STATE OF DELAWARE
DEPARTMENT OF TRANSPORTATION
800 BAY ROAD
P.O. BOX 778
DOVER, DELAWARE 19903

SHANTÉ A. HASTINGS
SECRETARY

November 14, 2025

Christopher Duke, P.E.
Becker Morgan Group, Inc.
100 Discovery Blvd, Suite 102
Newark, DE 19713

Dear Mr. Duke,

The enclosed Traffic Impact Study (TIS) review letter for the **Beebe Millsboro MOB/FSED** (Tax Parcel: 133-16.00-73.06) medical development has been completed under the responsible charge of a registered professional engineer whose firm is authorized to work in the State of Delaware. They have found the TIS to conform to DelDOT's Development Coordination Manual and other accepted practices and procedures for such studies. DelDOT accepts this letter and concurs with the recommendations. If you have any questions concerning this letter or the enclosed review letter, please contact me at Annamaria.Furmato@delaware.gov.

Sincerely,

Annamaria Furmato
TIS Review Engineer

AF:km
Enclosures
cc with enclosures: Paul Magliato, Beebe Medical Center
David L. Edgell, Office of State Planning Coordination
Jamie Burk, Town of Millsboro
Jamie Whitehouse, Sussex County Planning & Zoning
Mir Wahed, Johnson, Mirmiran, & Thompson, Inc.
Joanne M. Arellano, Johnson, Mirmiran, & Thompson, Inc.
DelDOT Distribution

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Lanie Clymer, Deputy Secretary
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Brad Eaby, Deputy Attorney General, DOTS
Michael Simmons, Chief Project Development South, DOTS
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Wendy Carpenter, Traffic Calming & Subdivision Relations Manager, Traffic, DOTS
Sean Humphrey, Traffic Engineer, Traffic, DOTS
Alistair Probert, South District Engineer, M&O
Matt Schlitter, South District Public Works Engineer, M&O
Jared Kauffman, Service Development Planner, DTC
Tremica Cherry, Service Development Planner, DTC
Anthony Aglio, Planning Supervisor, Active Transportation & Community Connections, Planning
Austin Gray, Assistant Director, Statewide & Regional Planning, Planning
Anson Gock, Planner, Statewide & Regional Planning, Planning
Todd Sammons, Assistant Director, Development Coordination
Brian Yates, Process and Quality Control Engineer, Development Coordination
Wendy Polasko, Subdivision Engineer, Development Coordination
John Pietrobono, Acting Sussex Review Coordinator, Development Coordination
Jose Quixtan, Sussex Review Engineer, Development Coordination
Sireen Muhtaseb, TIS Engineer, Development Coordination
Ben Fisher, TIS Review Engineer, Development Coordination
Tijah Jones, TIS Review Engineer, Development Coordination

November 13, 2025

Ms. Sireen Muhtaseb, P.E.
TIS Group Manager
Delaware Department of Transportation
Development Coordination
800 Bay Road
P.O. Box 778
Dover, DE 19903

RE: Agreement No: 2138S
TIS Support Services – T202369005
Task Name: Task 1-10 Beebe Millsboro MOB / FSED
JMT No.: 24-01365-110

Dear Ms. Muhtaseb:

Johnson, Mirmiran, and Thompson (JMT) has completed a review of the Traffic Impact Study (TIS) for the Beebe Millsboro MOB / FSED development, which was prepared by Becker Morgan Group, Inc. dated July 2025. This review was assigned as Task Number 1-10. The report is prepared in a manner generally consistent with DelDOT's *Development Coordination Manual* and other Department standards.

The TIS evaluates the impacts of a proposed medical development located on the southeast corner of the intersection of Sheep Pen Road (Sussex Road 328) and Hardscrabble Road (Sussex Road 20) in the Town of Millsboro, Sussex County, Delaware. The development would consist of a 50,000 square foot free-standing emergency room and 50,000 square foot medical office space on an approximately 24.49 acre parcel (Tax Parcel 133.16.00-73.06). The land is currently zoned as HC (Highway Commercial), and the developer does not plan to rezone.

Two full movement access points are proposed along Sheep Pen Road. Construction is anticipated to be complete in 2028.

Relevant and On-Going Projects and Studies

DelDOT has relevant and on-going improvement projects in the vicinity of the study area. DelDOT has the *Corridor Capacity Preservation Program* (CCPP), which aims to maintain the regional importance and preserve the intended function and capacity of existing designated transportation routes within the Program. The main objectives of the program are listed below:

- Prevent the need to build an entirely new road.
- Minimize the transportation impacts of increased economic growth.
- Maintain an existing road's ability to handle traffic efficiently and safely.
- Preserve the ability to make future improvements.
- Sort local and through traffic.

US Route 113 is one of the highways included in the CCPP and the US 113 North/South Study was performed to examine improvements along US Route 113 from north of Milford to the Maryland state line in Selbyville. More information regarding the CCPP can be found at https://deldot.gov/Programs/corr_cap/index.shtml.

The *North Millsboro Bypass, US 113 to SR 24* project aims to improve safety and reduce congestion through the Town of Millsboro. The project is split into two projects consisting of the grade separation of the intersection of US Route 113 and Delaware Route 20 (Hardscrabble Road) (DelDOT Contract No. T20211702) and a two-lane connector road between US Route 113 and Delaware Route 24 north of Millsboro (DelDOT Contract No. T202112701). Construction is expected to be complete in Fall of 2025. The proposed improvements associated with the grade separation of US Route 113 and Delaware Route 20 also impact the TIS study intersection of Delaware Route 20 with Sheep Pen Road (Sussex Road 328). More details, including concept plans for this project, are available at the following link: https://deldot.gov/projects/index.shtml?dc=details&projectNumber=T201912701.

The *US 113 Widening, Dagsboro Road to Hardscrabble Road* (T202312701) project will be adding an additional through lane to both the northbound and southbound sides of US Route 113 in the Town of Millsboro from Dagsboro Road to Hardscrabble Road. The goal is to improve the safety of the corridor and reduce congestion. The project is currently in the design and planning phase, with construction scheduled to begin in 2030. More details are available at the following https://deldot.gov/projects/index.shtml?dc=details&projectNumber=T202312701

Summary of Analysis Results

Based on our review of the TIS, we have the following comments and recommendations:

The following intersections exhibit level of service (LOS) deficiencies without the implementation of physical roadway and/or traffic control improvements.

Intersection	LOS Deficiencies Occur Case		Case
	Weekday AM	Weekday PM	
2 – Hardscrabble Road (Sussex Road 20) / Sheep Pen Road			Case 2 – 2030 without Development
	X	X	Case 3 – 2030 with Development

2 – Hardscrabble Road (Sussex Road 20) / Sheep Pen Road (See Table 3, Page 22, Development Improvement #3)

The Sheep Pen Road approach to Hardscrabble Road will be relocated approximately 300 feet west as part of the *North Millsboro Bypass, US 113 to SR 24* project (DelDOT Contract No. T201912701). As such, the Cases 2 and 3 analyses take into account the relocated intersection. The figures on Page 8 depict the existing and relocated locations.

