

# *Town of* Frankford

## *Comprehensive Plan*



adopted September 2008  
and certified

**October 2008**



prepared by

**Institute for Public Administration**  
**College of Human Services, Education & Public Policy**  
**University of Delaware**



*serving the public good, shaping tomorrow's leaders*

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*Town of*  
**Frankford**  
*Comprehensive Plan*

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**October 2008**



State of Delaware  
Office of the Governor

Ruth Ann Minner  
Governor

October 21, 2008

The Honorable Greg Johnson  
Town of Frankford  
P.O. Box 550  
Frankford, DE 19945

RE: Certification of Comprehensive Plan

Dear Mr. Johnson:

I am pleased to inform The Town of Frankford that as of September 8, 2008, per the recommendation of the Office of State Planning Coordination, the comprehensive plan for the Town of Frankford is hereby certified provided no major changes to the plan are enacted. The certification signifies that the comprehensive plan complies with the requirements of Delaware Code Title 22, Section 702.

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

Once again, congratulations on your certification.

Sincerely,

A handwritten signature in black ink that reads "Ruth Ann Minner".

Ruth Ann Minner  
Governor

**RESOLUTION****A RESOLUTION TO ADOPT THE TOWN OF FRANKFORD 2008 COMPREHENSIVE LAND USE PLAN UPDATE IN ACCORDANCE WITH DELAWARE CODE TITLE 22; CHAPTER 7.**

**WHEREAS**, the Town of Frankford began to develop and create the Town's comprehensive land use update in January 2007; and

**WHEREAS**, the President and Council of the Town of Frankford developed a planning commission to develop a Comprehensive Land Use Plan in accordance with Executive Order 14, House Bill (HB) 255 (the Comprehensive Planning and Annexation Bill), and as per Delaware Code Title 22, Chapter 7; and

**WHEREAS**, the Town of Frankford in Cooperation with Staff from the State Office of Planning and Coordination to assist in the development of this first Comprehensive Land Use Plan; and

**WHEREAS**, the Town received comments in a letter form from the Office of State Planning and Coordination through the Preliminary Land Use Service (PLUS) Process on March 24, 2008 in which necessary revisions were identified for state certification; and

**WHEREAS**, the Frankford Planning Commission has reviewed and made necessary revisions to the proposed Plan and upon completion of these activities moved through motion that the President and Council adopt the proposed Plan with revisions outlined in a letter to the Office of State Planning dated July 7, 2008; and

**NOW, THEREFORE, IT IS RESOLVED BY THE PRESIDENT AND COUNCIL OF THE TOWN OF FRANKFORD, IN COUNCIL MET:**

- *That the President and Council of the Town of Frankford adopt the 2008 Comprehensive Land Use Plan Update, a copy of which is attached to and made part of this resolution, pending certification from the Governor of the State of Delaware, and adoption of an ordinance by the Town Council.*

I, Cheryl Workman, Secretary Treasurer of the Town of Frankford Town Council, do hereby certify that the foregoing is a true and correct copy of the resolution passed by affirmative vote of a majority of all elected members of the Town Council of the Town of Frankford at its meeting held on September 8, 2008 at which a quorum was present and voting throughout, and that the same is still full force and effect.

Signature:

*Cheryl Workman*  
Secretary/Treasurer

DATE:

*9.8-08*

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## TOWN, COUNTY, AND STATE OFFICIALS

### Town of Frankford

Town Council	Greg Johnson, President Jesse Truitt, Vice-President Pam Davis, Secretary/Treasurer Cheryl Workman, Council Member Vincent Leon-Check, Council Member
Planning & Zoning Committee	Robert Murray Jr., Chairperson Eric Heller Elma Gray Marla Daisy
Comprehensive Plan Committee	Ronald Atherton Crystal Holland
Town Administrator	Terry Truitt
Town Solicitor	Dennis Schrader

### Sussex County

County Administrator	David Baker
County Council	Dale R. Dukes, 1 <sup>st</sup> District Finley B. Jones, 2 <sup>nd</sup> District Lynn J. Rogers, 3 <sup>rd</sup> District George B. Cole, 4 <sup>th</sup> District Vance Phillips, 5 <sup>th</sup> District
Planning and Zoning Director	Lawrence Lank

### State of Delaware

Governor	Ruth Ann Minner
Senate	George H. Bunting, Jr., Senator, 20 <sup>th</sup> District
House of Representatives	Gregory Hastings, Representative, 41 <sup>st</sup> District
Office of State Planning Coordination	Constance Holland, AICP, State Planning Director

## **INSTITUTE FOR PUBLIC ADMINISTRATION**

The Institute for Public Administration (IPA), a unit within the College of Human Services, Education & Public Policy at the University of Delaware, assisted with the preparation of this document. IPA links the research and resources of the University of Delaware with the management and information needs of local, state, and regional governments in the Delaware Valley. IPA provides assistance to agencies and local governments through direct staff assistance and research projects as well as training programs and policy forums.

Jerome R. Lewis is the director of the Institute. Martin Wollaston manages IPA's Planning Services Group and coordinated IPA's role in preparing this document. Nicole Minni, GIS Specialist for IPA, assembled the digital data needed for this plan and developed all of the maps found in the Appendix.

### **Institute Director**

Jerome R. Lewis, Ph.D.

### **Town of Frankford Comprehensive Plan Team**

Martin Wollaston, IPA Planning Services Manager

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Barrett Edwards, Research Assistant

Cori Gaul, Research Assistant

### **Mapping and GIS Development**

Nicole Minni, GIS/Graphics Specialist

### **Cover Design**

Mark Deshon, Assistant Policy Scientist

**A MUNICIPAL COMPREHENSIVE DEVELOPMENT PLAN FOR  
FRANKFORD, DELAWARE  
July 2008**

**INTRODUCTION**

Much of this 2008 Comprehensive Plan for the Town of Frankford was drafted utilizing information from the 1999 Town Comprehensive Plan. It is important to note that this document updates the policies set forth in the town's *1999 Comprehensive Plan* and, where appropriate, the language from the 1999 Plan was inserted into this update. However, this document also contains new material that is necessary to meet the state plan certification requirements.

Portions of this document were also developed by the former Sussex County Circuit Rider for the Office of State Planning Coordination, Ann Marie Townshend. Informational updates and assistance with coordinating the efforts of the town were provided by her replacement, and current Sussex County Circuit Rider Bryan Hall. IPA agreed to assist the town and OSPC in the preparation of this Plan well after the development of this plan was initiated. This draft plan was reviewed by the State's Preliminary Land Use Service (PLUS) review process on February 27, 2008 and amended as needed to address state comments. The revised plan was sent to the state in July 2008 and confirmation was provided to the town that all certification issues had been addressed. The Frankford Town Council formally adopted the plan on September 8, 2008 and the Plan was certified by the Governor on October 21, 2008.

The following document was crafted to meet the requirements set forth in the Delaware Code for a comprehensive plan for a town with a population less than 2,000. This plan will serve as an informational document for the public and a statement of town policy that will be implemented through actions, including the amendment of land use codes.

## CHAPTER 1. BACKGROUND

### 1-1. The Authority to Plan

The *Town of Frankford 2008 Comprehensive Plan* is Frankford's authoritative statement of land use policy. This plan brings Frankford into compliance with Title 22 of the Delaware Code, Chapter 7, Section 702, which requires municipalities to prepare comprehensive plans to direct land use. The plan is a legal document serving as the foundation for the town's land use decisions and annexation policy. It also serves as a consolidated reference guide containing demographic, economic, environmental, and historical information about Frankford.

Delaware law requires that municipalities engage in comprehensive planning to encourage "the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties, and the state...." This plan was written to comply with the requirements of a municipal comprehensive plan as described in the Delaware Code for towns with a population of less than 2,000.

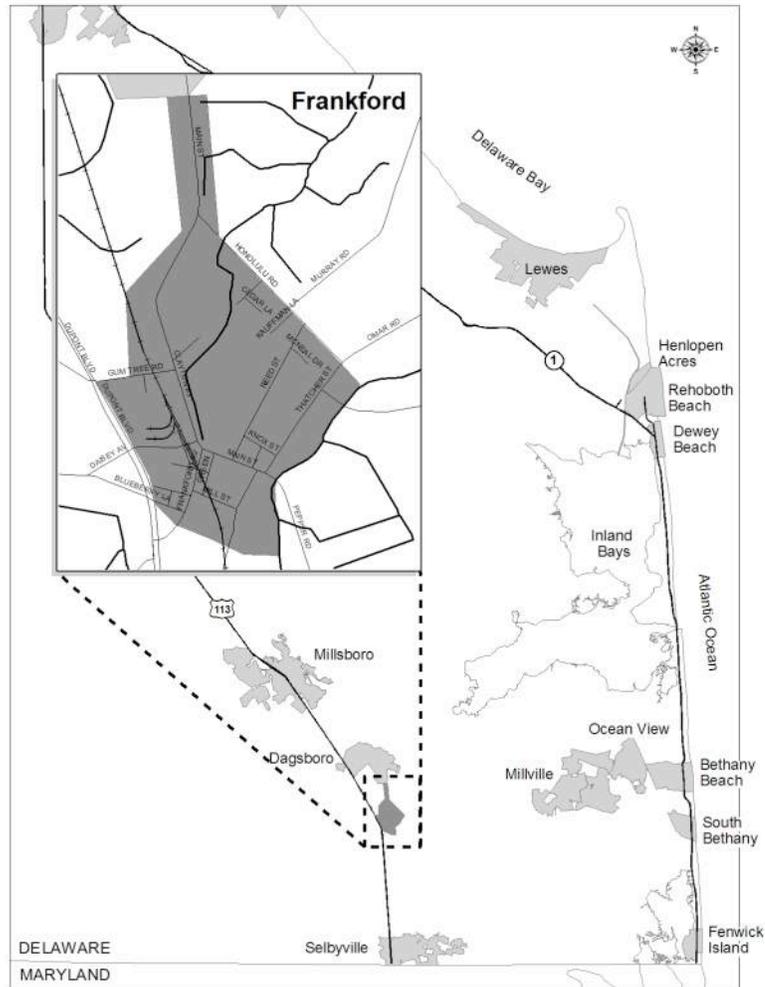
The municipal comprehensive plan for communities with fewer than 2,000 people is to be a "document in text and maps, containing, at a minimum, a municipal development strategy setting forth the jurisdiction's position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues." In addition, the town's comprehensive-planning process must demonstrate coordination with other municipalities, the county, and the state during plan preparation. (22 Del. C. 1953, § 702; 49 Del. Laws, c. 415, § 1.)

State law requires that planning be an ongoing process and that municipalities identify future planning activities. This document serves both as an update to Frankford's 1999 comprehensive plan and Frankford's Municipal Comprehensive Development Plan as required by state law. It is intended to cover a ten-year planning period and be reviewed at least every five years.

## 1-2. A Brief Overview of the Community

### *Location*

Frankford is located in the southeastern portion of Sussex County, along the U.S. Route 113 corridor. It is approximately 50 miles south of Dover and about 5 miles north of the Delaware-Maryland border. Vines Creek, a tributary of the Indian River, runs through Frankford. The town is in the center of a large agricultural region and is within a two to three hour drive of several metropolitan areas outside of Delaware, including Washington D.C., Baltimore, and Philadelphia.



### *History*

The following history of the Town of Frankford was provided in the 1999 Comprehensive Plan and is reproduced below.

The Town of Frankford was established sometime between 1796 and 1820. Research on Frankford's early history shows that the land on which Frankford grew was part of the tract known as Dagsworthy's Conquest. It was resurveyed to General John Dagsworthy under the Penn Title in 1774. The 1791 will of David Long shows this land was once part of his plantation called Forest Flower. After Forest Flower, other names followed, including: Long's Store on Vine's Branch, Gum's Store, and (written in

the 1820 store ledger book) Frankford. The Town of Frankford appears for the first time on a Delaware Railroad map circa 1836.

### *Founding Families*

The town was founded by the Long family. It is believed that the Forest Flower plantation was established by David Long, Sr. around 1750. David Long was born in Worcester, Maryland in 1717. He married Ann Lockwood on May 26, 1735. He subsequently had ten children. The most prominent of their four sons, all of whom served in the War of 1812, was Lieutenant Colonel Armwell Long, who commanded the Tenth Infantry Regiment of the Delaware State Militia. Armwell Long was born in February 1754 and married Elizabeth Robinson in July 1773. They were active members of the congregation at Prince George's Chapel in Dagsboro. Church records show that Armwell Long was made a vestryman on Easter Monday, April 5, 1790. When David, Sr. died in 1791, Armwell was executor of his will. The Longs owned pew five at the Chapel until at least 1822.

By appointment of the Governor of Delaware, Lieutenant Colonel Long was assigned to the Tenth Regiment on October 5, 1807, just a year and a half after that militia was formed. He was placed in command of the Tenth on April 12, 1813 and two weeks later the Secretary of War sent the regiment to New Castle to report to General Bloomfield, the District Commander. Governor Haslet ordered the Tenth to Lewistown on May 13, 1813, to defend the port from a British naval force. Near the end of the war, on October 15, 1814, Long was re-commissioned as Lieutenant Colonel and re-appointed Commandant of the Tenth Infantry Regiment. The final settlement of Colonel Long's expense account was signed by Governor Daniel Rodney on January 9, 1817. Armwell Long died November 22, 1834. He was buried in Frankford at the Armwell Long Memorial Cemetery.

Isaiah Long, the son of Armwell and Elizabeth R. Long and grandson of David Long, was born at the family's property by Vine's Branch on August 13, 1783. Isaiah married Elizabeth Schofield and they had twelve children. At the time of his death in 1832, Isaiah Long's estate included 2,600 acres of land in Baltimore and Dagsboro Hundreds. With his wife Elizabeth, he founded the store at Thatcher and Main Streets in 1808, which became the anchor around which Frankford was built.

While Frankford was founded by the Longs, the town's early growth is largely attributed to the Gum family. The first Gum associated with Frankford was John Gum, born on November 17, 1784, a year after Isaiah Long was born. John Gum married Isaiah's cousin, Martha Polly Long, on November 20, 1806. By 1812 the settlement was commonly referred to as Gum's Store, so it is probable that John Gum acquired the store from his Long relatives. John Gum fought with the Delaware Tenth Infantry Regiment at Lewes, under command of his wife's uncle, Armwell Long, in 1813. He served in Company Four, under the command of Captain Isaac Waples. John Gum died on December 16, 1875 at age 91.

John and Martha's son, Manaen Gum, born on February 16, 1808, eventually took over as proprietor of the general store. Manaen Gum kept the store for 33 years. He became the town's first postmaster in 1848 and most likely operated out of the store, as was the custom. Masaen Gum died June 21, 1886. His wife Mary died on June 2, 1895.

*Frankford's Development During the 1800's*

Before the arrival of the railroad in the 1830's, Frankford's transportation links were by water. It is likely that the Vines Creek location of the Long's family store also had an early sawmill as well as being the transfer point for supplies brought by water from ships anchored downstream in Indian River Bay. The Vines Branch Canal provided the first major avenue of transportation for goods, which were loaded and unloaded at Thatcher's Landing and then brought to Thatcher and Main Streets, which were listed in Orphan's Court records as early as 1817 as being oyster shell-covered. Although the extent of the Vines Creek's role as an early transportation route is difficult to determine, historical records do show that the town was home to several prominent sea captains.

The available historical records show that Frankford steadily expanded through the majority of the 1800's. Like the neighboring towns of Dagsboro, Selbyville, and Millsboro, it served primarily as a commercial center for family-owned farms in the surrounding agricultural area. Whatever role the Vines Creek played in the town's early development was soon overshadowed by that of the railroad, which provided an inexpensive means of shipping the area's agricultural products to the larger, northern commercial centers of Wilmington and Philadelphia. The coming of the railroad brought new business opportunities to Frankford, while shifting the hub of commercial activity toward the current center of town where the railway station was originally located.

By the latter part of the century, the town was home to several industries. By 1887, Charles H. Treat operated a modern facility manufacturing patent barrels. His interest in using local woods for veneering led him to join James and Norman Huxford making veneers, plaques, and boxes under the name of Huxford Company. In 1883 the operation moved to Georgetown where it later failed. Mr. Treat later became U.S. Treasurer.

In addition to the smaller family-owned businesses that flourished along Main, Thatcher, and Reed Streets, Frankford supported a variety of other services. Dr. Francis Gum practiced medicine at Main and Delaware Streets from 1845 to 1924. Along with Dr. Andrew Gum, located across the street, Dr. Levin Murray practiced dentistry at Daisey and Clayton Streets. The town also boasted its own hotel and small opera house with an illustrious history of revues and entertainment.

Most of the churches which now contribute so much to the town's distinctive character date from the 1800's. The Frankford Methodist Church was organized in 1852 and moved into its present building in 1853. Its spire was added in 1880 and its parsonage in 1882. Antioch Church was established in 1856. Its first building was constructed on Clayton Avenue in 1890 and rebuilt in 1946 after it was destroyed by fire. The Presbyterian Church that now stands at Thatcher and Main Streets was originally built on Reed Street in 1880 and moved to its present location in 1979. The old Jones Opera House served for many years as the Presbyterian Church hall before being demolished at the time the church was relocated.

Much of Frankford's current residential pattern was set during the mid to late 1800's, as the population of the town grew and new homes were constructed, mostly in the Victorian style of the period. Visitors today are attracted to Frankford's small-town feeling and solid, older-housing stock, both of which are a legacy from this period, during which Frankford thrived as a small commercial center.

