIDOT Division of Planning</b>	Transportation planning and permitting process oversight; inter/intra-agency support via land use data, data collection, analysis, and advice
<b>DeIDOT Division of Maintenance &amp; Operations</b>	Road network maintenance and state-of-good-repair (SGR) programs
<b>DeIDOT Division of Transportation Solutions</b>	Transportation system design, construction, and maintenance support
<b>DeIDOT Division of Finance</b>	Transportation budgeting, funding, programming, and grant support
<b>DeIDOT Division of Motor Vehicles</b>	Commercial drivers' licensing, truck registrations, toll network operation
<b>DeIDOT Office of Aeronautics</b>	Public use airport system planning, coordination, and improvements
<b>Delaware Transit Corporation (DTC)</b>	Ownership/oversight of public transit systems/services including various passenger rail, freight rail, or airport facilities within the state
<b>Delaware Transportation Authority (DTA)</b>	Operation of toll facilities along the Delaware Turnpike (tolled portions of I-95) and SR 1; administration of Delaware's Transportation Trust Fund
<b>Other State/Corporate Agencies</b>	

<b>Delaware River &amp; Bay Authority (DRBA)</b>	Multi-state agency operating Delaware Memorial Bridge, Wilmington Airport (ILG), Delaware Airpark (33N), and DAFB Civil Air Terminal (DOV)
<b>Diamond State Port Corporation (DSPC)</b>	Ownership of the Port of Wilmington; note that as of 2018, Port operations are handled via concession agreement by GT USA Wilmington, LLC, a subsidiary of GulfTainer
<b>Delaware State Police (DSP)</b>	Commercial Vehicle Enforcement Unit (CVEU), Truck Enforcement Unit (TEU), Motor Carrier Safety Assistance Program (MCSAP)
<b>Other Public/Private Groups</b>	
<b>Delmarva Water Transport Committee (DWTC)</b>	Dredging, safe navigation, and maintenance of rivers, bays, and harbors on the Delmarva Peninsula for waterborne commerce
<b>Delaware Motor Transport Association (DMTA)</b>	Advocacy, educational programs, alerts, and other support for Delaware’s trucking industry
<b>The Eastern Transportation Coalition (TETC)</b>	Coalition of states focused on connecting public agencies to increase regional transportation safety and efficiency, including freight initiatives
<b>Transportation &amp; Climate Initiative (TCI)</b>	Coalition of states focused on developing a clean energy economy and reducing carbon emissions from the transportation sector