The two-way stop-controlled intersection of Hardscrabble Road and Sheep Pen Road would exhibit LOS deficiencies along the northbound minor street Sheep Pen Road shared left turn/through lane during all peak hours under future conditions with the proposed development (Case 3). Specifically, under Case 3 conditions during the PM peak hour, the northbound Sheep Pen shared left turn/through lane would operate at LOS F with a delay of approximately 59 seconds per vehicle.

The deficiencies could be mitigated by an all-way stop, traffic signal, or a single-lane roundabout. JMT performed a Traffic Signal Justification Study (TSJS) at the intersection and evaluated the different intersection control types. A review of the traffic signal warrants from the 2018 Edition of the Delaware Manual on Uniform Traffic Control Devices (DEMUTCD) determined that the coordinated signal system warrant is met under future conditions with the proposed development (Case 3). However, none of the volume warrants were met under future conditions with or without the proposed development (Case 2 & 3).

DelDOT Project Development South conducted an additional study to evaluate the traffic impacts of the proposed Beebe healthcare facility and summarized the results in a February 3, 2022 memorandum prepared by Whitman, Requardt & Associates, LLP (WRA). The results from that study determined that the northbound left-turn along the Sheep Pen Road approach to Hardscrabble Road would operate at LOS F with delays of approximately 390 seconds per vehicle and calculated 95th percentile queue lengths of approximately 325 feet under 2050 Summer Saturday conditions. The study contained the following recommendations:

- collect updated turning movement counts to verify the anticipated volumes in the area with the full build out of adjacent developments,
- conduct a sensitivity analysis to determine when background traffic growth would trigger intersection control modifications,
- install underground signal infrastructure via the GSI contract for easier implementation in the future, and
- evaluate both a roundabout and a traffic signal.

As part of the North Millsboro Bypass project, DelDOT installed conduit to accommodate the potential for any future signalization at the intersection. Therefore, DelDOT is amenable to have the developer contribute to a Traffic Signal Revolving Fund (TSRF) at the Hardscrabble Road intersection with Sheep Pen Road in lieu of constructing any physical improvements.

Site Access Evaluation

1A & 1B – Site Entrances A & B / Sheep Pen Road (See Table 2A & 2B, Pages 20 & 21, Development Improvement #2)

JMT and the TIS evaluated a scenario with Site Entrances A and B consolidated into one singular site entrance. The consolidated entrance would operate at acceptable LOS B or better with minimal projected queue lengths (calculated 95th percentile queue length of approximately 30 feet). Therefore, it is recommended that only one full movement Site Entrance be constructed at this time.

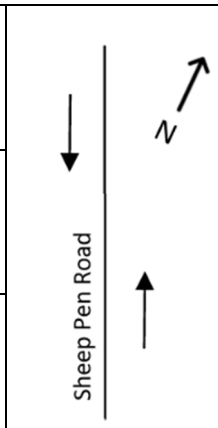
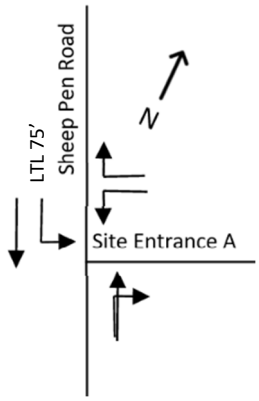
Furthermore, the proposed location of Site Entrance B would be approximately 250 feet north of the Sheep Pen Road / Wright Way / Olney Way intersection and may impact the operations of vehicles entering and exiting the existing roundabout. Additionally, per the TIS, Site Entrance B was to be delayed for construction until the future phases of development are completed. As the future phases of development is not evaluated in the TIS, it is recommended that access points be reevaluated once the future phases of development are identified.

Development Improvements

Should the Town of Millsboro approve the proposed development, the following items should be incorporated into the site design and reflected on the record plan, entrance plans, or construction plans by note or illustration unless a Design Deviation is requested and approved by the Department. All applicable agreements (i.e., letter agreements for off-site improvements and traffic signal agreements) should be executed prior to entrance plan approval for the proposed development. The following items should be implemented at the same time as site construction once all agency approvals and permits are secured and completed in accordance with DelDOT's Standards and Specifications.

1. The developer shall improve the State-maintained roads on which they front (Sheep Pen Road, Hardscrabble Road, and US Route 113 southbound off ramp) within the limits of their frontage. The improvements shall include both directions of travel, regardless of whether the developer's lands are on one or both sides of the road. "Frontage" means the length along the state right-of-way of a single property tract where an entrance is proposed or required. If a single property tract has frontage along multiple roadways, any segment of roadway including an entrance shall be improved to meet DelDOT's Functional Classification criteria as found in Section 1.1 of the Development Coordination Manual and elsewhere therein, and/or improvements established in the Traffic Operational Analysis and/or Traffic Impact Study. "Secondary Frontage" means the length along the state right-of-way of a single property tract where no entrance is proposed or required. The segment of roadway may be upgraded by improving the pavement condition of the existing roadway width. The Pavement Management Section and Subdivision Section will determine the requirements to improve the pavement condition.

2. The developer should construct an unsignalized Site Entrance A access for the proposed Beebe Millsboro MOB / FSED development along Sheep Pen Road, approximately 590 feet south of the intersection with Hardscrabble Road. The intersection should be consistent with the lane configurations shown in the table below:

Approach	Current Configuration		Approach	Proposed Configuration	
Westbound Site Entrance A	Approach does not exist		Westbound Site Entrance A	One left turn lane and one right turn lane	
Northbound Sheep Pen Road	One through lane		Northbound Sheep Pen Road	One shared through/right turn lane	
Southbound Sheep Pen Road	One through lane		Southbound Sheep Pen Road	One left turn lane and one through lane	

Based on DelDOT's *Development Coordination Manual*, the recommended minimum storage length (excluding taper) of the southbound Sheep Pen Road left turn lane is 75 feet. The projected queues from the traffic analysis can be accommodated within the recommended storage lengths.

3. The developer should enter into an agreement with DelDOT to contribute to the Traffic Signal Revolving Fund (TSRF) for the intersection of Hardscrabble Road and Sheep Pen Road. The contribution amount is $64,490.

4. The developer should make an equitable share contribution to the improvements proposed as part of DelDOT's *US 113 Widening, Dagsboro Road to Hardscrabble Road* Project. The cost of the contribution is $29,000. The developer should coordinate with DelDOT's Subdivision Section on the equitable cost payment terms.

5. The following bicycle, pedestrian, and transit improvements should be included:

    a. A minimum fifteen-foot-wide permanent easement from the edge of the right-of-way should be dedicated to DelDOT along the Sheep Pen Road, Hardscrabble Road, and US Route 113 southbound off-ramp frontages. Along the frontages, the developer should construct a ten-foot-wide shared use path (SUP). The SUP should be designed to meet current AASHTO and ADA standards. A minimum five-foot setback should be maintained from the edge of the pavement to the SUP. The developer should coordinate with DelDOT's Development Coordination Section during the plan review process to identify the exact location of the SUP.

b. The developer should construct an additional pedestrian access into the site from the SUP along the US 113 southbound ramps. The developer should coordinate with DelDOT's Development Coordination Section during the plan review process to identify the exact location of the SUP.

c. Internal connections from the frontage SUP into the site should be provided.

d. ADA-compliant curb ramps and marked crosswalks should be provided along the site entrances.

e. Minimum five-foot wide bicycle lanes should be incorporated in the right turn lane and shoulder along the Sheep Pen Road site frontage.

f. Bicycle parking should be provided at locations near the buildings.