### *The Early 1900's*

By the turn of the century Frankford continued to be home for a variety of tradesmen and merchants who served residents in the surrounding area. Small, mostly family-operated businesses flourished along Main and Thatcher Streets and elsewhere in town. The opening of the DuPont Highway in 1924 further expanded the movement of goods and people. In the decade prior to WWII, a surge of new activity began. Eagle Poultry, the largest New York dressed poultry plant in the world, began operations. It employed hundreds of locals and contributed greatly to the local economy. Frankford was a bustling part of the local economy in the 1930's. The Atlantic Refinery was located next to the railroad tracks on Frankford Avenue. Samuel J. Messick and Cannon sold coal and poultry feed at their store on Daisey Street. There were numerous general stores operated by Herman Campbell, Dan Long, Austin McCabe, Will Taylor, Frank Duke, and the Tingle Brothers. George Halsey operated a drug store on Thatcher Street and Samuel Lockwood operated a haberdashery on Main Street. Dr. Robert Long practiced family medicine on Thatcher Street, and undertaking services were provided by Clinton C. Watson at the corner of Thatcher Street and Roxana Road. Visitors could stay the night at John Long's Boulevard Hotel near the railway station. The First National Bank of Frankford (now a Wilmington Trust branch) was in full operation in the building that now serves as the Town Hall.

Frankford's modest commercial growth led to steady improvements in the town's infrastructure and services. A used water tower and delivery system were installed. Electricity was provided by a power station built around 1923. Streets and sidewalks were improved. The Frankford Volunteer Fire Department was chartered in 1933, and ambulance service began in 1937. The new fire hall also provided space for the Town Government and Library. Indian River High School was built in 1932 on Clayton Avenue, between Frankford and Dagsboro. The old Frankford School on Thatcher Street (now the site of the Melson Funeral Home) became the Eastern States Feed Store.

### *Frankford from the 1950's to the Present*

The decades following WWII brought many less-welcome changes. Several feed stores came and went as the poultry industry changed, leaving only the large growers, such as Cargill, Inc., (now the Mountaire plant) which today is Frankford's sole large-scale industry. Many of the merchants, tradesmen, and shopkeepers that had operated within the town well into the 1950's and 60's lost ground to competition from more concentrated and accessible shopping areas, the forerunners of our modern malls and chain grocery stores.

During the 1980's, Frankford managed to make significant improvements in its public infrastructure and government, in spite of the weak local economy. When the bank moved to its third location, its former building at Main and Green Streets became the Frankford Public Library. Over \$400,000 in grants improved the water system, raised a new water tower, and renovated the town hall. A new charter was enacted, fiscally sound accounting practices were put in place, new water meters were installed, and contracted trash collection was established.

Through much of the 1990's the steady growth of Sussex County's tourism industry has made it clear that the strongest prospects for economic growth for towns like Frankford will likely be in the expanding residential development that is steadily moving inland from the beach. With this opportunity in mind, the Town's leadership has turned its attention to preparing itself to manage that growth in a way that preserves and builds on its past and present strengths.

### 1-3. Community Goals

In 1999 Frankford adopted its first comprehensive plan and this document is an update to the 1999 comprehensive plan. During the past five years, Sussex County, particularly the area east of Route 113, has been experiencing a large amount of land development and growth pressure. Frankford, which previously had not experienced much growth, is now also feeling development pressure.

#### *Public-Participation Process*

In 2005 the Town of Frankford began the process of updating the 1999 plan in accordance with the Delaware Code with the assistance of staff from the Office of State Planning and Coordination. To ensure Frankford's growth keeps with the town's character and the desires of the town's residents, a questionnaire was sent out to residents in March 2005. A total of 250 questionnaires were mailed out to all property owners and six weeks were given to return the questionnaires. A total of 48 questionnaires were returned, although not all of the questions were answered on all of the questionnaires. The majority of people who responded to the survey owned a home in Frankford. While the race of the respondents was largely white, there were also many black respondents. The reported age was distributed in a bell shaped manner, with the age of the majority of respondents falling between 25 and 75 years.

Of those who responded to the questionnaire, 81 percent either agreed or strongly agreed that the Town should seek to annex land that will be developed. However, it is also important to note that 67 percent of respondents either agreed or strongly agreed that Frankford's small town character should be preserved. Seventy six percent agreed or strongly agreed that land adjacent to town should be annexed prior to outlying areas. This implies that the town will need to provide a balance between managed growth and preservation of the small town character currently enjoyed by its residents.

Respondents also commented on those characteristics of the community they thought were most positive and those that were potential issues. Table 1 identifies the characteristics residents felt were most important to make their neighborhood a nice place to live, along with the most important potential issues identified by town residents.

**Table 1. Resident Survey Results**

Category	% Responding "Highly Desirable" or "Desirable"
Crime/Safety	96
Property maintenance	93
Pedestrian and bicycle safety	91
Central water and wastewater	90
Shopping opportunities	82
Near-by shopping	80
Parks and open spaces	77
Mature trees and new landscapes	77
Preservation of historic buildings	70
Traffic calming streets	69
Bike paths	66
Sidewalks along residential streets	64
Sidewalks along main roads	63

Source: Town of Frankford public participation survey, 2005.

Several issues regarding land development were addressed in the questionnaire. Fifty eight percent of the respondents felt that it was extremely important to protect the watershed. An additional 31 percent felt that it was important. Seventy nine percent felt residential-land uses were either highly desirable or desirable for Frankford. Eighty percent felt the same way about community-commercial uses, and 66 percent felt the same way about parks or recreational uses. Many respondents had a negative sentiment towards industrial and agricultural uses, with 41 percent identifying industrial as either undesirable or highly undesirable, and 42 percent feeling the same way about agricultural uses.

Furthermore, respondents rated several possible facilities that would be welcomed in Frankford. Over 80 percent of those responding thought that more shopping and dining opportunities and more businesses and jobs in the town would be highly desirable or desirable. Seventy four percent felt that housing suitable for young families was also highly desirable or desirable. Approximately 70 percent of respondents felt that more medical facilities and a town park, with active or passive recreation, would be highly desirable or desirable. Finally, 65 percent felt that assisted living facilities for seniors would be desirable or highly desirable.

Although the responses varied when asked about what housing styles would be acceptable in Frankford, there were some trends that stood out. All of the respondents said that “single family homes on modest lots, similar to existing neighborhoods” were highly desirable, desirable, or acceptable. Thirty-two percent said that “suburban style single family homes on large lots” were highly desirable. However, 61 percent said that “large, older homes converted to apartments” would be either an undesirable or highly undesirable option. Regarding historic home preservation, 71 percent either agreed or strongly agreed that the historic homes in town should be “maintained and preserved, rather than demolished and replaced with newer structures.”

Transportation-related topics were the final theme addressed in the survey. The two transportation issues that respondents felt strongest about were the lack of adequate sidewalks along the main roads in town and the inadequacy of bicycle routes in town. Sixty three percent felt the lack of sidewalks was extremely important or important, while 66 percent felt the same way about the town’s bike paths.

In April 2006, a request was made to IPA to assist Frankford in preparing their town plan and IPA met with town staff and officials. An initial meeting with town officials was held on May 3, 2006 at which town officials presented the current status of the planning document and their ideas for moving ahead with the help of IPA. The next comprehensive plan committee meeting attended by IPA staff was held on August 23, 2006. Although the meeting was advertised, it was mostly attended by town officials and a couple members of the public that had been involved with the planning effort prior to IPA’s involvement. At that meeting the current status of the plan was presented with emphasis on agreement about the town’s Overall Plan Goals. Also discussed were several of the draft maps that IPA had worked on to refine, including the town zoning map and current land use map. IPA also left several blank working maps for the town to use to begin defining its growth area. The next meeting was scheduled for October 30, 2006 and during that meeting the group finalized a draft growth and future land use map and discussed the scheduling of public event to try to attract more town residents into the process. The planning group also provided a lot of guidance on specific issues raised during plan development and was particularly invaluable for correcting the zoning and land use maps.

The town held a public workshop on November 28, 2006 at the Frankford Fire Company to present and discuss the work that had been completed to date including the future land use and annexation plan. The

town widely advertised the meeting in the local newspaper, posted notices, and contacted community leaders. Although the meeting was not well attended, many good comments made at the workshop and some were included in the revised plan. A number of issues in early 2007 delayed progress on the plan, but once resolved the draft plan continued to take shape and most of the lingering issues were addressed. IPA next met with the town on June 13, 2007 and presented a refined draft that provided most of the necessary plan components needed for certification. An addition item of discussion focused on the proposed U.S. Route 113 north-south study alignment and the potential effects on the town's proposed growth areas. After that meeting, the town discussed the plan at several of its town council meetings and a draft was finalized and recommended by council for state review through the PLUS process. The PLUS meeting was held on February 27, 2008.

### ***Overall Plan Goals***

Based on the responses from the residents of Frankford in the community planning questionnaire, their vision for the town remains much the same as it was when the 1999 Comprehensive Plan was approved. That overarching vision is to begin implementing a strategic development plan which will enhance quality of life and provide economic and housing opportunities for all residents while preserving the small town atmosphere that may be one of Frankford's greatest assets. The following principles should guide the town's future actions:

- **Frankford Should Focus on its Future as a Bedroom Community**  
Frankford has never had a large commercial center, and it will likely continue to serve primarily as a bedroom community for people commuting to work elsewhere. Although it may attract some small service businesses and light industry as part of its future development, the town's attractiveness as a residential community should be enhanced.
- **Frankford Should Seek Ways of Building on its Existing Assets**  
Frankford has several assets to build on as it plans for the future, including its location near the beach, but away from the crowds and resort traffic congestion. It has sanitary sewer and water infrastructure, an attractive, affordable, older-housing stock and a small-town atmosphere that many prospective residents find desirable. It also boasts low taxes, which is an important consideration for households with moderate or fixed incomes.
- **Frankford Should Encourage the Development of a Traditional Town Center**  
A large agricultural parcel (Dukes property) is located in the center of Frankford. It could present an opportunity to plan for a traditional town center. Although there are no proposals for developing this parcel at this time, the town should begin discussing ideas for this area, as it could provide a variety of residential, commercial, and open space uses for the residents of Frankford.
- **Frankford Should Actively Encourage and Guide Future Residential Growth.**  
There is a general interest in supporting new, well-planned and attractive residential growth that would expand the town's tax base and provide increased support for a small business/commercial center. Frankford wants to manage its future growth and will consider expanding its borders and existing infrastructure and services to accommodate the new development that is likely to occur around the town.

With this broad vision as a guide, the town articulated a set of more specific development objectives.

- **Improve Frankford's Image**

The town should strive to enhance its largely inaccurate, negative image. Significant progress has been made in recent years to improve the town's physical appearance and curtail criminal activities, but there are still residential buildings in need of repair and abandoned structures to be cleaned up. In the short term, the town should strengthen its efforts to clean up its appearance and curtail noise and other nuisance activities that raise concerns for present and future residents.
- **Revitalize the Town Center**

As residential development increases, the central area of Frankford could likely support a modest number of businesses and professional offices, potentially serving local and regional markets. Ordinances should be developed to preserve the historic character of this area while addressing parking, landscaping, and open space issues. Future commercial activities should be compatible with the character of the town. Key issues include the future location of an expanded town hall and the improvement of the main gateway into the town from Route 113.
- **Target New Residents**

The three markets identified by the town to target for future residents are middle-age, middle-income families seeking second homes that can later serve as retirement properties, first-time home buyers who are seeking affordable family homes, and "fixer-upper types," who are willing to invest the time and resources to fix up older homes.
- **Establish Building Guidelines to Help Blend New and Older Housing Stock**

The Town should consider establishing building guidelines and other steps to insure that future development within the town limits is in character with existing buildings and enhances the attractiveness of the current housing stock.
- **Manage Development Opportunities West of U.S. Route 113**

Frankford is interested in managing development on both sides of U.S. Route 113 because of the institutional, commercial, and industrial development opportunities that exist along the highway and the potential for new development to impact the town. While not an immediate priority, the future annexation of these areas would permit Frankford to guide development in a way that would strengthen the center of town.
- **Coordinate with U.S. Route 113 Transportation Corridor Plans**

The Delaware Department of Transportation (DelDOT) is undertaking a north/south study of U.S. Rt. 113 from Milford to Selbyville. The study is examining how U.S. Rt. 113 would become a limited access highway, looking at both on-alignment and off-alignment alternatives. Potential bypass options would affect the level of traffic on U.S. Rt. 113 in the Frankford area. Several options will be selected by DelDOT for further study. Frankford should continue to be a participant in the U.S. Rt. 113 north/south study working group.
- **Expand Parks and Create an Open Space Network Within the Town**

Frankford has successfully developed an attractive park on Clayton Avenue. It should now focus on acquiring and developing additional recreational facilities. These expanded recreational spaces should be connected by safe and attractive greenways and corridors for pedestrians and bicycles. Additionally, the Town should ensure that future development occurs in a manner that protects and enhances its natural features and open spaces, and keeps them accessible to all residents.

- **Develop the Vines Creek as a Regional Asset**  
Improvement of Vines Creek—within the town and in the county, along the course of the Vines Creek Canal to the Baltimore Mills historic site (as yet undeveloped), and out to Indian River Bay—would provide Frankford residents and many others with a major new recreational asset. Cleaning up and enhancing Vines Creek could result in an environmentally sound greenway that provides hiking, canoeing, and fishing opportunities. This effort would enhance the town’s attractiveness to new residents and open tourism possibilities that benefit the region.
  
- **Seek More Grant Funding for Town Improvement**  
In conjunction with image improvement, Frankford should expand its grant-writing efforts and seek political support to increase the grant funds it receives from the State of Delaware and other sources. The Town should also consider the approach used in Milford, which established a nonprofit association to pursue grants not available to local governments.
  
- **Manage with Mountaire**  
The Mountaire Farms, Inc., plant could be construed as detrimental to the town’s image, as it occasionally emits a smell. Steps need to be taken to screen objectionable views with plantings or fencing and to clean up the area.

## CHAPTER 2. MUNICIPAL DEVELOPMENT STRATEGY

### 2-1. Community Profile

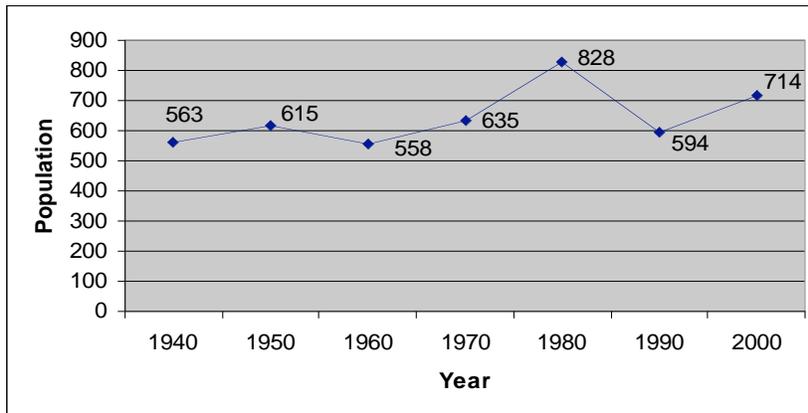
The following section provides a demographic profile of the town of Frankford. Where appropriate, comparisons have been made with the state of Delaware and Sussex County. Most of the data included in this section have been collected from the U.S. Census Bureau. It is important to note that there might be some surveying error in these figures. Therefore, the data should not be taken as an absolute measure of the demographic conditions of the town.

#### Demographics

##### Current Population

The United States Census indicates that from 1930 to 1990 the population in the State and Sussex County steadily increased. Frankford’s population has fluctuated. Its population peaked at 828 in 1980, but then saw a dramatic decline. By 1990 it had lost over a quarter of its population. During the 1990s, the town regained much of its population, growing by 20 percent. Although this growth rate was higher than the state (17.6%), it was significantly less than that of Sussex County (38.3%). The 2000 U.S. Census reported a continued population increase, with 714 residents living in Frankford.

**Figure 1. Frankford Population Trends, 1940-2000**



Source: U.S. Census, 1940-2000 and Delaware Population Consortium

**Table 2. Residents of Frankford, Sussex County, and Delaware, 1940-2000**

Year	Frankford		Sussex County		Delaware	
	Population	% Change	Population	% Change	Population	% Change
1940	563		52,502		266,505	
1950	615	+9.2	61,336	+16.8	318,085	+19.4
1960	558	-9.3	73,195	+19.3	446,292	+40.3
1970	635	+13.8	80,356	+9.8	548,104	+22.8
1980	828	+30.4	98,004	+22.0	594,338	+8.4
1990	594	-28.3	113,229	+15.5	666,168	+12.1
2000	714	+20.2	156,638	+38.3	783,600	+17.6

Source: U.S. Census 1940-2000 and Delaware Population Consortium

*Population Projections*

Population projections for areas as small as Frankford are extremely difficult to accurately forecast. One method is to use the Delaware Population Consortium’s population projections for Sussex County and forecast Frankford’s population by assuming it will grow at a rate similar to Sussex County. The following projections use the U.S. Census 2000 estimates as the starting point for the Delaware Population Consortium’s Sussex County growth rate. The results of these projections appear in Table 3.

**Table 3. Population Projections, 2005-2030**

Year	2000	2005	2010	2015	2020	2025	2030
Sussex County	156,638	175,818	193,736	210,848	226,421	240,175	252,388
Frankford	714	801	883	961	1032	1095	1150

Sources: U.S. Census 2000 and Delaware Population Consortium Population Projections 2005

These projections show Frankford’s population increasing to 961 by the year 2015 and to 1,150 by the year 2030. Using Frankford’s average household size of 3.15, as estimated in the 2000 U.S. Census, this population growth would create the need for approximately 51 new houses between 2005 and 2015, 60 new houses by 2015, and 111 by 2030.