Please note that this review generally focuses on capacity and level of service issues; additional safety, operational, and constructability issues will be further addressed through DelDOT's Plan Review process.

Improvements in this TIS may be considered "significant" under DelDOT's Work Zone Safety and Mobility Procedures and Guidelines. These guidelines are available on DelDOT's website at https://www.deldot.gov/Publications/manuals/de_mutcd/index.shtml.

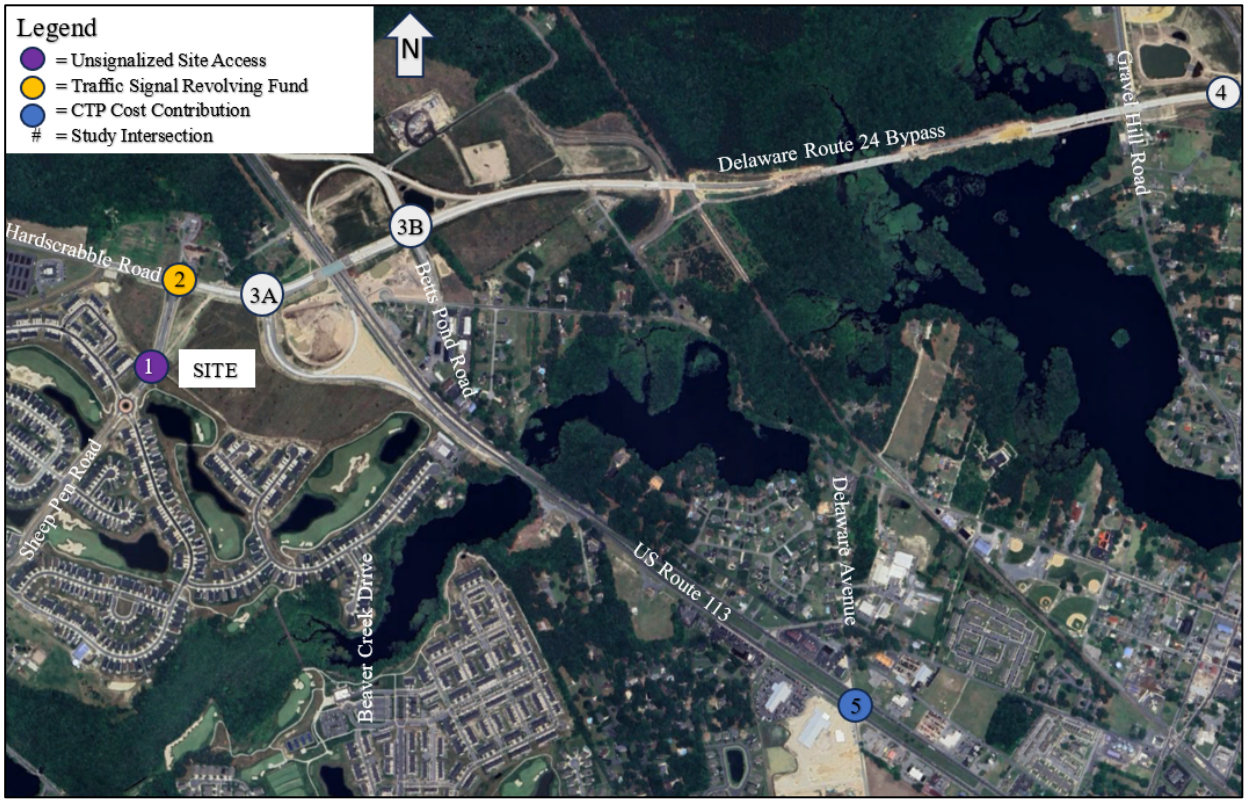
Additional details on our review of the TIS are attached. Please contact me at (302) 266-9600 if you have any questions concerning this review.

Sincerely,
Johnson, Mirmiran, and Thompson, Inc.

Joanne M. Arellano, P.E., PTOE

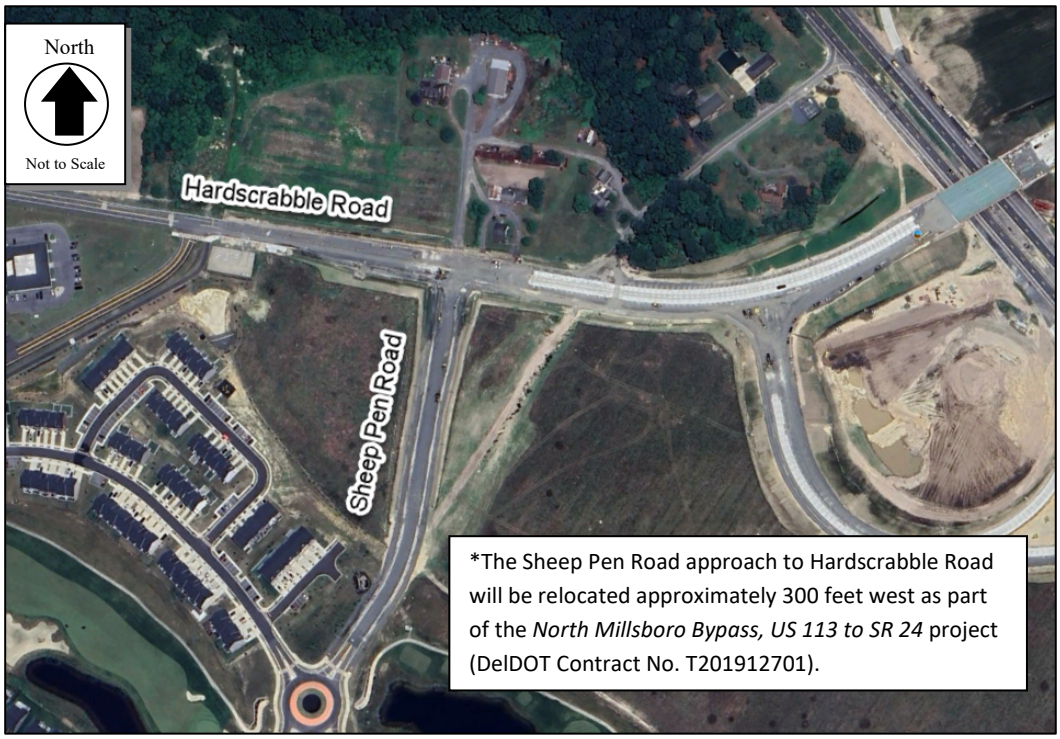
cc: Annamaria Furmato, EIT
Mir Wahed, P.E., PTOE
Tanner Chiamprasert, EIT
Enclosure

Recommendations Map



Existing Location – Hardscrabble Road / Sheep Pen Road

Relocated Location - Hardscrabble Road / Sheep Pen Road



General Information

Report date: July 2025
Prepared by: Becker Morgan Group, Inc.
Prepared for: Wilmont Sanz
Tax parcel: 133-16.00-73.06
Generally consistent with DelDOT's Development Coordination Manual (DCM): Yes