*Racial Composition*

In 1990 Sussex County and the state of Delaware showed similar racial compositions. Frankford’s population was, however, significantly more diverse, with a population that was 52 percent white, 47 percent black, and one percent “other”.

**Table 4. Racial Composition for Frankford, Sussex County, and Delaware**

Race	Frankford		Sussex County		Delaware	
	% 1990	% 2000	% 1990	% 2000	% 1990	% 2000
White	52	45	82	80	80	75
Black	47	35	17	15	17	19
Other	1	20	2	5	3	6

Source: U.S. Census 1990 Summary Type File 1 (STF-1) and U.S. Census 2000 Summary File 1 (SF-1).

Note: Some percentage totals do not equal 100 due to rounding.

From 1990 to 2000, the racial makeup of Sussex County remained largely unchanged and Delaware became marginally more diverse. Frankford’s white population decreased slightly, from 52 percent to 45 percent. The black population also decreased, going from 46 percent to 35 percent. The number of people identifying their race as other went up sharply, from a single percentage point to 20 percent. This was probably due to the large increase in the Hispanic population in Frankford, as seen in Table 5.

**Table 5. Hispanic Population Comparison**

Year	Frankford		Sussex County		Delaware	
	1990	2000	1990	2000	1990	2000
Population	1	148	1,476	6,915	15,820	37,277
Percentage	0.2%	21%	1%	4%	2%	5%

Source: U.S. Census 1990 STF-1 and U.S. Census 2000 SF-1

The U.S. Census Bureau categorizes the Hispanic designation not as a race, but as an ethnicity or origin. As such, it is likely that most of the Hispanic population is included in the “other” category. This is

evidenced by the jump from 0.2 percent of people who identified themselves as Hispanic in Frankford in 1990, to 21 percent in 2000. Sussex County and the state also showed large increases in the Hispanic population, but much less than Frankford.

*Age Profile*

As seen in Table 6, the median age in Frankford is significantly younger than that of Sussex County and Delaware. Frankford has a higher percent of children 14 years and younger (27.3%) than either the County (18.7%) or the State (20.8%). The senior population (65 years and older) makes up 13.3 percent of the population, which is lower than in Sussex County (18.5%), but higher than in Delaware (12.9%).

**Table 6. Age Profiles for Frankford, Sussex County, and Delaware**

Age	Frankford		Sussex County		Delaware	
	Number	Percent	Number	Percent	Number	Percent
Under 5 years	57	8.0	9,009	5.8	51,531	6.6
5 to 9 years	68	9.5	9,960	6.4	55,813	7.1
10 to 14 years	70	9.8	10,250	6.5	55,274	7.1
15 to 19 years	54	7.6	9,480	6.1	55,632	7.1
20 to 24 years	51	7.1	7,556	4.8	51,665	6.6
25 to 34 years	92	12.9	17,811	11.4	108,840	13.9
35 to 44 years	89	12.5	23,425	15.0	127,601	16.3
45 to 54 years	78	10.9	21,312	13.6	103,999	13.3
55 to 59 years	37	5.2	9,615	6.1	39,320	5.0
60 to 64 years	23	3.2	9,198	5.9	32,199	4.1
65 to 74 years	57	8.0	17,091	10.9	56,415	7.2
75 to 84 years	33	4.6	9,362	5.9	34,762	4.4
85+ years	5	0.7	2,569	1.6	10,549	1.3
Median Age	30.9		41.1		36.0	

Source: U.S. Census 2000, SF-1. Note: Some percentage totals do not equal 100 due to rounding.

*Education*

According to 2000 U.S. Census figures, the average education level in Frankford is lower than the average in Sussex County and the State. Table 7 shows 68 percent of Frankford’s adults (25 and up) have a high school degree or higher level of education.

**Table 7. Educational Attainment Frankford, Sussex County, and Delaware, 2000**

	% High School graduate or higher	% Bachelor’s Degree or higher
Frankford	68	5
Sussex County	77	17
Delaware	83	25

Source: U.S. Census 2000, Summary File 3 (SF-3)

*Housing*

Housing concerns focus on the stock of a community’s residential structures and its adequacy to meet the needs of residents living in the town. From 1990 to 2000, there was a net gain of 17 dwelling units

in Frankford, an increase of seven percent. This was slower than the growth rate of housing in Sussex County (25%) and Delaware (18%).

**Table 8. Housing Units in Frankford, Sussex County, and Delaware**

Year	Frankford		Sussex County		Delaware	
	Total Units	% Change	Total Units	% Change	Total Units	% Change
1970	171*	***	34,287	***	180,233	***
1980	208*	22%	54,694	60%	238,611	32%
1990	241	16%	74,253	36%	289,919	22%
2000	258	7%	93,070	25%	343,072	18%

Source: U.S. Census 1940-2000, SF-1 and SF-3. \*Numbers estimated from "year structure built" census data.

### *Age of Housing Stock*

Frankford has retained many of its older structures. The 2000 U.S. Census reports 1957 as the median year housing was built in Frankford, significantly earlier than Sussex County (1981) and the state of Delaware (1973).

**Table 9. Frankford Housing Stock Year of Construction**

Year Built	Percentage
1990-2000	13
1980-1989	9
1970-1979	14
1960-1969	11
1950-1959	13
1940-1949	8
1939 or earlier	33

Source: U.S. Census 2000, SF-3. Note: Total percentage does not equal 100 due to rounding error.

### *Type of Housing*

Tables 10 and 11 summarize changes in the types of housing in Frankford, Sussex County, and Delaware. In 1990 the overwhelming majority of housing in Frankford (90%) was single-family detached housing units. This number is significantly higher than the same type of units in Sussex County (57%) and in the State (54%).

**Table 10. Composition of Housing in Frankford, Sussex County, and Delaware, 1990**

Housing Type	Frankford		Sussex County		Delaware	
	Number	Percent	Number	Percent	Number	Percent
Single-Family, Detached	218	90	42,337	57	156,013	54
Single-Family, Attached	3	1	3,339	4	40,161	14
Multi-Family	9	4	6,816	9	56,679	20
Mobile Homes	11	5	21,761	29	37,066	13
Totals	241	100	74,253	99	289,919	101

Source: U.S. Census Data 1990, STF-1. Note: Percent totals do not equal 100 due to rounding.

**Table 11. Composition of Housing in Frankford, Sussex County, and Delaware, 2000**

Housing Type	Frankford		Sussex County		Delaware	
	Number	Percent	Number	Percent	Number	Percent
Single-Family, Detached	234	88	55,171	59	191,688	56
Single-Family, Attached	3	1	4,501	5	48,340	14
Multi-Family	20	8	8,986	10	64,128	19
Mobile Homes	9	3	24,412	26	38,916	11
Totals	266*	100	93,070	100	343,072	100

Source: U.S. Census Data 2000, SF-3. \*Total is different than in Table 8 due to different Census surveys.

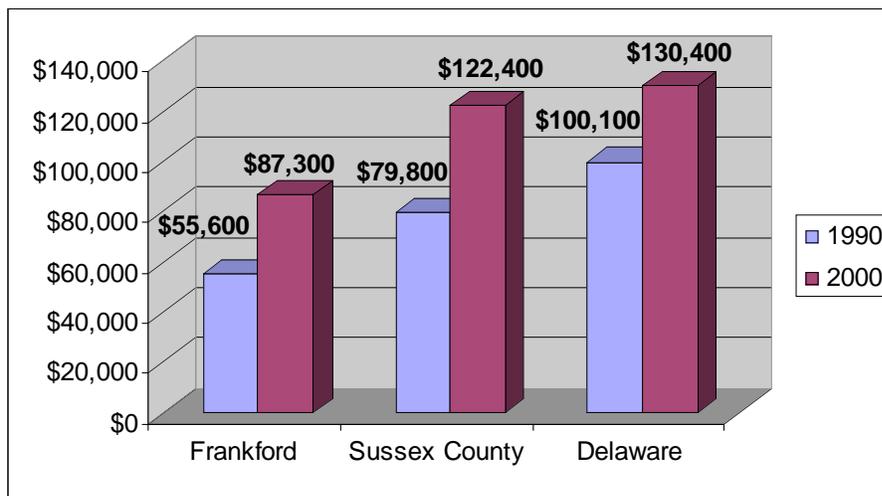
The 2000 U.S. Census reported that the percentage of single-family housing units (both attached and detached) remained roughly the same as in 1990. Sussex County and the state experienced marginal increases in the percentage of their housing stock consisting of single-family homes during the same ten-year period. Between 1990 and 2000, Frankford experienced an increase in the percentage of housing stock made up of multi-family homes and a slight decrease in the percentage of mobile homes.

*Housing Value*

Figure 2 compares 1990 and 2000 median housing values for the Town of Frankford with housing values in Sussex County and the state of Delaware. During this time period, the median value of owner-occupied housing units in Frankford increased by 57 percent. In comparison, the median housing values in Sussex County increased by 53 percent. Throughout Delaware housing values increased by 30 percent. However, the median value in Frankford is still below the median housing value in Sussex County and in Delaware.

Of course, housing values in the state have risen rapidly since the U.S. Census 2000 was completed. According to the Delaware State Housing Authority (DSHA), median housing values in Sussex County have increased from \$122,400 in 2000 to \$240,000 in 2006. Median housing value data could not be found for Frankford for 2006. It is likely that the town has also experienced significant, though lesser, housing value appreciation.

**Figure 2. Median Housing Values for Frankford, Sussex County, and Delaware, 1990 and 2000**

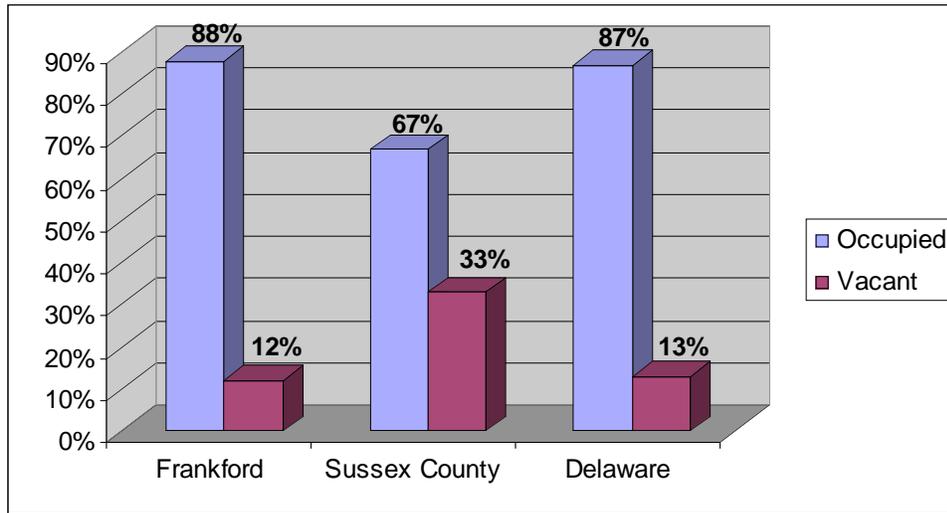


Source: U.S. Census 1990 STF-1 and U.S. Census 2000 SF-3

*Ownership and Vacancy*

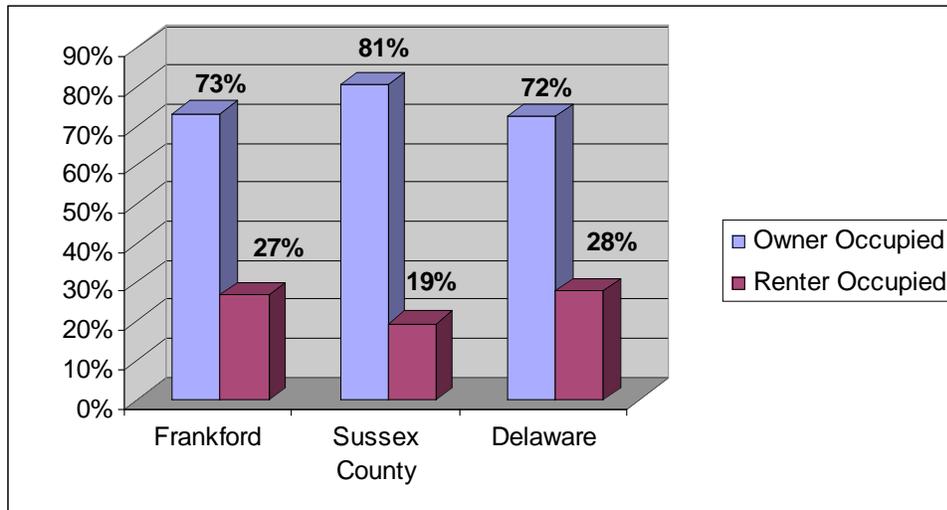
Figures 3 and 4 illustrate how Frankford compares to Sussex County and Delaware with regards to vacant housing and owner-occupied housing. In both instances, Frankford is nearly identical to Delaware but differs more from Sussex County (likely reflecting the many seasonal homes in the coastal communities).

**Figure 3. Occupied and Vacant Housing in Frankford, Sussex County, and Delaware, 2000**



Source: U.S. Census 2000 SF-1

**Figure 4. Owner-Occupied and Renter-Occupied Housing in Frankford, Sussex County, and Delaware, 2000**



Source: U.S. Census 2000, SF-1

*Housing Pipeline*

According to the U.S. Census, there was a net gain of 17 dwelling units in the town from 1990 to 2000. Since 2000, new home construction has varied from year to year. According the building permit data provided by the town, three new homes were built in 2001, five in 2002, two in 2003, six in 2004, 13 in 2005, and 16 in 2006, a total of 45 new homes. This includes several duplex homes built in 2005 and

2006. It is anticipated that this growth will continue, given the increase in housing development in the surrounding areas.

### *Affordable Housing*

According to the 2000 U.S. Census, median housing values in Frankford were about 30 percent below the median housing value for the state and Sussex County. Housing values have fluctuated significantly since 2000, steadily appreciating until a downturn in late 2007. Still, it is likely that housing continues to be more affordable in Frankford than in the surrounding regional area and nearby towns. As development continues to occur in Frankford, developers should be encouraged to include more affordable types of housing to meet the needs of town residents.

### *Economic Profile*

Table 12 provides economic information for Frankford, Sussex County, and Delaware. According to the U.S. Census, Frankford's median household income was \$35,333, about 10 percent lower than the median income in Sussex County and about 25 percent lower than the state's figure. The unemployment rate in Frankford was lower than those of the county and state, though the poverty rate was somewhat higher.

**Table 12. Selected Income Data for Frankford, Sussex County, and Delaware, 1999**

<b>Income Category</b>	<b>Frankford</b>	<b>Sussex County</b>	<b>Delaware</b>
Median Household Income	\$35,333	\$39,208	\$47,381
% of households with wage and salary income	73	71	79
Mean wage and salary income	\$40,248	\$45,299	\$57,407
% of households with social security income	37	36	27
% of households with retirement income	22	27	21
% of households with public assistance income	3.1	3.2	2.7
% of individuals below poverty line	15	11	9
% of individuals 65 and older below poverty line	3	2	1
% of unemployed residents 16 years and older	2.5	2.8	3.4

Source: U.S. Census 2000, SF-3

Table 13 indicates that residents of Frankford work in a variety of employment sectors, with the education, health and social services sector being the most popular (18%). The manufacturing sector and the arts, entertainment, recreation, accommodation and food services sectors each employed 14 percent. Retail Trades (12%) rounds out the dominating employment sectors.

**Table 13. Employment Sectors for Frankford, 2000**

<b>Industry</b>	<b>Number</b>	<b>Percentage</b>
Agriculture, forestry, fishing and hunting, mining	10	3
Construction	33	11
Manufacturing	45	14
Wholesale trade	13	4
Retail trade	36	12
Transportation and warehousing, utilities	13	4
Information	8	3
Finance, insurance, real estate, rental and leasing	17	5
Professional, scientific, management, administrative, and waste management services	13	4
Educational, health and social services	56	18
Arts, entertainment, recreation, accommodation and food services	43	14
Other services	7	2
Public administration	17	5

Source: U.S. Census 2000, SF-3

### ***Summary of Key Issues***

The town of Frankford's population has fluctuated, but has experienced overall growth over the past decade. It will likely see this growth continue in the future. The town is more diverse than the state and county. If the current trends endure, it will continue to diversify. The housing stock in town is more affordable than housing in many places in Delaware, and Frankford has home-ownership and occupancy rates similar to the state.

The town believes its most promising future development pattern would be as a bedroom community and its housing stock appears to be meeting the needs of such a community. It also identified a variety of assets for attracting future residential development. It is close to the beach, has central sewer and water, a small-town atmosphere, and low property taxes.

- The town recognizes that the growth recently experienced will continue and should plan to ensure the ensuing growth will fit with the character of the town and enhance the town's positive characteristics.
- The Town should develop a targeted approach to marketing Frankford to future residents, focusing on future retirees, first-time home buyers, and "fixer-uppers" willing to invest time and money in rehabilitating older housing within the town.

### **2-2. Government, Community Services, and Facilities**

This section provides an overview of the town's government structure and the variety of community services and facilities available to the residents of Frankford.

## *Town Government*

Frankford was granted a charter by the State in 1980. It established the town as an incorporated area and provided the town with the powers to govern through elected officials. The town council consists of five members that serve staggered two-year terms and are elected by the public on the first Saturday in February. At the first meeting following an election, the council chooses a president and vice-president from among the members. Additionally, a secretary and treasurer are selected. They may or may not be members of the council. The council also has the power to appoint a town planning and zoning committee, which assists in the review of land use and zoning decisions.

Frankford currently employs three individuals. The town clerk is located in the Frankford Town Hall, which is located at 5 Main Street. The Town also owns a public works building and employs a part-time maintenance operator. The public works building is located at the intersection of Frankford Avenue and Carey Street. A third employee, a police officer, was hired in November 2007.

## *Utilities*

Frankford does not provide or bill for electric services. Delmarva Power provides electric service to Frankford residents and businesses. Customers purchase electricity directly from Delmarva, which maintains and continually upgrades the system. Residents of Frankford receive cable television service from Mediacom, Inc. Telephone service is provided by a variety of companies. There is no natural gas service located within the town. Water and wastewater services are addressed in Section 2-3 of the plan.

## *Community Services*

### *Public Safety*

Public safety services include police protection, fire fighting, and rescue activities. The Town has often considered the development of its own police department in response to increasing interest by its residents. In November 2007, it initiated the building of the Frankford Police Department by hiring its first officer.

Emergency medical and fire-protection services are provided by the Frankford Volunteer Fire Company, located on Main Street next to the town hall. The fire company was established in 1933 to provide fire protection and ambulance service to the community. There are about 50 members in the Frankford Fire Company, which operates a total of a dozen trucks and rescue vehicles. The Frankford Fire Company participates in mutual assistance agreements with the surrounding volunteer fire companies. In 2006 it responded to 115 calls for fire and 390 calls for emergency services.

Paramedic service is provided by Sussex County Emergency Medical Services, which operates seven stations throughout Sussex County. The closest station to Frankford is Station 103, operating out of the Country Garden Business Center in nearby Dagsboro.

### *Educational Services*

Frankford is located in the Indian River School District. The District operates 14 schools and serves approximately 7,800 students. Students in Frankford attend Frankford Elementary School, located on

Frankford School Road off Thatcher Street. They continue their education at either Sussex Central Middle School, located in Millsboro, Selbyville Middle School, located in Selbyville, or the Southern Delaware School of the Arts, also located in Selbyville. Students advance to Indian River High School, located on Armory Road, or Sussex Technical High School, a vocational school located nearby on County Seat Highway to the west of Georgetown.

### *Library*

Citizens of Frankford are served by a small, local, public library operated by Sussex County. It is located at 8 Main Street in Frankford.

### *Healthcare*

There are currently no healthcare facilities within the town limits, although there are several providers in the region. Medical service needs of the residents are met by facilities in Millsboro, Selbyville, Dagsboro, Ocean View, and Georgetown. Hospitals serving Frankford residents are located in Seaford, Lewes, and Berlin, Maryland. Beebe Medical Center also operates a seasonal emergency center in Millville.

### *Postal Service*

A United States Post Office building, serving the 19945 Frankford zip code, is located at the corner of Daisey Street and Clayton Avenue. Residents have the option of renting a box at the Post Office or home delivery.

### *Solid Waste Disposal*

The Town contracts with a private firm for the collection and disposal of trash. Currently, Moor Disposal is under contract with the town and operates town-wide residential trash pick up. Also, recycling bins maintained by the Delaware Solid Waste Authority (DSWA) are provided at a centrally located area in town. DSWA also offers voluntary curbside recycling for a nominal fee.

### *State Service Center*

The Edward Pyle State Service Center is located nearby to the east of town at the corner of Thatcher Street and Pyle Center Road. The center offers a wide variety of public services to help people with their health and human services needs. The center can assist the public obtain services provided through the State Department of Health and Social Services, the State Department of Services for Children, Youth, and their Families, and the Delaware Department of State, as well as many non-profit community services groups.

### *Recreation & Open Space*

The Town owns and maintains one public park and playground. The park, located at Clayton Avenue and Hickory Street, provides a safe play area for children, a soccer field, two covered picnic pavilions, and washroom facilities. There are no other designated parks, open spaces, or recreational centers within the existing town limits.

Active and passive recreation has become increasingly recognized as essential for maintaining a healthy lifestyle. The town has placed a strong emphasis on the need for recreational facilities and community open spaces that are accessible from all of Frankford's neighborhoods by pedestrians and bicyclists. The development of a recreation system in Frankford will build upon its existing assets and will prove to be a valuable complement to the town's residential development vision. Additionally, enhanced recreational opportunities in Frankford will help improve the town's image, attract new residents, revitalize the center of town area, and expand the park and open-space network within town.

Frankford envisions the future development of a town-wide park system and the achievement of the above goals through the redevelopment of the Vines Creek area.

### ***Summary of Key Issues and Recommendations***

Frankford residents have access to a variety of services provided by local, county, state, and federal levels of government and private sector companies. Part of the attraction and charm of the town is due, in part, to the availability of these services; accordingly, the town will strive to maintain access to them. It will also be necessary for the town to continually evaluate the adequacy of these services; particularly should the town begin to grow more rapidly than in past decades.

Given its large amount of vacant land, the town is likely to continue to see proposals for new development within its boundaries. At this time, there is limited staff available for reviewing proposals; moreover, the staff may not have the experience to review larger or complex land-use proposals.

- It is recommended that the town continue to work with the Office of State Planning Coordination and/or private consulting firms to assist it in assessing new land-development proposals.
- The town has often discussed the need for more police services within the town. It should continue to explore options to improve police service.
- Frankford has a nice park that is reportedly often used by the town's residents. The park should be monitored to develop more information on its usage and to maintain its condition. Funding for park improvements may be available through grant programs administered by the Department of Natural Resources and Environmental Control (DNREC) Division of Parks & Recreation. Consideration should also be given to expanding the town parkland, particularly as more development is proposed.

## **2-3. Water and Wastewater**

It is essential that a town have adequate drinking water and wastewater disposal services to meet the needs of its current residents and businesses. Most towns want to have enough capacity in both of these services to allow for future growth within their boundaries, as well as to attract growth through annexation of adjacent properties. This section reviews the current condition of these services and provides recommendations to improve future services.

### ***Public Water Supply***

The Town of Frankford owns its water system. It includes two wells, a treatment plant, and two tanks—one above ground and one ground-level. The system is currently operated by Tidewater Utilities

through an agreement with the town. All properties within the corporate limits of Frankford have access to public water.

Well 4 is an eight-inch well drilled in 1962. It is screened in the Columbia Aquifer, about 69 to 81 feet below ground surface (fbgs) and is allocated for 300 gallons-per-minute (gpm), but typically produces about 200 gpm. Well 2 is a twelve-inch well drilled in 1984. It is screened in the Columbia Aquifer, about 88 to 128 fbgs. It is allocated for 300 gpm, but usually produces about 240 gpm.

The treated water is stored in two facilities, an elevated 125,000-gallon tank and a ground-level, 88,000-gallon tank. The town is in the process of completing a new treatment plant and transferring operations to it. The old plant will back up the new one for approximately one year before it is demolished. The new water treatment plant, as designed, has two filter units, each capable of treating about 500 gpm. The new treatment plant can filter more water by adding more treatment units as the town grows. All of this information is preliminary and actual rates will be determined once the filters are in service.

The Town currently has water supply that exceeds current use. Water use reports filed with DNREC showed about the same amount of water was withdrawn from the ground in both 2005 and 2006, approximately 39.5 million gallons-per-year (gpy). This represents an average day water use of 108,000 gallons, with an average day for the peak month (June/July) of about 115,000 gallons. With an allocated capacity of 250,000 gpd, and potential treatment capacity exceeding its allocation, the town should have sufficient water supply to meet current and future water demands.

### ***Wastewater Management***

Frankford is located in the Dagsboro-Frankford Sewer District and wastewater management is achieved through this system. The sanitary sewer district is administered by the Sussex County Engineering Department. The infrastructure consists of a series of gravity- and pressurized-piping systems. They transmit untreated wastewater to the Piney Neck Regional Wastewater Facility, located east of Dagsboro. Most properties in Frankford are tied into the regional Dagsboro-Frankford sanitary sewer system.

The Dagsboro-Frankford Sewer District was created by Sussex County Council in 1988. The sewer district is an independent legal entity that the county operates and maintains on behalf of the users in the district. Included in the district are the towns of Frankford and Dagsboro, both old and new high schools, and the Frankford Elementary School. Wastewater from the Dagsboro-Frankford service area is collected via gravity sewers and these sewers then flow into lift stations located throughout the wastewater system. A force main transmits the wastewater to Piney Neck Wastewater Facility.

A usage maximum has not been specifically allocated to each town; rather, the facility has a maximum to which the towns must jointly adhere. The design capacity for the facility is 200,000 gpd. The summer flow average is 88,000 gpd, and the winter flow average is 115,000 gpd (including Indian River High School).

In August 2005, Sussex County initiated a study on the Dagsboro-Frankford sanitary sewer system. The study will assess the wastewater treatment needs in and around Dagsboro and Frankford and determine what upgrades will be necessary to the sewer system to support the demands. The study is expected to be completed soon.

The current sewer collection and transmission system was designed to accommodate growth in the area to the north of town, between Frankford and Dagsboro. Growth to the south of Frankford may require significant infrastructure upgrades. In addition to collection and transmission capacity, the study will evaluate treatment and disposal needs. Recent development requests in Dagsboro could consume much of the existing capacity, so it will be important for the Town of Frankford to work with the Sussex County Engineering Department to determine how to phase any development proposals pending completion of the sewer study and necessary upgrades.

### ***Stormwater Management***

Stormwater management is an important factor in protecting surface waters, or water collecting in streams, rivers, lakes, wetlands or oceans. There is a direct relationship between the percentage of impervious cover and water quality in streams because as impervious cover increases, stormwater runoff increases. The increased runoff that comes into contact with pollutants transfers them into the waterways. Pollutants that accumulate due to runoff include nutrients such as nitrogen and phosphorus, metals such as copper and lead, or organic chemicals such as oil and gas. A system of vegetative or structural measures to control the volume and rate of stormwater runoff and to reduce erosion should be considered to aid in surface water protection.

There were no strong opinions expressed on stormwater management issues in town. The large amount of undeveloped property and the number of ditches in town has helped to keep stormwater management issues to a minimum. Maintenance of the ditches and protecting them from development is vital to maintaining proper drainage for agricultural activities and the town's overall quality of life. The ditches are shown on Map 3 for reference and planning purposes.

It is recognized that as more development occurs, stormwater management will likely become a bigger issue facing Frankford. There are various ways to compensate for inadequate stormwater management to reduce pollutant loads and flooding. For example, the incorporation of stream and wetland buffer regulations, the integration of "green" development methodologies such as Low-Impact Development, limitations on impervious surface levels in new development and redevelopment, and increased stormwater management requirements for redevelopment of properties. The town should continue to work with the State, Sussex County and other agencies to try and identify a strategy that will work with the goals of the town as well as with the needs of the surrounding ecosystem.

### ***Summary of Key Issues and Recommendations***

The town has recently invested in upgrades to its drinking water system and currently has sufficient capacity to meet anticipated demands.

- The town should promote its water supply system as an asset for attracting new residential and commercial growth within the town, and through annexation.

The main factor limiting growth is the wastewater-treatment capacity available to the town, which is being studied by the Sussex County Engineering Department. Currently the town believes that its wastewater collection and transmission needs are being adequately met by Sussex County. However, the existing wastewater system is operating at near capacity. New development opportunities in

Frankford will be contingent on updates to these wastewater facilities. The following recommendations should be considered to ensure adequate wastewater service for current and future residents.

- The Town should coordinate its efforts with Sussex County government to learn how to make wastewater service more affordable and to support the town's efforts to encourage new residential growth within and adjacent to town.
- The town should engage Sussex County to learn how the county could help in offering incentives to allow and encourage the growth and development of affordable housing that makes use of the existing sewer system. Typically the transmission and treatment costs for an in-place sanitary sewer system become more affordable as the number of users increases. Strategies for connecting properties surrounding the town to the sewer system should be discussed with Sussex County officials.
- Sussex County should be encouraged to respond to the Future Land Use and Annexation Map included in this Comprehensive Plan to determine which areas outside of the current town boundaries are more suitable for immediate development from a sanitary sewer availability perspective.

## **2-4. Natural Resources and Environmental Protection**

This section of the plan describes the natural resource features in Frankford and addresses environmental concerns in the town. It includes information on the regional setting, including climate and soils, and important environmental protection issues like watershed protection, source water protection for drinking water supplies, and the preservation of trees.

### ***Topography and Climate***

A majority of Delaware, including Frankford, is located in the relatively flat Atlantic Coastal Plain. The town lies about 30 feet above sea level and sits on relatively flat terrain. It is suitable for most types of rural and urban development.

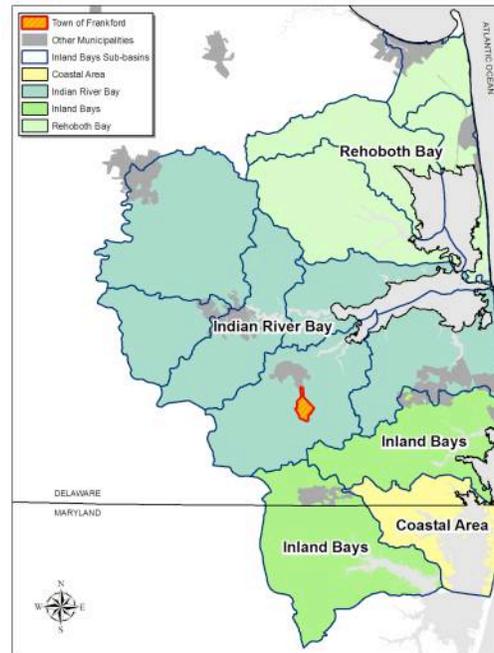
Frankford is located in the mid-latitudes of the east coast and is primarily influenced by weather patterns from the west. Generally, the climate is mild with warm and humid summer and cold winters. July is the warmest month with average temperatures ranging from 65 to 87 degrees, and January is the coldest month with average temperatures ranging from 25 to 44 degrees. Precipitation averages about 46 inches annually, with a range of 3.6 to 5.9 inches per month.

### ***Soils***

According to the soil survey developed in 2006 and available at: <http://websoilsurvey.nrcs.usda.gov/app/WebSoilSurvey.aspx>, the soils in and around Frankford belongs to the Mullica, Hurlock, Berryland, Askecksy, Klej and Hambrook series. Of these soils, only Hambrook, Pepperbox, and Klej are potentially suitable for development. Mullica, Hurlock, Berryland, and Askecksy soils are associated with wetlands and have severe limitations for development.

### *Watershed Protection*

There are four major drainage basins in Delaware and the Town of Frankford is located within the Inland Bays Basin, as shown in Figure 2. The Inland Bays basin is about 314 square miles in size, or 200,702 acres, and is divided into four sub-basins. Frankford is located within the Indian River Bay sub-basin, which also includes Dagsboro, Millville, and Ocean View.



**Figure 2: Inland Bays Sub-Basins**

At this time, the Inland Bays Basin waters contain high levels of several contaminants, with nitrogen and phosphorus having the greatest impact on surface and ground water quality. Nitrogen and phosphorus are necessary for plant and animal life; however, excess quantities of these two nutrients will accelerate aquatic plant growth (i.e. algal blooms). Algal blooms, including *Pfiesteria*, and red and brown tides, block sunlight from reaching the lower end of the bay resulting in decreased levels of dissolved oxygen. Lower levels of dissolved oxygen have many impacts to the bay, including fish kills, loss of desirable sea grasses, and a decline or elimination of shellfish habitat. A 1999 DNREC study confirmed a decline in the quality of the water in the bays, marked by excessive nutrient levels, declining trends of some water-quality indicators, and frequent violations of water-quality standards.

#### *Total Maximum Daily Load (TMDL)*

Under Section 303(d) of the 1972 Federal Clean Water Act (CWA), states are required to identify all impaired waters and establish Total Maximum Daily Loads (TMDL) to restore their beneficial uses. A TMDL defines the amount of a given pollutant that may be discharged to a water body from point, nonpoint, and natural background sources and still allows attainment or maintenance of the applicable numerical water quality standards necessary to support activities such as swimming, fishing, and shellfish harvesting. Although TMDL standards are authorized under federal code, states are charged with developing and implementing standards to support those desired activities

A TMDL is the sum of the individual Waste Load Applications for point sources and Load Allocations for nonpoint sources and natural background sources of pollution. A TMDL may include a reasonable margin of safety to account for uncertainties regarding the relationship between mass loading and resulting water quality. A TMDL matches the strength, location, and timing of pollution sources within a watershed with the inherent ability of the receiving water to assimilate the pollutant without adverse impact.

The Town of Frankford is located within an area that DNREC has labeled a high nutrient-reduction area of the greater Inland Bays Drainage Basin. Significant reductions are needed in nutrients and bacteria in this area and activity in Frankford can affect the water quality of the Inland Bays. The TMDL nutrient reduction required for the greater Inland Bay's drainage area calls for 85% nitrogen and 65% phosphorus reduction from baseline conditions. Additionally, a TMDL for bacteria will require a 40% reduction from baseline conditions in freshwater systems and 17% reduction in marine systems. The Inland Bays Pollution Control Strategy provides actions necessary to systematically achieve pollutant load reductions specified by a TMDL for a given water body and can be found at:

[www.dnrec.state.de.us/water2000/Sections/Watershed/WS/ib\\_tat.htm](http://www.dnrec.state.de.us/water2000/Sections/Watershed/WS/ib_tat.htm)

#### *Source Water Assessment and Protection Program*

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

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

In Delaware, the SWAP Program was coordinated by DNREC, which developed all of the assessments for groundwater-based public water supply systems in Delaware. The town's source water assessment, completed December 3, 2003, can be viewed at:

[www.wr.udel.edu/swaphome/Publications/Final\\_assess/SussexCo/frankford water.pdf](http://www.wr.udel.edu/swaphome/Publications/Final_assess/SussexCo/frankford%20water.pdf)

It is difficult to summarize the results of the assessment report for each water system since it is necessary to understand the assessment methodology and rating system explained in the report to understand the final susceptibility assessment. Frankford does rely exclusively on groundwater from its two wells for its drinking water supply. All public water systems that rely on groundwater need to protect two areas—the wellhead areas surrounding the wells and excellent-groundwater-recharge areas. Wellhead areas are usually the most important areas to protect from activities on the surface or subsurface of the land. These are the areas where the quality or quantity of groundwater moving towards the well may most likely be affected by land use. In Frankford, the Wellhead Protection Areas were delineated by DNREC using a computer model that simulates groundwater movement and is shown on Map 3 in the Appendix.