Project Description and Background

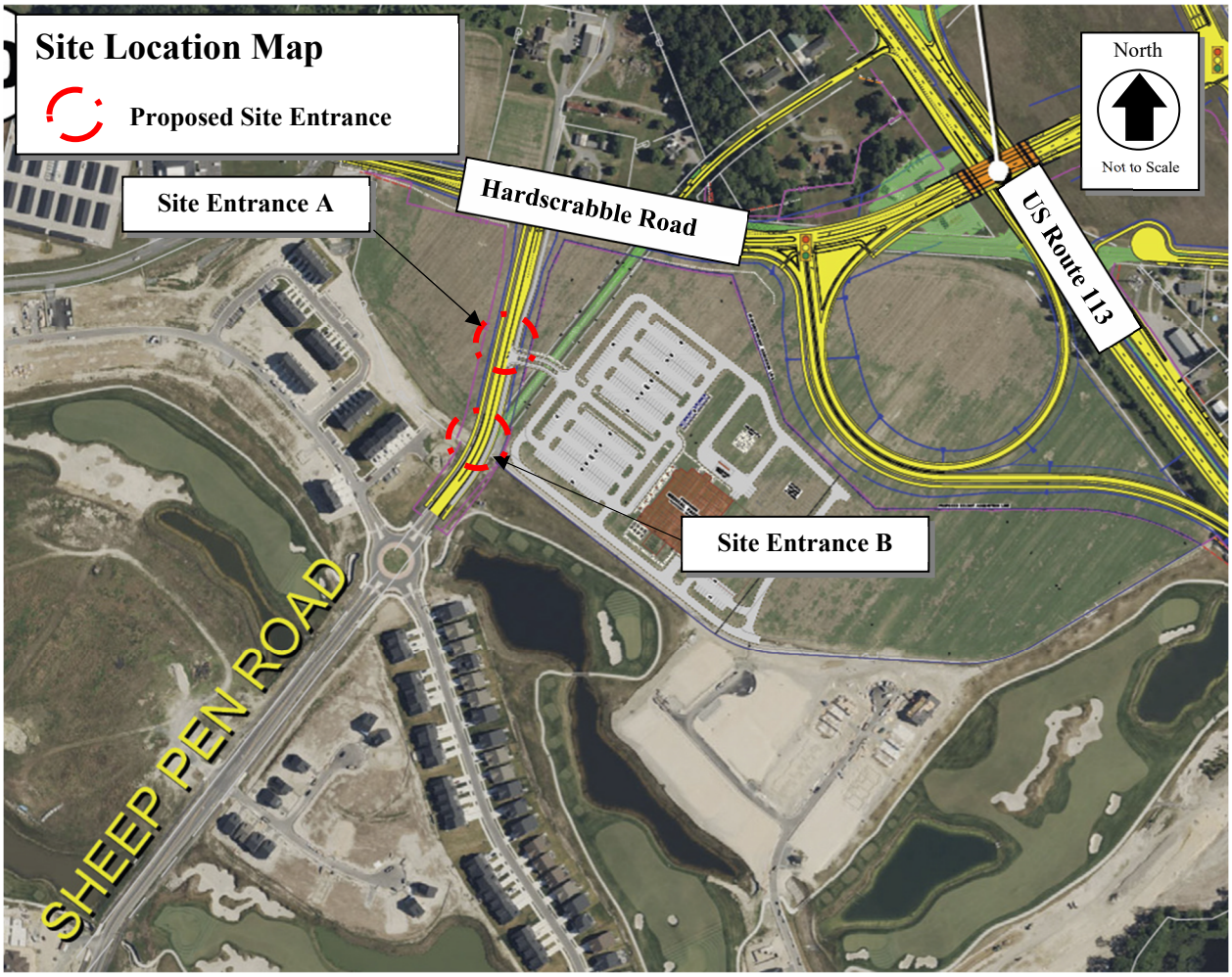
Description: The proposed development consists of 50,000 square feet of medical office building space and 50,000 square feet of free-standing emergency room.
Location: The site is located on the southwest corner of the intersection of US Route 113 southbound off- ramp and Hardscrabble Road (Sussex Road 20) in Town of Millsboro, Delaware.
Amount of land to be developed: An approximately 24.49-acre parcel.
Land use approval(s) needed: Entrance Plan.
Proposed completion date: 2028.
Proposed access locations: Two full movement access points along Sheep Penn Road (Sussex Road 328).

Daily traffic volumes:

- 2024 Average Annual Daily Traffic (AADT)
    - Sheep Penn Road: 1,203 vehicles per day
    - Hardscrabble Road: 5,694 vehicles per day

*AADT is sourced from DelDOT Gateway.

Site Map



**Graphic is an approximation based on the Phase 1 Concept Site Plan for Beebe Millsboro MOB / FSED dated November 19, 2024 and prepared by Becker Morgan Group, Inc.*

Relevant and On-going Projects

DelDOT has relevant and on-going improvement projects in the vicinity of the study area. DelDOT has the *Corridor Capacity Preservation Program* (CCPP), which aims to maintain the regional importance and preserve the intended function and capacity of existing designated transportation routes within the Program. The main objectives of the program are listed below:

- Prevent the need to build an entirely new road
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Livable Delaware

(Source: Delaware Strategies for State Policies and Spending, 2020)

Location with respect to the Strategies for State Policies and Spending Map of Delaware: The proposed development is located within Investment Level 2 and 3.

Investment Level 2

In Investment Level 2 Areas, like Investment Level 1 Areas, state investments and policies should support and encourage a wide range of uses and densities, promote other transportation options, foster efficient use of existing public and private investments, and enhance community identity and integrity.

Investments should encourage departure from the typical single-family-dwelling developments and promote a broader mix of housing types and commercial sites encouraging compact, mixed-use development where applicable. Overall, the State's intent is to use its spending and management tools to promote well-designed development in these areas. Such development provides for a variety of housing types, user-friendly transportation systems, essential open spaces and recreational facilities, other public facilities, and services to promote a sense of community.

Like the Level 1 Areas, Level 2 Areas would be a prime location for designating "pre-permitted areas."

Investment Level 3

Investment Level 3 Areas generally fall into two categories. The first category covers lands that are in the long-term growth plans of counties or municipalities where development is not necessary to accommodate expected population growth during this five-year planning period (or longer). In these instances, development in Investment Level 3 may be least appropriate for new growth and development in the near term.

The second category includes lands that are adjacent to or intermingled with fast-growing areas within counties or municipalities that are otherwise categorized as Investment Levels 1 or 2. Environmentally sensitive features, agricultural-preservation issues, or other infrastructure issues most often impact these lands. In these instances, development and growth may be appropriate in the near term, but the resources on the site and in the surrounding area should be carefully considered and accommodated by state agencies and local governments with land-use authority.