The other land areas that are very important to protect are excellent-groundwater-recharge areas. These are areas where water on the surface most easily infiltrates into the land and the underlying aquifer. A

review of the recharge area mapping developed for DNREC by the Delaware Geological Survey in 2002 reveals that there are no excellent recharge areas in Frankford.

In 2001 the Delaware General Assembly passed legislation requiring all jurisdictions with a population over 2000 persons to implement measures to protect sources of public drinking water within its boundaries by December 31, 2007. Towns with populations numbering under 2000 are not required to implement source-water-protection measures, but are strongly encouraged to do so to better protect their drinking water supplies. There are a variety of tools available to assist jurisdictions in better protecting sources of public water, including model ordinances, best management practices, and education. These measures are provided in the *Source Water Protection Guidance Manual for the Local Governments in Delaware*, developed for DNREC by the Institute for Public Administration's Water Resources Agency at the University of Delaware.

It would be prudent for the town to review the measures recommended in the guidance manual and to enact and adopt measures that would be most appropriate.

### *Trees*

Part of the character of Frankford is the natural vegetation found throughout the community. The trees and ornamental shrubs located within the town are an important part of the visual appeal of the town. The Delaware Forest Service's Urban and Community Forestry Program provides \$100,000 each year in funding for tree planting, care, and management projects on publicly owned lands. In addition, the U.S. Forestry Service's Tree City USA Program, offered through the National Arbor Day Foundation, provides additional funding for tree-protection, education, and public-awareness projects. Currently, twelve Delaware municipalities participate in the Tree City USA program. Participation in the program requires that the town have a tree board or department, a tree-care ordinance, a community forestry program with a budget of at least two dollars per capita, and an Arbor Day observance or proclamation.

### *Wetlands*

As shown on Map 3 in the Appendix, there are wetlands areas scattered throughout Frankford. These areas function to remove sediment and pollutants from stormwater, act as habitat for diverse species of animals, and provide storage for water during flood events. Regulatory protection of wetlands is mandated under Federal 404 provisions of the Federal Clean Water Act. Tidal wetlands are accorded additional regulatory protection under Delaware Code Title 7, Chapter 66. Compliance with these statutes may require an Army Corps of Engineers approved field wetlands delineation and/or DNREC approval. Frankford should continue to support the protection of these wetland resources and also encourage citizen interaction and education with natural areas.

### *Flood Plain*

A small area on the southeast side of Frankford along the Vines Creek lies within the 100-year floodplain, which is the land area that is inundated or covered with water during a 100-year-flood event. The definition of a 100-year-flood event is often thought of as the flood that will occur every 100 years. However, the definition of a 100-year flood event is based on statistics - there is a one-percent chance (1/100) that a flood of this magnitude will occur in any given year. While every flood event will have a unique flood plain based on the amount of rainfall received, the 100-year-flood plain is accepted as the

“regulatory” limit of flooding for flood insurance purposes and for many jurisdictional zoning and development practices.

Map 3 in the Appendix displays the 100-year floodplain and is for display purposes only and should not be considered a reference document for floodplain determination, since floodplain maps prepared by the Federal Emergency Management Agency are usually not prepared on a parcel map base.

### ***Summary of Key Issues and Recommendations***

- Frankford is located within the Inland Bays Basin; therefore, land-use activity in the town can affect the water quality of the Inland Bays. The Town should be involved in developing the state policies that will affect land use within the town and be aware of the voluntary and regulatory measures proposed in the Inland Bays Pollution Control Strategy document.
- The Town should consider the development and adoption of a source-water ordinance to protect its drinking water sources. It is always less costly to protect drinking water supplies than it is to clean them up or replace them once contaminated.
- It is recommended that the town promote the preservation of its existing forested areas as well as promote the establishment of new forested areas through participation in programs available through the Delaware Forest Service.
- To prevent the town from approving development that does not agree with State and federal law, an ordinance should be adopted requiring all applicants to submit to the town a copy of the development site plan showing the extent of State-regulated wetlands (as depicted by the State Wetland Regulatory Maps) and a U.S. Army Corps of Engineers approved wetlands delineation before providing any approvals for new development. Additionally, the site plan should depict all streams and ditches which are jurisdictional pursuant to the Subaqueous Act (7 Del. C., Chapter 72) as determined by DNREC.
- The town should consider the development of a floodplain ordinance to protect this area from development in order to maintain its capacity to handle flood events.

## **2-5. Transportation**

This section describes the transportation system serving the Frankford vicinity. It includes streets and highways, bus, bicycle and pedestrian facilities, rail services, and airports.

### ***Road Inventory***

Several routes within the Frankford are currently owned and maintained by DeIDOT.

- Clayton Avenue Route 401
- Main Street Route 376
- Hickory Street Route 405
- Daisey Street Route 54
- Frankford Avenue Route 401
- Thatcher Street Route 54

- Honolulu Road Route 356
- Roxana Road Route 92

Street maintenance that is under the jurisdiction of the Delaware Department of Transportation is administered through the South District office in Georgetown. All new highway access including driveways, commercial entrances, and subdivision entrances are permitted by the South District Permit Supervisor. All construction within the DeIDOT right-of-way must conform to standards and specifications adopted by the DeIDOT. The town maintains the remaining streets within its corporate limits. The town is included in the state's Municipal Street Aid Fund. Its total funding for fiscal year 2007, based on 2.68 miles of roadway maintained, was \$15,622.

With regard to vehicular movement, the town's biggest concern is transportation issues within the town's boundaries. Specific concerns included: the growing volume of through traffic (with trucks presenting the greatest problem), speeding along the town's major traffic corridors (Thatcher Street, Main Street, Clayton Avenue and Honolulu Road), the eventual need for more on-street parking on Thatcher and Main Streets (where it is currently restricted), and the concentration of residential traffic at some intersections in town. Some of these problems are a result of historic road patterns which limit travel options within and between neighborhoods and which increase the risk of accidents at intersections where visibility is limited.

#### *U.S. 113 North/South Study*

DeIDOT is continually in the process of updating and improving the transportation network in Delaware and one of these projects, the U.S. 113 North/South Study, has great potential to affect Frankford. As stated on the DeIDOT web site, the study is being conducted to "identify, select, and protect an alignment for a limited access highway from north of Milford south to the Maryland state line. A limited access highway will be needed to meet the long-term transportation needs in the U.S. 113 corridor to accommodate existing and planned economic growth and development while minimizing impacts to properties and environmental and historic resources."

Several alternatives are being studied. A majority of them create bypasses around neighboring towns. The project has been broken into four regions for study purposes, the Milford Area, Ellendale Area, Georgetown Area, and Millsboro-South Area. Working groups were formed for each area. Frankford participated in the Millsboro-South working group and helped select the group's preferred alternative, the Blue Route. The Blue Route runs just east of Frankford and realigns with U.S. 113 at a point south of the town. The study is continuing and DeIDOT will reportedly make its final route selection in the spring/summer 2008. An environmental impact statement will be developed over the following months for the selected route. It is very important that Frankford continues to be involved in this study and voice its concerns since it will be impacted by this project.

#### *Public Transportation*

No public intercity bus service is available to Frankford residents. The closest DART bus routes service the Georgetown area. Paratransit is a public transportation services that is offered in addition to regular fixed-route services and provides door-to-door services exclusively for elderly and disabled persons. Typically, a paratransit customer must make a reservation in advance for specific pick-up and drop-off service.

DART's First State Paratransit, operated by the Delaware Transit Corporation (DTC), provides service to persons 60 or older and those with physical or mental disabilities throughout Delaware. One guest may ride with each eligible customer. The State of Delaware also provides financial assistance to support additional paratransit services offered by private non-profit agencies, local governments, social service agencies, and taxicab companies. Pick-ups and drop-offs are arranged in response to requests for transportation. Riders are transported in small and medium-sized buses and vans equipped with wheelchair lifts.

### *Pedestrian and Bicycle Movement*

Frankford has a network of paved sidewalks serving the pedestrian needs of the citizens. Residents within the town can move on the sidewalk system from their homes to destinations such as the public library, fire house, post office, town hall, and the town park on the corner of Clayton Avenue and Hickory Street. A walk through Frankford will show that many residents, both young and old alike, use the sidewalks. As with most towns, the existing sidewalk network can be improved and expanded.

Opportunities should be assessed for expanding sidewalks to connect to new open spaces as a means of ensuring safe alternatives for the movement of pedestrians and bicyclists throughout the community. All new commercial and residential developments should be required to provide pedestrian and bike connections as part of the development-planning process.

### *Rail*

There is one railroad right-of-way in Frankford. It passes through town in a north-south direction and roughly parallels Route 113. The rail lines are utilized exclusively for freight service to the region. Locally, the rail service is to the Mountaire poultry feed operation in town.

The closest passenger-rail service in Delaware is in Wilmington. From there, Amtrak provides daily service to many major cities. In addition, DTC and the South Eastern Pennsylvania Transit Administration (SEPTA) provide daily commuter-rail service between Newark, Wilmington, and Philadelphia along Amtrak's Northeast Corridor.

### *Airport*

The closest commercial passenger service for Frankford residents is either Philadelphia International Airport or Baltimore-Washington International Airport. The travel time to each is between two to two and a half hours. Additionally, a small airport, originally owned by the United States Navy, is located near Georgetown. It is presently owned and operated by Sussex County and consists of two runways, the longest of which is 5,000 feet. The secondary runway is presently being rebuilt and the County is planning for a 1,000 foot extension to the primary runway.

### *Summary of Key Issues and Recommendations*

- The number one transportation issue facing the town is the U.S. Rt. 113 North-South Study. This project has the potential to dramatically affect Frankford; therefore, the town should continue to participate in the work groups that will help select the new alignment.
- Frankford should work with state officials to develop a comprehensive plan for streetscape improvements to improve the appearance of Frankford's Main Street and increase parking.
- The Town should conduct a sidewalk inventory, ranking areas for repairs and new sidewalks. After the inventory has been completed, a capital improvements program should be developed for annual sidewalk construction and repair.
- The Town should adopt an ordinance requiring sidewalks for all new commercial- and residential-development projects.
- Transportation is a shared responsibility between the town and DeIDOT. Town officials should continue to develop a working relationship with DeIDOT and urge it to cooperate with the town in taking the necessary actions to resolve local transportation concerns, including: planned improvements to accommodate existing conditions and support future growth, the refinement of bicycle routes in and through the town, and an assessment of the potential for additional DART bus service.

## **2-6. Community Character and Design**

### *Community Character*

During the process of developing the comprehensive plan, the prevailing theme was to preserve the small-town atmosphere of Frankford. The town plans to maintain its character by enhancing its small-town atmosphere and preserving its historic resources.

#### *Small Town Atmosphere*

Frankford hopes to augment the town's atmosphere and character by developing a central park and open space area, and by strengthening the existing network of sidewalks and trails. While these two goals have previously been discussed, their connection to community character can not be understated. A central park would provide residents with an opportunity to congregate for recreational purposes and provide a location for Frankford to engage residents in town activities. Enhancing the town's network of sidewalks and bike trails will create a community where residents depend less on cars for intra-community movement. These goals will help accentuate and define one of Frankford's most valuable assets, its small-town character.

#### *Preserve Historic Resources*

As was noted earlier, 33 percent of the homes in Frankford were built before 1939. Historic resources are one of a town's greatest assets and Frankford should seek to preserve its historic resources by preserving the character of the historic homes and promoting appropriate redevelopment. The town

should ensure that residents are aware of the Historic Preservation Tax Credit Program that can assist property owners in preserving and rehabilitating their historic properties. Additionally, the town needs to establish guidelines that will help developers create new housing options that blend into the existing historic atmosphere.

### ***Summary of Key Issues and Recommendations***

Frankford's small-town atmosphere is one of its most valuable amenities and will become an identifying characteristic as development occurs in small towns throughout Delaware. The following recommendations will help Frankford keep its small-town character.

- Frankford should strive to attract and encourage development that will complement its character by ensuring that future land-use decisions affecting development within and around the town respect and complement the existing pattern of predominantly single-family residential land use that makes Frankford an attractive place for families to live.
- Future development of commercial and industrial activities within the town should be managed to fit in with its predominantly residential character and, where possible, strengthen and enhance Frankford's small, historic town center.
- The Town should establish guidelines and ordinances to ensure that future development occurs in a manner that protects and enhances the town's open space and natural features and keeps them accessible to all residents.
- Frankford should strive to preserve its historic resources by establishing building guidelines to help blend the new and older housing stock and to ensure that newly constructed buildings of all types within the town limits are appropriate and help enhance the town's distinctive historic character.
- The town should encourage qualifying residents to take advantage of the Historic Preservation Tax credit Program.
- The town should market itself to attract future retirees, new families/first-time home buyers, and "fixer-uppers" willing to invest time and money in rehabilitating older homes within the town.
- The town should identify and actively market vacant parcels within its boundaries that would provide attractive opportunities for infill, or other planned-housing development, and whose owners may be interested in redevelopment.
- In considering the kind of housing it wants to encourage, the town should attract new construction that encourages a balance of housing types that would include high quality affordable products, new moderate income products, and upper-end housing.
- The Town should explore options for improving its ability to compete for new residential development in cooperation with Sussex County and State of Delaware. This could be achieved through the establishment of incentives which might include tax abatement, waivers of connection fees, and other types of incentives which might be made available to prospective owners as well as small and larger-scale residential developers.

- In order to prevent a clash between new and existing development, the Town should establish building design guidelines to help blend new construction with the older housing stock. This should be completed before a wave of new development is attracted to ensure new development will enhance, not detract from, the development currently in Frankford.
- The Town should undertake a thorough study of how it can creatively deal with manufactured and modular housing types. One approach may be to establish a demonstration program to show how modular and manufactured homes can be used to accomplish infill housing in established parts of the town. One or more modular home builders should be invited to participate in a demonstration that might also involve a bank or a lender that could assist in putting together attractive financing.

## 2-7. Land Use and Annexation

This section of the plan assesses existing land use conditions and discusses future land use for lands within the town boundary, as well as those lands identified for potential annexation.

### *Existing Land Use*

There are a variety of land uses within Frankford (see Map 4 in the Appendix). There are 385 parcels of varying sizes in town, totaling about 430 acres. A summary of this information is found below in Table 14. Land use for each parcel was determined by town officials and staff. It should be noted that the existing land use map depicts numerous parcels that have non-conforming uses on them and are not currently in compliance with the town zoning code.

**Table 14. Frankford Existing Land Use Composition**

<b>Existing Land Use</b>	<b># of Parcels</b>	<b>Total Acreage</b>	<b>% of Total Area</b>
Agricultural	21	126.4	29
Commercial	22	36	8
Institutional	14	27.6	6
Industrial	1	8.9	2
Open Space	1	2	< 1
Railroad	4	9.8	2
Residential	274	179	42
Utility	5	2.1	< 1
Vacant	43	38.5	9
<b>TOTAL</b>	<b>385</b>	<b>430</b>	<b>100</b>

### *Residential*

About 42 percent of the land area in Frankford is used for residential purposes. Four types of residential housing exist in Frankford: single-family detached, single-family attached, multi-family, and manufactured homes. The first type is single-family detached. These homes, not attached to other units, comprise most of Frankford's residential housing stock. The second type, single-family attached, are homes that share at least one wall with an adjacent home. Multi-family, the third type, is homes that contain three or more dwelling units. The final category is manufactured homes. There are a few of these units scattered throughout the town.

### *Commercial*

Commercial land use refers to retail sales and service business areas and makes up about eight percent of the total land use. Most of Frankford's commercial areas are located along U.S. Rt. 113 or Railroad Street, and serve a more regional population. There are also several scattered commercial properties located throughout residentially zoned areas of town.

### *Light Industrial*

Frankford's only light industrial use is the Mountaire Farms, Inc., a feed processing facility located on Daisey Street. Only feed mills or buildings accompanying a feed mill are permitted in the light industrial district.

### *Institutional*

Institutional land use includes buildings owned by Frankford, Sussex County, the State or Federal government, schools, religious institutions, and facilities used by civic groups. It totals about six percent of the land use in town. Several community buildings are located within the limits of Frankford and are clustered in the downtown area on Main Street, between Daisey and Reed Streets, including a U.S. Post Office, a public library, a fire department building, and a church. Other institutional uses include the Frankford Elementary School, the old Indian River High School, and the town hall.

### *Utilities*

Several parcels of land are dedicated to providing for the utility needs of residents. The town's water treatment facility is located on these lots.

### *Open Space*

This land-use category consists of lands that will likely never be developed due to natural features or legal restrictions associated with the property. Open space enhances the Town's health, safety, and general welfare. There is one open space parcel in town, a two-acre town park at the intersection of Gum Tree and Clayton Streets that is reportedly heavily used during the summer months.