Proposed development's compatibility with Livable Delaware:
The proposed development is located within Investment Levels 2 and 3. As the site is within the Town of Millsboro and adjacent to areas with Investment Levels 1 and 2, the proposed development would be beneficial to nearby communities. Therefore, the proposed development is consistent with the 2020 update of *Livable Delaware Strategies for State Policies and Spending.*

Comprehensive Plan

(Source: Town of Millsboro Comprehensive Plan, 2020)

Town of Millsboro Comprehensive Plan:
Per the Town of Millsboro Comprehensive Plan Existing Land Use Map, the proposed development is currently listed as vacant land. The developer plans to keep the existing zoning of Highway Commercial once the site is developed. The Future Land use map has the site zoned as planned commercial.

Proposed development's compatibility with the Town of Millsboro Comprehensive Plan:
The Town of Millsboro Comprehensive Plan states that there is a goal to maintain diverse land uses throughout the town. Along the junction of Hardscrabble Road and US Route 113 the pursuit of commercial development opportunities is highly encouraged. Therefore, the proposed site is consistent with the Town of Millsboro Comprehensive Plan.

Trip Generation

The trip generation for the proposed development was determined by using the comparable land use and rates/equations contained in the *Trip Generation, 11th Edition: An ITE Informational*

Report, published by the Institute of Transportation Engineers (ITE) for ITE Land Use Code 650 (Free Standing Emergency Room), Land Use Code 720 (Medical Office Building).

Table 1
Beebe Millsboro MOB / FSED

Land Use	ADT	Weekday AM Peak Hour			Weekday PM Peak Hour		
		Enter	Exit	Total	Enter	Exit	Total
50,000 square foot Free standing emergency room (ITE LUC 650)	1,247	28	28	56	35	41	76
50,000 square feet Medical Office Building (ITE LUC 720)	2,040	102	27	129	60	140	200
Total Trips	3,287	130	55	185	95	181	276

Trip generation was reviewed by DelDOT as part of the Preliminary TIS (PTIS) submission.

Overview of TIS

Intersections examined:

1) Site Entrance / Sheep Pen Road (Sussex Road 328)
2) Site Entrance B / Sheep Pen Road
3) Hardscrabble Road (Sussex Road 20) / Sheep Pen Road
4) US Route 113 / Hardscrabble Road GSI
   a. US Route 113 SB On/Off Ramp (signalized)*
   b. US Route 113 NB On/Off Ramp / Betts Pond Road (Sussex Road 20) (signalized)*
5) Delaware Route 24 Bypass / Gravel Hill Road On/Off Ramp (Sussex Road 248) *
6) US Route 113 / Delaware Avenue (Sussex Road 82)

*Intersections constructed as part of the North Millsboro Bypass, US 113 to SR 24 (T201912701) project.

Conditions examined:

1. Case 1 – 2025 existing
2. Case 2 – 2028 without development
3. Case 3 – 2028 with development

Committed developments considered:

1. **TidalHealth Millsboro Medical Campus:** 150,000 square-foot hospital
2. **Sussex Central Schools:** 2,200 student high school, 850 student middle school replacing the existing 1,661 student high school
3. **Plantations Lakes:** 961 single-family detached houses, 1,516 multi-family low-rise

dwelling units, 9-hole golf course*
4. **Alderleaf Medaows (f.k.a. Homestead Phase 2):** 122 single-family detached houses, 64 single-family attached houses*
5. **Somerton Chase:** 214 single-family detached houses
6. **Patriot's Bluff:** 248 single-family detached houses, 585 multi-family low-rise dwelling units
7. **Preston Millsboro:** 75,515 square feet of car dealership space and a 9,930 square foot/1 tunnel automated car wash
8. **Delaware State Police Troop 4 Complex:** 46,258 SF police barracks
9. **The Wren Subdivision:** 64 single-family detached houses
10. **Ingram's Point:** 99 single-family detached houses

**Committed Development accounted for in the 2050 projected volumes from the North Millsboro Bypass, US 113 to SR 24 (T201912701) project.*

Committed developments listed above were utilized in the TIS and supersede the list within the January 16, 2025 DelDOT Scoping Meeting Memorandum.

Peak hours evaluated: Weekday morning and weekday evening peak hours.

Intersection Descriptions

1. **Site Entrance A / Sheep Pen Road**
   Type of Control: Proposed two-way stop-controlled full movement intersection (T-intersection).
   Westbound Approach: (Site Entrance A) Proposed shared left turn/right turn lane, stop-controlled.
   Northbound Approach: (Sheep Pen Road) Existing one through lane. Proposed one shared through/right turn lane.
   Southbound Approach: (Sheep Pen Road) Existing one through lane. Proposed one left turn lane and one through lane.

2. **Site Entrance B / Sheep Pen Road**
   Type of Control: Proposed two-way stop-controlled full movement intersection (T-intersection).
   Westbound Approach: (Site Entrance A) Proposed shared left turn/right turn lane, stop-controlled.
   Northbound Approach: (Sheep Pen Road) Existing one through lane. Proposed one shared through/right turn lane.
   Southbound Approach: (Sheep Pen Road) Existing one through lane. Proposed one left turn lane and one through lane.

3. **Hardscrabble Road / Sheep Pen Road** *(prior to completion of North Millsboro Bypass, US 113 to SR 24 (T201912701) project)*
   Type of Control: Existing two-way stop-controlled intersection (four legged).
   Eastbound Approach: (Hardscrabble Road) Existing one shared left turn/through/right turn lane.
   Westbound Approach: (Hardscrabble Road) Existing one shared left turn/through/right turn lane.
   Northbound Approach: (Sheep Pen Road) Existing one shared left turn/through/right turn lane, stop controlled.
   Southbound Approach: (Sheep Pen Road) Existing one shared left turn/through/right turn lane, stop-controlled.

   3. Hardscrabble Road / Sheep Pen Road *(After completion of North Millsboro Bypass, US 113 to SR 24 (T201912701) project)*
   Type of Control: Proposed two-way stop-controlled intersection (four legged).
   Eastbound Approach: (Hardscrabble Road) Proposed one shared left turn/through lane and one right turn lane.
   Westbound Approach: (Hardscrabble Road) Proposed one left turn lane and one through/right turn lane.
   Northbound Approach: (Sheep Pen Road) Proposed one shared left turn/through and one right turn lane, stop controlled.
   Southbound Approach: (Private Driveway) Existing one shared left turn/through/right turn lane, stop-controlled.

4. **US Route 113 / Hardscrabble Road / Betts Pond Road** *(prior to completion of North Millsboro Bypass, US 113 to SR 24 (T201912701) project)*
   Type of Control: Existing signalized intersection (Four-legged).
   Eastbound Approach: (Hardscrabble Road) Existing one shared left turn/through lane and one channelized right turn lane.
   Westbound Approach: (Betts Pond Road) Existing one shared left turn/through lane and one channelized right turn lane.
   Northbound Approach: (US Route 113) Existing one shared u-turn/left turn lane, two through lanes, and one channelized right turn lane.
   Southbound Approach: (US Route 113) Existing one shared u-turn/left turn lane, two through lanes, and one channelized right turn lane.

4A. **US Route 113 SB on/off ramp / Hardscrabble Road** *(After completion of North Millsboro Bypass, US 113 to SR 24 (T201912701) project)*
   Type of Control: Proposed signalized intersection (T-intersection).

Eastbound Approach: (Hardscrabble Road) Proposed one through lane and one channelized right turn lane.
Westbound Approach: (Hardscrabble Road) Proposed one left turn lane and one through lane.
Northbound Approach: (US Route 113 SB on/off ramp) Proposed one left turn lane and one channelized right turn lane.

4B. **US Route 113 NB on/off ramp / Hardscrabble Road** *(After completion of North Millsboro Bypass, US 113 to SR 24 (T201912701) project)*
Type of Control: Proposed signalized intersection (Four-legged).
Eastbound Approach: (State Route 24 By-pass) Proposed one left turn lane, two through lanes and one right turn lane.
Westbound Approach: (State Route 24 By-pass) Proposed one left turn lane, and one shared through/right turn lane.
Northbound Approach: (Betts Pond Connector Road) proposed one left turn lane, and one shared through/right turn lane.
Southbound Approach: (US Route 113 NB on/off Ramp) Proposed one left turn lane, one through lane and one right turn lane.

5. **Delaware Route 24 Bypass / Gravel Hill Road On/Off Ramp**
Type of Control: Proposed two-way stop-controlled intersection (T-intersection)
Eastbound Approach: (State Route 24 By-Pass) Proposed one left turn lane and one through lane.
Westbound Approach: (State Route 24 By-Pass) Proposed one through lane and one right turn lane.
Southbound Approach: (Gravel Hill Road on/off ramp) Proposed one left turn lane and one right turn lane, stop controlled.

6. **US Route 113 / Delaware Avenue**
Type of Control: Existing two-way stop-controlled intersection (four-legged)
Eastbound Approach: (Delaware Avenue) Existing one channelized right turn lane.
Westbound Approach: (Delaware Avenue) Existing one channelized right turn lane.
Northbound Approach: (US Route 113) Existing one u-turn/left turn lane, two through lanes and one right turn lane.
Southbound Approach: (US Route 113) Existing one u-turn/left turn lane, one through lane and one through/right turn lane.

Transit, Pedestrian, and Bicycle Facilities

Existing transit service: Per DelDOT Gateway, there are no DART Routes or bus stops within the study area.

Planned transit service: Per email correspondence from Jared Kauffman, DART Fixed-Route Planner, on June 10, 2025, the following comments were provided:

- There are no current plans for bus routes in the area.
- Recommend there be a pathway provided to get from the site to US Route 113 for future use if a bus route is provided in the area.

Existing bicycle and pedestrian facilities: Per DelDOT's Sussex County Bicycle Map, several study roadways are considered bicycle routes. Hardscrabble Road, US Route 113, are considered a high traffic regional bicycle route with bikeway present along Hardscrabble Road and US Route 113. Delaware Avenue is considered a connector bicycle route; there is no bikeway present along this roadway. There are no pedestrian crossings present at any study intersections.

Planned bicycle and pedestrian facilities: DelDOT sent an email to Mr. Anthony Aglio on August 20, 2025. A response has not yet been received.

Bicycle Level of Traffic Stress in Delaware: Researchers with the Mineta Transportation Institute developed a framework to measure low-stress connectivity, which can be used to evaluate and guide bicycle network planning. Bicycle LTS analysis uses factors such as the speed of traffic, volume of traffic, and the number of lanes to rate each roadway segment on a scale of 1 to 4, where 1 is a low-stress place to ride and 4 is a high-stress place to ride. It analyzes the total connectivity of a network to evaluate how many destinations can be accessed using low-stress routes. Developed by planners at the Delaware Department of Transportation (DelDOT), the bicycle Level of Traffic Stress (LTS) model will be applied to bicycle system planning and evaluation throughout the state. The Bicycle LTS for the roadways under existing conditions along the site frontages are summarized below. The Bicycle LTS was determined utilizing DelDOT's Gateway.

- Sheep Pen Road LTS: 1
- Hardscrabble Road LTS: 3

Crash Evaluation

Per the crash data included in the TIS From January 1, 2022, to December 31, 2024 provided by the Delaware Department of Transportation (DelDOT), a total of 91 crashes were reported at the intersection of US Route 113 with Hardscrabble Road and Betts Pond Road. Of the 91 reported accidents 10 crashes involved personal injury, and 81 crashes were property damage only.

Seven crashes were reported at the intersection of Hardscrabble Road and Sheep Pen Road including one rear-end and six angle crashes. Four of these crashes were property damage only and three crashes resulted in personal injury.

Eleven crashes were reported at the intersection of US Route 113 and Delaware Avenue, including five rear-ends, one sideswipe in the same direction, one unknown and four collisions not between two vehicles. Nine of these crashes were property damage only and two resulted in personal injury.

Previous Comments

Some comments from the June 23, 2025, DelDOT PTIS review letter were not addressed in the Final TIS. However, due to the removal of two committed developments from the scope, no additional volume corrections were needed at this time.

Sight Distance Evaluation

No sight distance constraints were noted at the proposed locations of the site entrances per the field visit conducted on August 28, 2025.

General Synchro Analysis Comments
(See table footnotes on the following pages for specific comments)

1) JMT and the TIS used HCM 7th edition within Synchro 12 traffic analysis software to complete the analysis.

2) Per DelDOT's *Development Coordination Manual*, JMT utilized the future intersection PHF of 0.80 for roadways with less than 500 vph, 0.88 for roadways between 500 and 1,000 vph, and 0.92 for roadways with more than 1,000 vph, or used the existing PHF if higher, whereas the TIS utilized the existing PHF.

3) JMT and the TIS utilized the existing heavy vehicle percentage for each movement greater than 100 vph in the Case 1 - Existing analysis.

4) Per DelDOT's *Development Coordination Manual* and coordination with DelDOT, JMT used a heavy vehicle percentage of 5% for each movement less than 100 vph along roadways in the analyses, whereas the TIS utilized the existing heavy vehicle percentages.

5) Per DelDOT's *Development Coordination Manual*, JMT used a heavy vehicle percentage of 3% for each movement greater than 100 vph in Case 2 and Case 3 future scenario analysis, unless the existing heavy vehicle percentage was greater than 3% and there was no significant increase of vehicles along that movement, in which case the existing heavy vehicle percentage was used for the analysis of future scenarios, whereas the TIS utilized the existing heavy vehicle percentages in all cases.

6) The TIS utilized a saturation flow rate of 1,750 vphpl for the signalized intersections. However, JMT utilized a saturation flow rate of 1,900 vphpl as a result of the anticipated increases in volume along Hardscrabble Road as a result of the *North Millsboro Bypass, US 113 to SR 24* project.

7) JMT and the TIS utilized the same PHF for every movement.