### *Railroad*

Land located along the railroad tracks that run north to south through Frankford has been identified for railroad use. These tracks are still actively used by freight trains.

### *Vacant Land/Agriculture*

There is a large number of vacant land parcels in Frankford's. Several large parcels are currently used for agricultural purposes but are zoned for either residential or neighborhood business use and may be developed at some future date. Scattered throughout the town are smaller lots which may have once had a dwelling on them, but are now vacant. An estimated 165 acres in town is either vacant or currently being used for agricultural purposes, representing about 40 percent of the land within town. Included in these 165 acres is a 50-acre property in the center of town. Although there have been some development

interests in this large parcel, it continues to be used for agricultural purposes. If developed, these 50 acres will have a great impact on the town. It is worthy of focused attention by the town.

### *Town Zoning*

The Town of Frankford adopted a comprehensive zoning ordinance in 1992. The six zoning districts in Frankford are:

- R - Residential
- MR - Medium Density Residential
- RPC - Residential Planned Community
- NB - Neighborhood Business
- C - General Commercial
- LI - Light Industrial

Map 5 depicts the town of Frankford's zoning districts. The map also shows the Sussex County zoning districts for areas adjacent to the town. Although there are six different districts in the town, there are only five districts shown on the map. The town has never zoned land RPC.

#### *Residential*

Most of the parcels in town are zoned Residential, which permits single-family detached dwellings. Additional permitted uses include farming uses (no animal operations), home occupations, and special exception uses including bed & breakfast inns, libraries, parks, churches, and public buildings.

#### *Medium Density Residential*

In addition to the residential zoning, a medium density residential zone has been established. Multi-family homes, such as apartment buildings and single-family attached homes are permitted. Few of these homes currently exist within the town limits.

#### *Residential Planned Community*

The residential planned community district is designed to encourage large-scale development on parcels of at least ten acres. This district provides land owners and developers greater site planning flexibility to cluster housing and preserve and enhance natural site features. The district allows all uses allowed in the residential district as well as commercial convenience and necessity uses.

#### *Neighborhood Business District*

The neighborhood business district allows all uses in the residential zoning district, plus retail sales and service businesses which serve a relatively small, neighborhood population. The neighborhood business district is largely confined to Frankford Avenue, Main Street, and the large undeveloped property in the center of the town.

### *General Commercial*

The general commercial district permits all uses in the residential and neighborhood business districts, plus a wider range of business operations including amusement facilities, apartments above commercial businesses, business machine shops, furniture and home furnishings stores, laundry and dry cleaning shops, motels, restaurants, theaters, and many more too numerous to list.

### *Light Industrial*

There is only one parcel zoned for light industrial, the Mountaire Farms feed processing facility. Any use permitted in the general commercial district is allowed in the light industrial district. Feed mills are allowed as a conditional use.

### *Summary of Key Issues and Recommendations*

- The Town should review and update its zoning code to ensure that uses permitted in each district are compatible with the town's vision for the future.

### *Future Land Use*

Map 6 provides the vision, developed by town residents and elected officials, for future land use within its boundaries. Most future land uses will remain similar to that which is currently permitted by the town's zoning and few, if any, changes should be needed in the town's zoning map. Additionally, the town assumes that most of the land that is currently used for agriculture will not be developed. If developed, the future use would be for either residential or the additional uses allowed by the neighborhood business zoning category. Table 15 summarizes the land use for each category, as provided on Map 6.

**Table 15. Future Land Use Composition**

<b>Future Land Use</b>	<b># of Parcels</b>	<b>Total Acreage</b>	<b>% of Total Area</b>
Commercial	45	42.8	10
Institutional	7	7.4	2
Light Industrial	1	8.9	2
Neighborhood Business	22	58.7	14
Open Space	1	2	< 1
Residential	315	300.8	70
Railroad	4	9.8	2
<b>Total</b>	<b>396</b>	<b>430</b>	<b>100</b>

### *Town Center Area*

In considering how the town might develop, the strengthening and enhancement of the existing central area is a primary concern. Frankford would like to develop a town center that combines the mix of uses allowed in its neighborhood business district with new recreational and open space uses. However, the town recognizes that the owner of this property has continued to express no interest in selling or

developing this property. Therefore, it will likely continue to be used for agricultural activities for the foreseeable future.

Since this land is in the center of town, it is advisable the town maintains an open dialog with the owner and be prepared to discuss potential development options if an opportunity presents itself. The town should review the options for development that are currently permitted on this neighborhood business-zoned parcel and discuss changes that may be necessary to the town's zoning ordinance to facilitate the land use envisioned for a town center. The town should also initiate efforts to identify funds for potentially acquiring a portion of this valuable central location to establish the nucleus for future development of pedestrian and bicycle networks to connect the surrounding neighborhoods in town.

#### *Town Park/Open Space*

It is recommended that the town take steps towards the development of a detailed parks and open space plan. The town should investigate potential funding from Sussex County and the state to fund a detailed study and prepare a design for a town park system. The park plan would include the designation of potential greenways and pedestrian and bicycle links to current and planned recreational facilities. Once the plan is prepared and accepted, the town should develop options for funding the identified land. The results of this study, including identification of significant natural resources in the town and surrounding area, should also be considered when reviewing land-use proposals submitted by developers. A policy should be developed to encourage and/or require developers of residential communities within the town limits to incorporate recreational facilities and linkages that build upon the park system design into development plans.

#### *Vines Creek Greenway Development*

The town would like to enhance tourism opportunities in the region and stimulate local growth by developing a greenway corridor (waterway and trail routes) along the Vines Creek from the Indian River Bay past the Baltimore Mills historic site, terminating at the original Thatcher's landing in the vicinity of Main and Thatcher Streets. Aside from its attractiveness as a means of reestablishing Frankford's original connection with the Bay, such a proposal also offers potential opportunities for redevelopment of the historical site of the Longs Store as a local landmark, where the town was originally founded. Aside from its attractiveness to the economic redevelopment of the town, the redevelopment and restoration of the Vines Creek area would provide a significant recreational feature, drawing tourists inland from the beach communities and helping to complete the state's Greenway Corridor program.

#### *Redevelopment and Revitalization*

Closely tied to community character is how a jurisdiction deals with the re-use of properties within the town limits and the actions it takes to rejuvenate its civic atmosphere and physical appearance. The town endorses a plan to maintain the existing scale of development in established parts of town and encourages the preservation of older housing stock. Additionally, town beautification projects involving street lighting, street trees, and possibly the removal of utility poles will help improve the social and physical connections among neighborhoods.

## *Annexation*

Growth pressure in Sussex County means additional development around the town is likely to occur. Frankford proposes a policy of managed growth, which would stage annexation in accordance with the ability of the town to provide adequate infrastructure to support the growth. With these general principals in mind, the town has identified areas around the town limits where future growth would be appropriate and which could be annexed as interest is expressed by existing land owners.

The town's short- and long-term annexation plans and the proposed future land use in those areas are displayed on Map 8, Annexation and Future Land Use. Short-term growth areas are lands that the town would like to be able to consider annexation requests for within the next five years. Long-term annexation areas are lands that the town may want to consider for annexation at a time beyond that time frame. It should be noted that the town's current charter requires that any land annexed into the town be zoned for residential purposes at the time of annexation and would then have to be rezoned for any other use. However, Map 8 displays the land use the town would like to see on these properties once annexed into the town.

The town has designated several parcels to the south, east, and north of town for short term annexation (within 5 years). In most cases, the town's strategy for growth is based on the ability to provide services to these areas, particularly public water supply and wastewater service. Annexation would enable the town to loop some of its water lines in these areas which would address some water quality concerns. A short explanation for targeting these areas is provided below. It is also important to note that, in many cases, the owners of the properties in these areas have already approached the town and expressed their interest in being annexed.

*South Annexation* - the parcels to the south of town are of the greatest interest. Expansion to the south of town and adjacent to U.S. Rt. 113 would help improve living conditions for those who reside in this area and have poor-quality well water and improperly functioning septic systems. Annexation would enable the town to connect this area to the town's water system. There is a signed agreement with Sussex County that would allow the installation of town water lines under the railroad tracks, concurrent with the installation of county sewer lines, at no charge to the town except for the costs for pipe. Residents in this area have met the criteria for public assistance for this work based on income. Furthermore, annexation of this area would enable the town to exert more influence over the pattern of commercial development that occurs along U.S. Rt. 113 on the town's southern boundaries.

*Eastern Annexation* – priority should be given to the study of annexation opportunities to the east of Frankford since there are already significant residential concentrations in this area (i.e., Cuelen subdivision and Townsend development). Future residential growth pressures are most likely to be felt in these areas as a result of development pressures inward from the beach area. Additionally, water mains have already been installed along Frankford School Road and the town currently serves about 15 customers in this area as out of town users. Once annexed, these customers would also become eligible for sewer service. Annexations along Armory Road and Murray Road are proposed to resolve some town boundary issues. Several parcels in the area split by the town's municipal boundary.

*Northern Annexation* – this is an attractive area for further residential and commercial/industrial expansion, extending north of town between Clayton Avenue and U.S. Rt. 113. This area is presently primarily agricultural. It is close to the Indian River High School and has excellent vehicular access to

the U.S. Route 113. Development here would potentially result in lesser traffic impacts on the existing town center. This area is also attractive to the town for annexation since it represents the only area appropriate for light industrial and commercial uses. The area located near the railroad and U.S. Rt. 113 provides easy access for the transportation of goods without entering the center of town.

Map 8 also identifies areas the town wants to be able to annex in a longer time frame, beyond five years. In particular, Frankford's opportunities to guide future commercial development along the U.S. Rt. 113 corridor would be greatly increased through the eventual annexation of a strip of land to the west of the highway, extending along the town's western boundary. By guiding the future development of this corridor, the town increases its influence over traffic through the community and broadens its ability to connect commercial development along the highway with its own plans to strengthen and expand its town center.

### ***Strategies for State Policies and Spending***

The state completed an update to the Strategies for State Policies and Spending in 2004. The update was prepared by the Office of State Planning Coordination, endorsed by the Cabinet Committee on State Planning Issues, and ultimately approved by Governor Ruth Ann Minner by executive order. The strategies have served as the basis of Governor Minner's Livable Delaware Agenda.

Under Livable Delaware, growth is encouraged in and around existing towns and population centers, in areas where infrastructure is available, and where state and local governments have planned for growth. The Strategies for State Policies and Spending identify areas where State policies will support development activities, in large part, through investment of state funds. Conversely, the Strategies also identify areas where State investments should encourage preservation of agricultural and natural resources.

In the strategies document, the state is divided into four investment levels, Level 1 through Level 4. In Investment Levels 1, 2 and 3, State policies and investments support some level of growth. In Level 4 areas, State policies discourage growth and encourage preservation. Map 7 shows the Strategies investment levels as they relate to the area surrounding Frankford.

### ***Key Land Use Issues and Recommendations***

The large vacant parcel in the center of the town will greatly affect the town if it is developed. The town should continue to discuss the potential use of this property and stay informed of any proposals for development. The property could become the basis for a new town center with a mix of uses and could also serve as a hub for non-motorized transportation around the town. The land is currently zoned Neighborhood Business. Therefore it is recommended that:

- The Town review and revise its zoning ordinance so that the Neighborhood Business zoning category fully supports the types of neighborhood businesses and services it wishes to attract to this area.

The town would also like to continue to preserve some of the undeveloped land in and around the town for a park and open space for future generations. In particular, there is interest in developing a greenway corridor, consisting of both waterway and trail routes, along the Vines Creek from the Indian River Bay

past the Baltimore Mills historic site, terminating at the original Thatcher's landing in the vicinity of Main and Thatcher Streets.

- The Town should facilitate the development of the Vine Creek Greenway by requesting that the state undertake a study to identify and map significant natural resources. Once identified, these significant natural resources will be given consideration by the town when reviewing land-use proposals submitted by developers.
- The town should explore—with DNREC and other relevant agencies concerned with tourism, economic development, and historic preservation—the prospects for funding and technical assistance to support further study and development of the Vines Creek Greenway project.
- The Town should seek technical assistance from the DNREC Drainage Program with regards to the maintenance and upgrade of public drainage ways within Frankford, including all those draining into the Vines Creek.
- The town should consider the development and adoption of an open space ordinance to ensure that the residents continue to have adequate open space as new development occurs in town.

As with most towns, Frankford would like to be able to consider requests for annexation when proposed by adjacent land owners. This plan proposes the town's vision for expansion in both the short- and long-term. In all cases, it is important that any annexation provides benefits to the town.

- Town officials should consider a fiscal impact assessment of annexation petitions. This assessment should include an estimate of the revenues that a proposed development would generate for the town and the costs of providing town services to the proposed development, including the need for additional personnel and expanded town facilities, including town hall.
- The Town should consider the development of impact fees or annexation fees for land that is annexed into the town. The fees should be established based on the costs the new development would impose on the town for expanded services, personnel, etc.

## **CHAPTER 3. IMPLEMENTATION AND COORDINATION**

Implementation is one of the most important parts of the comprehensive planning process, as it provides direction to the town to accomplish the ideas discussed in the Plan. Also, it is recognized that the Town of Frankford cannot implement this plan without coordinating with other governments and agencies, in particular its neighbor to the north, Dagsboro, the surrounding jurisdiction, Sussex County, and of course the many agencies within the state of Delaware.

The following is a summary of the main recommendations made throughout this plan. It provides a guide to actions that will be needed following the certification and adoption of this plan.

### ***Population and Housing***

- The town recognizes that the growth recently experienced will continue and should plan to ensure the ensuing growth will fit with the character of the town and enhance the town's positive characteristics.
- The Town should develop a targeted approach to marketing Frankford to future residents, focusing on future retirees, first-time home buyers, and "fixer-uppers" willing to invest time and money in rehabilitating older housing within the town.

### ***Community Services and Facilities***

- It is recommended that the town continues to work with the Office of State Planning Coordination and/or private consulting firms to assist it in assessing new land-development proposals.
- The town has often discussed the need for more police services within the town. It should continue to explore options to improve police service.
- Frankford has a nice park that is reportedly often used by the town's residents. The park should be monitored to develop more information on its usage and to maintain its condition. Funding for park improvements may be available through grant programs administered by the Department of Natural Resources and Environmental Control (DNREC) Division of Parks & Recreation. Consideration should also be given to expanding the parkland in the town, particularly as more development is proposed.

### ***Water and Wastewater***

- The town should promote its water supply system as an asset for attracting new residential and commercial growth within the town, and through annexation.
- The Town should coordinate its efforts with Sussex County government to learn how to make wastewater service more affordable and to support the town's efforts to encourage new residential growth within and adjacent to town.
- The Town should engage Sussex County to learn how the county could help in offering incentives to allow and encourage the growth and development of affordable housing that makes use of the existing sewer system. Typically the transmission and treatment costs for an in-place sanitary sewer system become more affordable as the number of users increases. Strategies for connecting properties surrounding the town that are connected to the sewer system should be discussed with Sussex County officials.

- Sussex County should be encouraged to respond to the Future Land Use and Annexation Map included in this Comprehensive Plan to determine which areas outside of the current town boundaries are more suitable for immediate development from a sanitary sewer availability perspective.

### ***Natural Resources and Environmental Protection***

- Frankford is located within the Inland Bays Basin; therefore, land-use activity in the town can affect the water quality of the Inland Bays. The Town should be involved in developing the state policies that will affect land use within the town and be aware of the voluntary and regulatory measures proposed in the Inland Bays Pollution Control Strategy document.
- The Town should consider the development and adoption of a source-water ordinance to protect its drinking water sources. It is always less costly to protect drinking water supplies than it is to clean them up or replace them once contaminated.
- It is recommended that the town promote the preservation of its existing forested areas as well as promote the establishment of new forested areas through participation in programs available through the Delaware Forest Service.
- To prevent the town from approving development that does not agree with State and federal law, an ordinance should be adopted requiring all applicants to submit to the town a copy of the development site plan showing the extent of State-regulated wetlands (as depicted by the State Wetland Regulatory Maps) and a U.S. Army Corps of Engineers approved wetlands delineation before providing any approvals for new development. Additionally, the site plan should depict all streams and ditches which are jurisdictional pursuant to the Subaqueous Act (7 Del. C., Chapter 72) as determined by DNREC.
- The town should consider the development of a floodplain ordinance to protect this area from development in order to maintain its capacity to handle flood events.

### ***Transportation***

- The number one transportation issue facing the town is the U.S. Rt. 113 North-South Study. This project has the potential to dramatically affect Frankford; therefore, the town should continue to participate in the work groups that will help select the new alignment.
- Frankford should work with county and state officials to develop a comprehensive plan for streetscape improvements to improve the appearance of Frankford's Main Street and increase parking.
- The Town should conduct a sidewalk inventory, ranking areas for repairs and new sidewalks. After the inventory has been completed, a capital improvements program should be developed for annual sidewalk construction and repair.
- The Town should adopt an ordinance requiring sidewalks for all new commercial- and residential-development projects.
- Transportation is a shared responsibility between the town and DelDOT. Town officials should continue to develop a working relationship with DelDOT and urge it to cooperate with the town in taking the necessary actions to resolve local transportation concerns, including: planned improvements to accommodate existing conditions and support future growth, the refinement of bicycle routes in and through the town, and an assessment of the potential for additional DART bus service.