Table 2A
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Unsignalized Intersection Two-Way Stop Control (T-intersection)[1]	**LOS per TIS**		**LOS per JMT**	
1A - Site Entrance A / Sheep Pen Road (Sussex Road 328)	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 3 – 2028 with Development [2,3]				
Westbound Site Entrance A Left Turn	-	-	C (16.4)	C (20.0)
95th Percentile Queue Length	-	-	0’	2.5’
Westbound Site Entrance A Right Turn	-	-	B (10.3)	B (12.5)
95th Percentile Queue Length	-	-	2.5’	15’
Westbound Site Entrance A Approach	B (10.8)	B (12.8)	-	-
95th Percentile Queue Length	5’	15’	-	-
Southbound Sheep Pen Road Left Turn	A (8.1)	A (8.5)	A (8.1)	A (8.5)
95th Percentile Queue Length	5’	2.5’	5’	5’
Case 3A – 2028 with Development[3,4]				
Westbound Site Entrance A Left Turn	-	-	C (18.0)	C (201.)
95th Percentile Queue Length	-	-	0’	2.5’
Westbound Site Entrance A Right Turn	-	-	B (10.3)	B (12.8)
95th Percentile Queue Length	-	-	7.5’	30’
Westbound Site Entrance A Approach	B (11.0)	B (13.5)	-	-
95th Percentile Queue Length	7.5’	35’	-	-
Southbound Sheep Pen Road Left Turn	A (8.2)	A (8.3)	A (8.2)	A (8.4)
95th Percentile Queue Length	10’	7.5’	10’	7.5’

[1] The numbers in parentheses following levels of service are average delay per vehicle, measured in seconds.
[2] JMT and the TIS modeled the intersection as two-way stop-controlled intersection, where the TIS modeled the westbound Site Entrance A approach as a shared left turn/right turn lane while JMT modeled the westbound Site Entrance A approach as a separate left turn and separate right turn lane.
[3] JMT utilized a PHF of 0.88 during the PM peak hour, whereas the TIS utilized a PHF of 0.92.
[4] The TIS ran a separate scenario where both Site Entrance A and B were consolidated into one singular site entrance. As such, this case is denoted as Case 3A only in this table, as the rest of the study intersections would not be affected by the consolidation of the proposed site entrances.

Table 2B
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Unsignalized Intersection Two-Way Stop Control (T-intersection)[1]	**LOS per TIS**		**LOS per JMT**	
1B - Site Entrance B / Sheep Pen Road (Sussex Road 328)	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 3 – 2028 with Development[2,3]				
Westbound Site Entrance B Left Turn	-	-	C (15.1)	C (17.3)
95th Percentile Queue Length	-	-	0’	2.5’
Westbound Site Entrance B Right Turn	-	-	B (10.1)	B (11.5)
95th Percentile Queue Length	-	-	2.5’	12.5’
Westbound Site Entrance B Approach	B (10.5)	B (12.0)	-	-
95th Percentile Queue Length	2.5’	15’	-	-
Southbound Sheep Pen Road Left Turn	A (8.1)	A (8.3)	A (8.1)	A (8.3)
95th Percentile Queue Length	5’	2.5’	5’	2.5’

Table 3
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Unsignalized Intersection Two-Way Stop Control[1]	**LOS per TIS**		**LOS per JMT**	
2 – Hardscrabble Road (Sussex Road 20) / Sheep Pen Road	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 1 – 2025 Existing				
Eastbound Hardscrabble Road Left Turn	A (7.5)	A (7.7)	A (7.5)	A (7.7)
Westbound Hardscrabble Road Left Turn	A (8.2)	A (7.7)	A (8.1)	A (7.7)
Northbound Sheep Pen Road Approach	B (11.8)	A (10.0)	B (11.7)	A (9.8)
Southbound Sheep Pen Road Approach	B (13.9)	B (13.7)	B (13.8)	B (13.1)
Case 2 – 2028 without Development[5]				
Eastbound Hardscrabble Road Left Turn	A (0.0)	A (0.0)	A (0.0)	A (0.0)
Westbound Hardscrabble Road Left Turn	A (8.3)	A (8.4)	A (8.1)	A (8.4)
95th Percentile Queue Length	15’	22.5’	15’	20’
Northbound Sheep Pen Road Left Turn/Through	C (22.6)	D (30.7)	C (21.4)	D (31.0)
95th Percentile Queue Length	15’	25’	12.5’	25’
Northbound Sheep Pen Road Right Turn	B (10.7)	B (11.7)	B (10.9)	B (11.7)
95th Percentile Queue Length	30’	42.5’	30’	42.5’
Southbound Private Driveway Approach	A (0.0)	A (0.0)	A (0.0)	A (0.0)
Case 3 – 2028 with Development[5]				
Eastbound Hardscrabble Road Left Turn	A (0.0)	A (0.0)	A (0.0)	A (0.0)
Westbound Hardscrabble Road Left Turn	A (8.7)	A (8.7)	A (8.6)	A (8.9)
95th Percentile Queue Length	25’	27.5’	25’	30’
Northbound Sheep Pen Road Left Turn/Through	E (40.2)	F (56.8)	E (37.6)	F (58.6)
95th Percentile Queue Length	30’	57.5’	27.5’	60’
Northbound Sheep Pen Road Right Turn	B (11.2)	B (14.7)	B (11.4)	B (14.7)
95th Percentile Queue Length	37.5’	92.5’	40’	92.5’
Southbound Private Driveway Approach	A (0.0)	A (0.0)	A (0.0)	A (0.0)

[5] The existing northbound Sheep Pen Road approach to Hardscrabble Road will be relocated approximately 300 feet west as part of the *North Millsboro Bypass, US 113 to SR 24* project (DelDOT Contract No. T201912701). As such, the future Cases 2 and 3 analyze the relocated Sheep Pen Road intersection with Hardscrabble Road.

Table 3 (continued)
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Unsignalized Intersection All-Way Stop Control[1, 6]	**LOS per TIS**		**LOS per JMT**	
2 – Hardscrabble Road (Sussex Road 20) / Sheep Pen Road	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 3 – 2028 with Development				
Eastbound Hardscrabble Road Approach	-	-	B (11.3)	B (13.7)
Westbound Hardscrabble Road Approach	-	-	C (16.3)	C (23.0)
Left Turn Lane 95th Percentile Queue Length	-	-	102.5’	152.5’
Northbound Sheep Pen Road Left Turn/Through	-	-	B (10.5)	B (11.4)
95th Percentile Queue Length	-	-	7.5’	12.5’
Northbound Sheep Pen Road Right Turn	-	-	B (14.1)	D (33)
95th Percentile Queue Length	-	-	67.5’	220’
Southbound Private Driveway Approach	-	-	A (0.0)	A (0.0)

[6] JMT conducted an additional analysis of the intersection as an all-way stop control with one shared left turn/through lane and one right turn lane along the eastbound and northbound approaches, one left turn lane and one shared through/right turn lane along the westbound approach, and one shared left turn/through/right turn lane along the southbound approach.

Table 3 (continued)
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Roundabout[1, 7]	**LOS per TIS**		**LOS per JMT**	
2 – Hardscrabble Road (Sussex Road 20) / Sheep Pen Road	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 3 – 2028 with Development				
Eastbound Hardscrabble Road Approach	-	-	A (6.2)	A (7.0)
Westbound Hardscrabble Road Approach	-	-	A (7.1)	A (8.2)
95th Percentile Queue Length	-	-	50’	75’
Northbound Sheep Pen Road Approach	-	-	A (6.3)	A (9.2)
95th Percentile Queue Length	-	-	25’	75’
Southbound Private Driveway Approach	-	-	A (4.8)	A (5.3)
Overall	-	-	A (6.7)	A (8.4)
Signalized Intersection[1,8]				
Case 3 – 2028 with Development	B (13.6)	C (22.0)	C (31.3)	C (32.5)
Westbound Left Turn Hardscrabble Road 95th Percentile Queue Length	-	-	180’	217.5’

[7] JMT conducted an additional analysis of the intersection as a single lane roundabout.

[8] JMT and the TIS modeled the intersection as a signalized intersection. JMT included the signal as part of a coordinated corridor along Hardscrabble Road with a cycle length of 120 seconds. JMT modeled the intersection with one left turn lane and one shared through/right turn lane along all approaches, protected-permitted left turns along the eastbound and westbound approaches, and split phasing along the northbound and southbound approaches.

Table 4
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Signalized Intersection[1]	**LOS per TIS**		**LOS per JMT**	
3 – US Route 113 / Hardscrabble Road[9]	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 1 – 2025 Existing	D (40.1)	D (36.1)	D (48.8)	D (45.3)

[9] This intersection will be converted to a grade separated intersection as part of the *North Millsboro Bypass, US 113 to SR 24* project (DelDOT Contract No. T201912701). As such, future analysis was not conducted.

Table 4A
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Signalized Intersection[1]	**LOS per TIS**		**LOS per JMT**	
3A – US Route 113 SB On/Off Ramp / Hardscrabble Road[10]	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 2 – 2028 without Development	B (11.2)	B (16.1)	B (16.3)	B (15.0)
Eastbound Hardscrabble Road 95th Percentile Queue Length	-	-	42.5’	55’
Case 3 – 2028 with Development	B (10.8)	B (17.6)	B (15.4)	B (14.4)
Eastbound Hardscrabble Road 95th Percentile Queue Length	-	-	57.5’	107.5’

[10] JMT and the TIS modeled the intersection as a signalized intersection in accordance with the *North Millsboro Bypass, US 113 to SR 24* project (DelDOT Contract No. T201912701).

Table 4B
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Signalized Intersection[1]	**LOS per TIS**		**LOS per JMT**	
3B – US Route 113 NB On/Off Ramp / Hardscrabble Road / Betts Pond Road (Sussex Road 20)[10]	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 2 – 2028 without Development	C (23.9)	D (35.3)	D (35.3)	D (44.0)
Case 3 – 2028 with Development	C (25.8)	D (36.5)	D (36.2)	D (42.5)

Table 5
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Unsignalized Intersection Two-Way Stop Control (T-intersection)[1]	**LOS per TIS**		**LOS per JMT**	
4 – Delaware Route 24 Bypass / Gravel Hill Road On/Off Ramp (Sussex Road 248)[11]	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 2 – 2028 without Development				
Eastbound Delaware Route 24 Bypass Left Turn	A (8.3)	A (8.7)	A (8.3)	A (8.7)
Southbound Gravel Hill Road On/Off Ramp Left Turn	C (17.4)	C (23.9)	C (18.3)	C (24.2)
Southbound Gravel Hill Road On/Off Ramp Right Turn	B (10.9)	B (12.2)	B (11.2)	B (12.2)
Case 3 – 2028 with Development				
Eastbound Delaware Route 24 Bypass Left Turn	A (8.4)	A (8.8)	A (8.5)	A (8.9)
Southbound Gravel Hill Road On/Off Ramp Left Turn	C (18.5)	D (28.1)	C (19.7)	D (28.3)
Southbound Gravel Hill Road On/Off Ramp Right Turn	B (11.3)	B (12.6)	B (11.6)	B (12.6)

[11] The TIS assumed a PHF of 0.92 for both the AM and PM peak hour periods, whereas JMT assumed a PHF of 0.88 for the AM peak hour period and 0.92 for the PM peak hour period.

Table 6
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Unsignalized Intersection Two-Way Stop Control[1]	**LOS per TIS**		**LOS per JMT**	
5 – US Route 113 / Delaware Avenue (Sussex Road 82)	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 1 – 2025 Existing[12]				
Eastbound Delaware Avenue Approach	C (17.0)	B (15.0)	C (17.2)	C (15.3)
Westbound Delaware Avenue Approach	B (14.6)	B (13.5)	B (12.6)	B (13.8)
Northbound US Route 113 Left Turn	D (25.6)	C (15.6)	C (23.3)	C (15.5)
Southbound US Route 113 Left Turn	B (13.8)	C (18.3)	B (13.0)	C (18.3)
Case 2 – 2028 without Development *with 3rd northbound and southbound through lane*[13,14]				
Eastbound Delaware Avenue Approach	D (28.3)	C (21.4)	-	-
Westbound Delaware Avenue Approach	C (19.0)	C (18.9)	-	-
Northbound US Route 113 Left Turn	E (35.4)	C (22.3)	-	-
Southbound US Route 113 Left Turn	C (21.2)	C (17.9)	-	-
Case 2 – 2028 without Development				
Eastbound Delaware Avenue Approach	-	-	C (23.2)	C (18.9)
Westbound Delaware Avenue Approach	-	-	B (14.4)	B (14.7)
Northbound US Route 113 Left Turn	-	-	D (26.8)	C (16.2)
Southbound US Route 113 Left Turn	-	-	C (17.7)	C (23.0)
Case 3 – 2028 with Development *with 3rd northbound and southbound through lane*[13,14]				
Eastbound Delaware Avenue Approach	D (28.8)	C (22.5)	-	-
Westbound Delaware Avenue Approach	C (19.5)	C (19.3)	-	-
Northbound US Route 113 Left Turn	E (36.3)	C (23.8)	-	-
Southbound US Route 113 Left Turn	C (22.2)	C (18.4)	-	-

[12] The TIS modeled the intersection with right turn channelization along the US 113 northbound and southbound approaches, whereas JMT did not consistent with existing field conditions.
[13] The TIS modeled the northbound and southbound US 113 approaches with one left turn lane, three through lanes, and one right turn lane for the improvements from *the US 113 Widening, Dagsboro Road to Hardscrabble Road* project, whereas JMT utilized existing lane configurations.
[14] The TIS applied the AM peak hour factor and the heavy vehicle percentages to the PM peak hour analysis period whereas JMT utilized peak hour factors and heavy vehicle percentages consistent with DCM methodology.

Table 6 (Continued)
Peak Hour Levels of Service (LOS)
Based on Traffic Impact Study for Beebe Millsboro MOB / FSED
Report Dated: July 2025
Prepared by: Becker Morgan Group, Inc.

Unsignalized Intersection Two-Way Stop Control[1]	**LOS per TIS**		**LOS per JMT**	
5 – US Route 113 / Delaware Avenue (Sussex Road 82)	Weekday AM	Weekday PM	Weekday AM	Weekday PM
Case 3 – 2028 with Development[14]				
Eastbound Delaware Avenue Approach	C (23.6)	C (18.9)	C (23.6)	C (19.9)
Westbound Delaware Avenue Approach	C (17.7)	C (17.4)	B (14.7)	B (14.9)
Northbound US Route 113 Left Turn	D (30.5)	C (16.7)	D (27.6)	C (17.1)
Southbound US Route 113 Left Turn	C (20.3)	C (24.8)	C (18.5)	C (24.0)