### *Community Character*

- Frankford should strive to attract and encourage development that will complement its character by ensuring that future land-use decisions affecting development within and around the town respect and complement the existing pattern of predominantly single-family residential land use that makes Frankford an attractive place for families to live.
- Future development of commercial and industrial activities within the town should be managed to fit in with its predominantly residential character and, where possible, strengthen and enhance Frankford's small, historic town center.
- The Town should establish guidelines and ordinances to ensure that future development occurs in a manner that protects and enhances the town's open space and natural features and keeps them accessible to all residents.
- Frankford should strive to preserve its historic resources by establishing building guidelines to help blend the new and older housing stock and to ensure that newly constructed buildings of all types within the town limits are appropriate and help enhance the town's distinctive historic character.
- The town should encourage qualifying residents to take advantage of the Historic Preservation Tax credit Program.
- The town should market itself to attract future retirees, new families/first-time home buyers, and "fixer-uppers" willing to invest time and money in rehabilitating older homes within the town.
- The town should identify and actively market vacant parcels within its boundaries that would provide attractive opportunities for infill, or other planned-housing development, and whose owners may be interested in redevelopment.
- In considering the kind of housing it wants to encourage, the town should attract new construction that encourages a balance of housing types that would include high quality affordable products, new moderate income products, and upper-end housing.
- The Town should explore options for improving its ability to compete for new residential development in cooperation with Sussex County and State of Delaware. This could be achieved through the establishment of incentives which might include tax abatement, waivers of connection fees, and other types of incentives which might be made available to prospective owners as well as small and larger-scale residential developers.
- In order to prevent a clash between new and existing development, the Town should establish building design guidelines to help blend new construction with the older housing stock. This should be completed before a wave of new development is attracted to ensure new development will enhance, not detract from, the development currently in Frankford.
- The Town should undertake a thorough study of how it can creatively deal with manufactured and modular housing types. One approach may be to establish a demonstration program to show how modular and manufactured homes can be used to accomplish infill housing in established parts of the town. One or more modular home builders should be invited to participate in a demonstration that might also involve a bank or a lender that could assist in putting together attractive financing.

### *Current Land Use*

- The Town should review and update its zoning code to ensure that uses permitted in each district are compatible with the town's vision for the future.

### ***Future Land Use and Annexation***

- The Town review and revise its zoning ordinance so that the Neighborhood Business zoning category fully supports the types of neighborhood businesses and services it wishes to attract to this area.
- The Town should facilitate the development of the Vine Creek Greenway by requesting that the state undertake a study to identify and map significant natural resources. Once identified, these significant natural resources will be given consideration by the town when reviewing land-use proposals submitted by developers.
- The town should explore—with DNREC and other relevant agencies concerned with tourism, economic development, and historic preservation—the prospects for funding and technical assistance to support further study and development of the Vines Creek Greenway project.
- The Town should seek technical assistance from the DNREC Drainage Program with regards to the maintenance and upgrade of public drainage ways within Frankford, including all those draining into the Vines Creek.
- The town should consider the development and adoption of an open space ordinance to ensure that the residents continue to have adequate open space as new development occurs in town.
- Town officials should consider a fiscal impact assessment of annexation petitions. This assessment should include an estimate of the revenues that a proposed development would generate for the town and the costs of providing town services to the proposed development, including the need for additional personnel and expanded town facilities, including town hall.
- The Town should consider the development of impact fees or annexation fees for land that is annexed into the town. The fees should be established based on the costs the new development would impose on the town for expanded services, personnel, etc.

### ***Intergovernmental Coordination Efforts***

Frankford is influenced by a wide variety of intergovernmental activities. The town receives services from Sussex County in the operation of its sewer collection and treatment facilities and the provision of some public safety services. The major roads through the town and area transit services are maintained by the Delaware Department of Transportation. The town is located within a developing area of Sussex County. The activities of the Sussex County Department of Planning and Zoning—particularly the updating of the county’s *2003 Comprehensive Plan Update* and its administration of the county’s zoning code—could significantly impact the lands surrounding the town.

The Sussex County Comprehensive Plan aims to direct development toward municipalities in accordance with their ability to accommodate future growth. Each municipality has its own character and it will be important to respect their heritage when planning for development. The county and state recognize that planning and zoning decisions impact municipalities’ economies and quality of life.

According to the county’s plan update, “Sussex County strongly favors directing development to the incorporated municipalities that desire it.” This policy of encouraging growth in and around existing municipal centers is consistent with the state’s policy for land use. The development of Frankford’s comprehensive plan gives the town an opportunity to work with Sussex County to shape future growth around the town. Frankford will share its comprehensive plan with Sussex County for comment.

The town further recognizes that its ability to guide development at its perimeter depends on its ability to achieve meaningful coordination with County and State governments. It is expected that this Comprehensive Plan will provide a clearer picture of the town's vision and specific plans for development and that agencies at other levels of government will use this Plan to guide them in making decisions affecting the town and its residents.

## **APPENDIX: MAPS**

- Map 1: Aerial View**
- Map 2: Roads and Boundaries**
- Map 3: Environmental Features**
- Map 4: Existing Land Use**
- Map 5: Municipal and Sussex County Zoning**
- Map 6: Future Land Use**
- Map 7: State Strategies for Policies and Spending**
- Map 8: Annexation and Future Land Use**



# Town of Frankford Comprehensive Plan

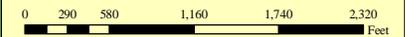
## Map 1: Aerial View

-  Town of Frankford
-  Town of Dagsboro
-  United States Roads
-  DelDOT Roads
-  Railroad
-  Stream or River

Locator Map of Sussex County



July 2008



Sources:  
 Digital Orthophotography - National Agriculture Imagery Program, Farm Service Agency, USDA 2006.  
 Roads - Delaware Department of Transportation centerline file December 2007.  
 Hydrography - NHD is based on the content of the U.S. Geological Survey 1:100,000-scale Digital Line Graph (DLG) hydrography data, integrated with reach-related information from the U.S. Environmental Protection Agency Reach File, Version 3.0 (RF3), 1999.  
 Municipal Boundaries - Delaware Office of State Planning Coordination, downloaded January 2008.

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# Town of Frankford Comprehensive Plan

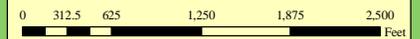
## Map 2: Roads and Boundaries

-  Town of Frankford
-  Town of Dagsboro
-  US Highway
-  DelDOT Roads
-  Railroad
-  Stream or River
-  Parcel Boundaries
-  Parks

Locator Map of Sussex County



July 2008

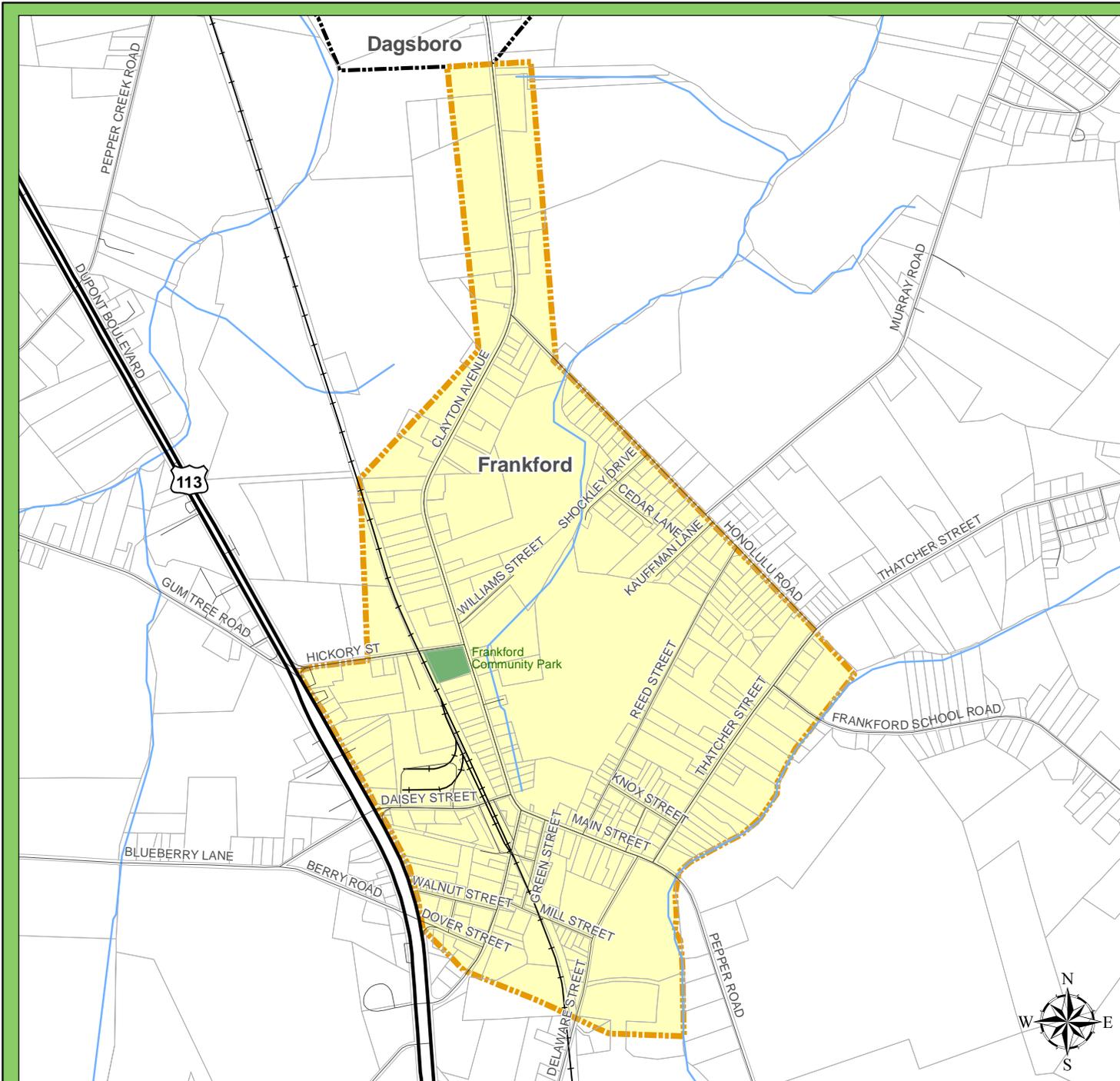


Sources:

Roads - Delaware Department of Transportation contourline file, December 2007.  
 Hydrography - NHD is based on the content of the U.S. Geological Survey 1:100,000-scale Digital Line Graph (DLG) hydrography data, integrated with reach-related information from the U.S. Environmental Protection Agency Reach File Version 3.0 (RF3), 1999.  
 Municipal Boundaries - Delaware Office of State Planning Coordination, downloaded January 2008.

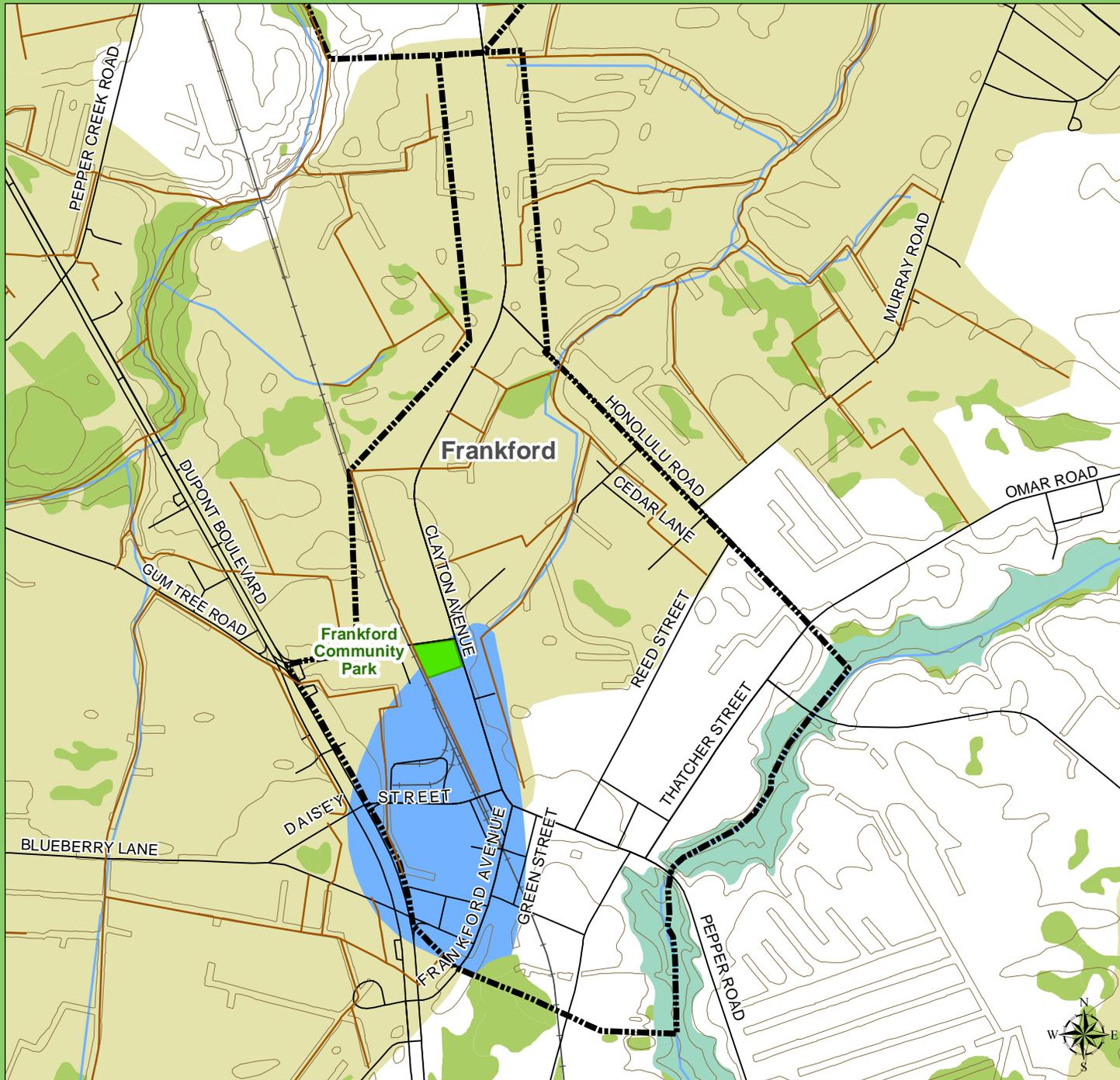
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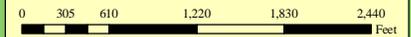
# Town of Frankford Comprehensive Plan

## Map 3: Environmental Features



-  Municipal Boundaries
-  Wellhead Protection Area
-  Tax Ditches
-  Tax Ditch Boundaries
-  Parks
-  100 Year Flood Plain
-  Non-tidal Wetlands
-  DeIDOT Roads
-  Railroad
-  Elevation
-  Streams or Rivers

July 2008



Sources:  
 Tax Ditch Information developed by DNREC and the Institute for Public Administration-Water Resources Agency, University of Delaware, 2008.  
 Protected Lands - DNREC, Division of Parks & Recreation, 2007.  
 Wetlands - State-wide Wetlands Mapping Project (SWMP), DNREC 2000.  
 100 Year Flood Plain - Delaware Department of Natural Resources and Environmental Control, Division of Soil and Water, 2003.  
 Wellhead Protection Areas - DNREC, Division of Water Resources, September 2007.  
 Roads - Delaware Department of Transportation centerline file, December 2007.  
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS, 1991-1993.  
 Municipal Boundaries - Delaware Office of State Planning Coordination (OMB), downloaded January 2008.

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# Town of Frankford Comprehensive Plan

## Map 4: Existing Land Use

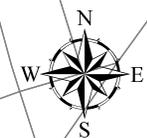
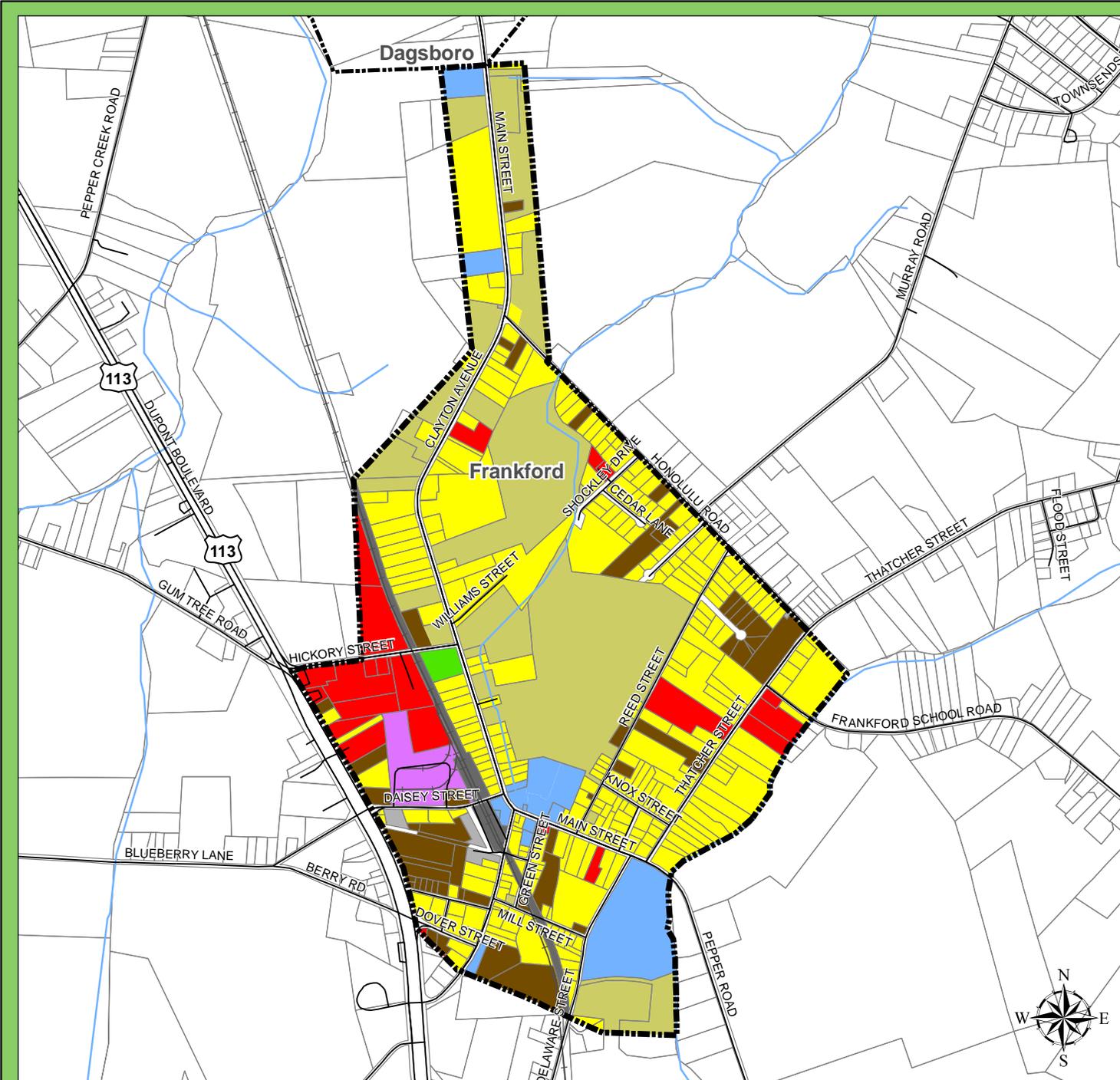
- Residential
- Commercial
- Institutional
- Light Industrial
- Open Space
- Railroad
- Utility
- Agriculture
- Vacant
- Town of Frankford
- Town of Dagsboro
- Roads
- Railroad
- Stream or River
- Sussex County Parcels

July 2008



Sources:  
Existing Land Use developed by the Town of Frankford and the Institute for Public Administration, University of Delaware, January 2008.  
Roads - Delaware Department of Transportation centerline file, December 2007.  
Hydrography - NHD is based on the content of the U.S. Geological Survey 1:100,000-scale Digital Line Graph (DLG) hydrography data, integrated with reach-related information from the U.S. Environmental Protection Agency Reach File Version 3.0 (RF3), 1999.  
Municipal Boundaries - Delaware Office of State Planning Coordination (OMB), downloaded January 2008.

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# Town of Frankford Comprehensive Plan

## Map 5: Municipal and Sussex County Zoning

### Frankford Zoning

- Residential
- Medium Density Residential
- Neighborhood Business
- Commercial
- Light Industrial

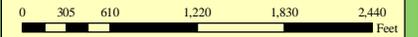
### Sussex County Zoning

- Agricultural
- General Residential
- Medium Residential
- General Commercial

### Boundaries

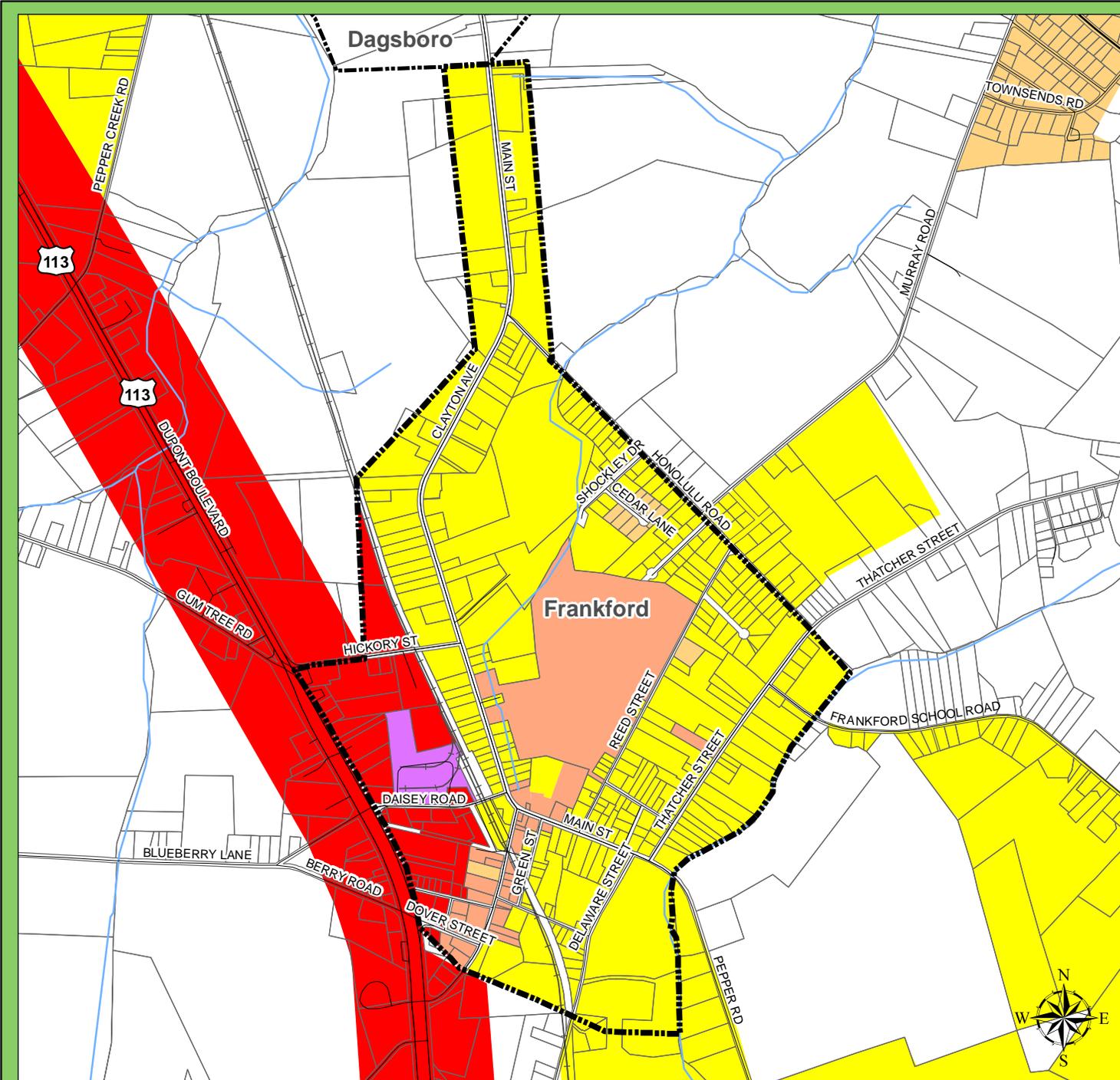
- Town of Frankford
- Town of Dagsboro
- Parcel Boundaries
- Roads
- Railroad
- Stream or River

July 2008



Sources:  
Zoning - Developed from a Town of Frankford Zoning Map.  
Sussex County Existing Zoning - Sussex County Mapping and Addressing Department, 2007.  
Roads - Delaware Department of Transportation centerline file, December 2007.  
Hydrography - NHD is based on the content of the U.S. Geological Survey 1:100,000-scale Digital Line Graph (DLG) hydrography data, integrated with reach-related information from the U.S. Environmental Protection Agency Reach File Version 3.0 (RF3), 1999.  
Municipal Boundaries - Delaware Office of State Planning Coordination, downloaded January 2008.

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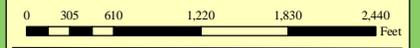


# Town of Frankford Comprehensive Plan

## Map 6: Future Land Use

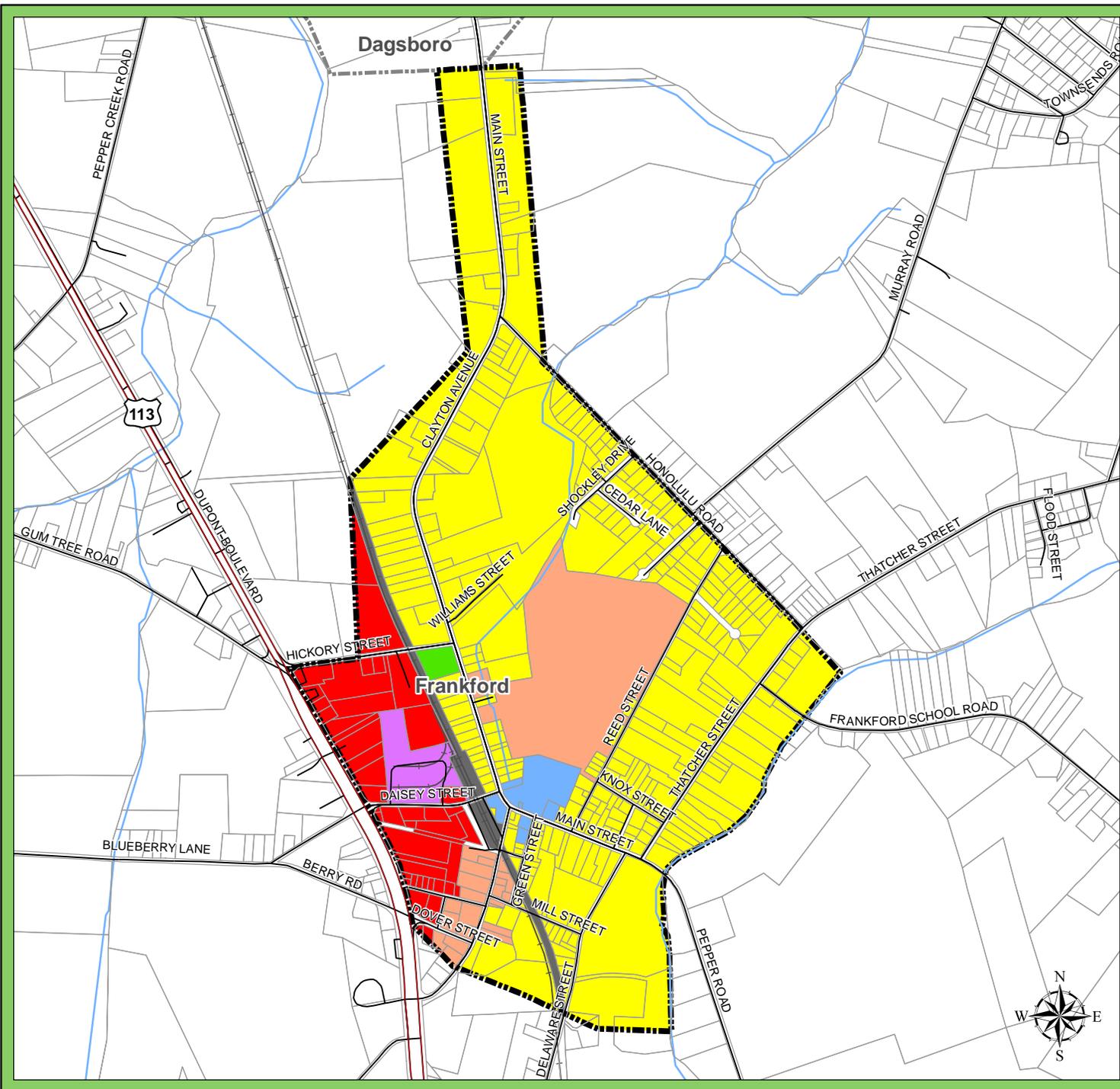
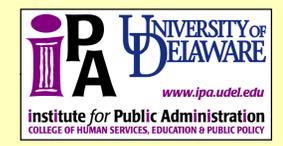
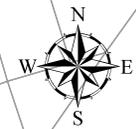
- Residential
  - Neighborhood Business
  - Commercial
  - Open Space
  - Institutional
  - Light Industrial
  - Railroad
- Boundaries**
- Town of Frankford
  - Town of Dagsboro
  - Roads
  - Parcel Boundaries
  - Railroads
  - Stream or River

July 2008



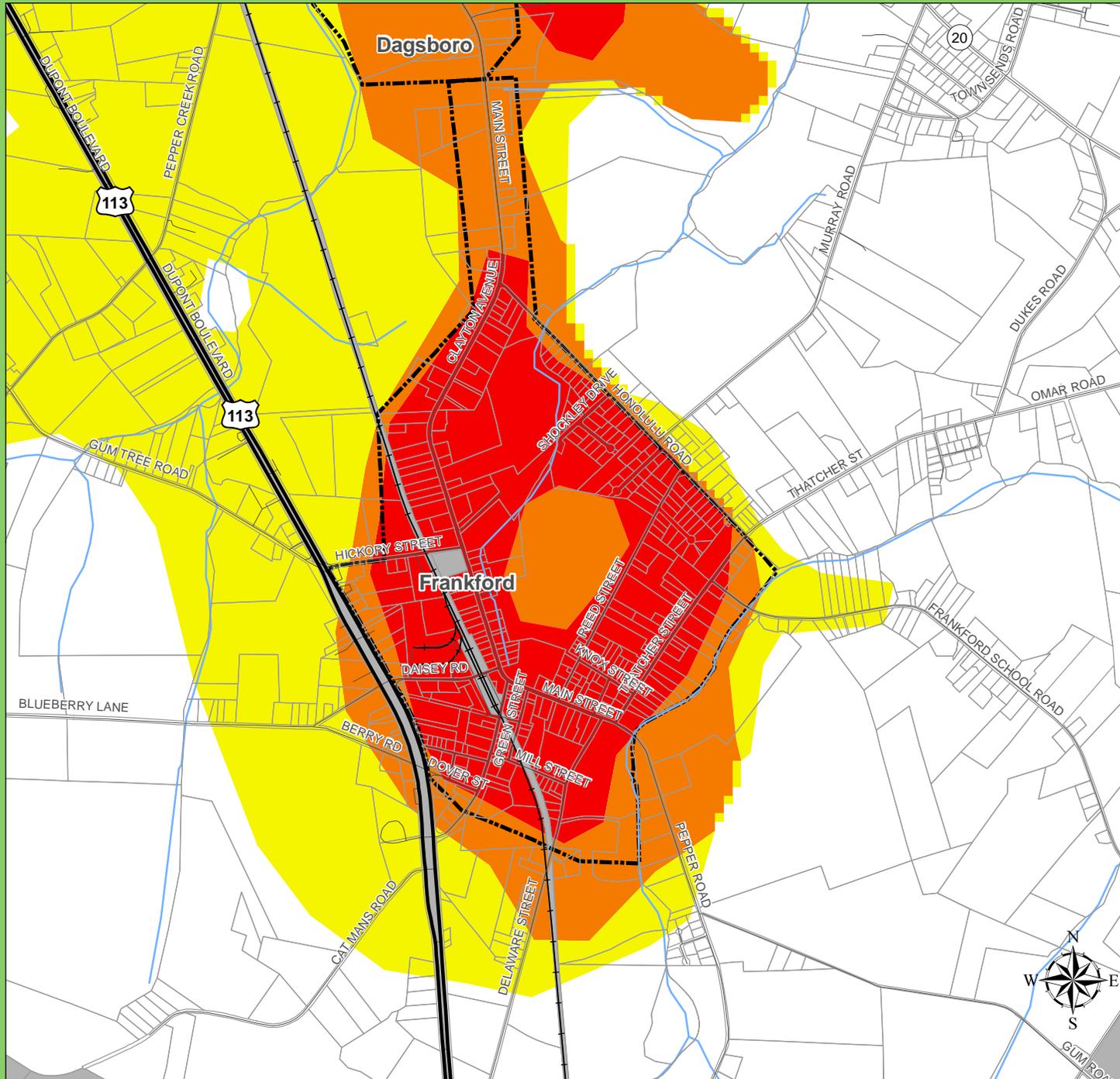
Sources:  
2006 Future Land Use - Developed from the Existing Land Use Land Survey performed by the Office of State Planning Coordination (OMB) and the Town of Frankford, 2005.  
Roads - Delaware Department of Transportation cartographic file December 2007.  
Hydrography - NHD is based on the content of the U.S. Geological Survey 1:100,000-scale Digital Line Graph (DLG) hydrography data, integrated with reach-related information from the U.S. Environmental Protection Agency Reach File Version 3.0 (RF3), 1999.  
Municipal Boundaries - Delaware Office of State Planning Coordination (OMB), downloaded January 2008.

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# Town of Frankford Comprehensive Plan

## Map 7: State Strategies for Policies & Spending



■ Out of Play  
*Public-owned/legally restricted*

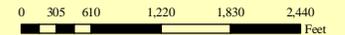
- Strategy Levels**
- Level 1 *NOTE: Please refer to the chapter "Directing Growth" in the State Strategies Document for definitions of the four investment Levels.*
  - Level 2
  - Level 3
  - Level 4

- ⋯ Municipal Boundaries
- ▭ Parcel Boundaries
- DelDOT Roads
- Railroad
- ~ Stream or River

Locator Map of Sussex County



July 2008



Sources:  
State Strategies for Policies & Spending - Delaware Office of State Planning Coordination, September 2004.  
Roads - Delaware Department of Transportation centerline file December 2007.  
Hydrography - NHD is based on the content of the U.S. Geological Survey 1:100,000-scale Digital Line Graph (DLG) hydrography data, integrated with reach-related information from the U.S. Environmental Protection Agency Reach File Version 3.0 (RF3), 1999.  
Municipal Boundaries - Delaware Office of State Planning Coordination (OMB), downloaded January 2008.

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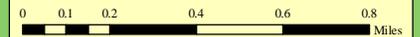
# Town of Frankford Comprehensive Plan

## Map 8: Annexation and Future Land Use

### Annexation Areas by Land Use Type

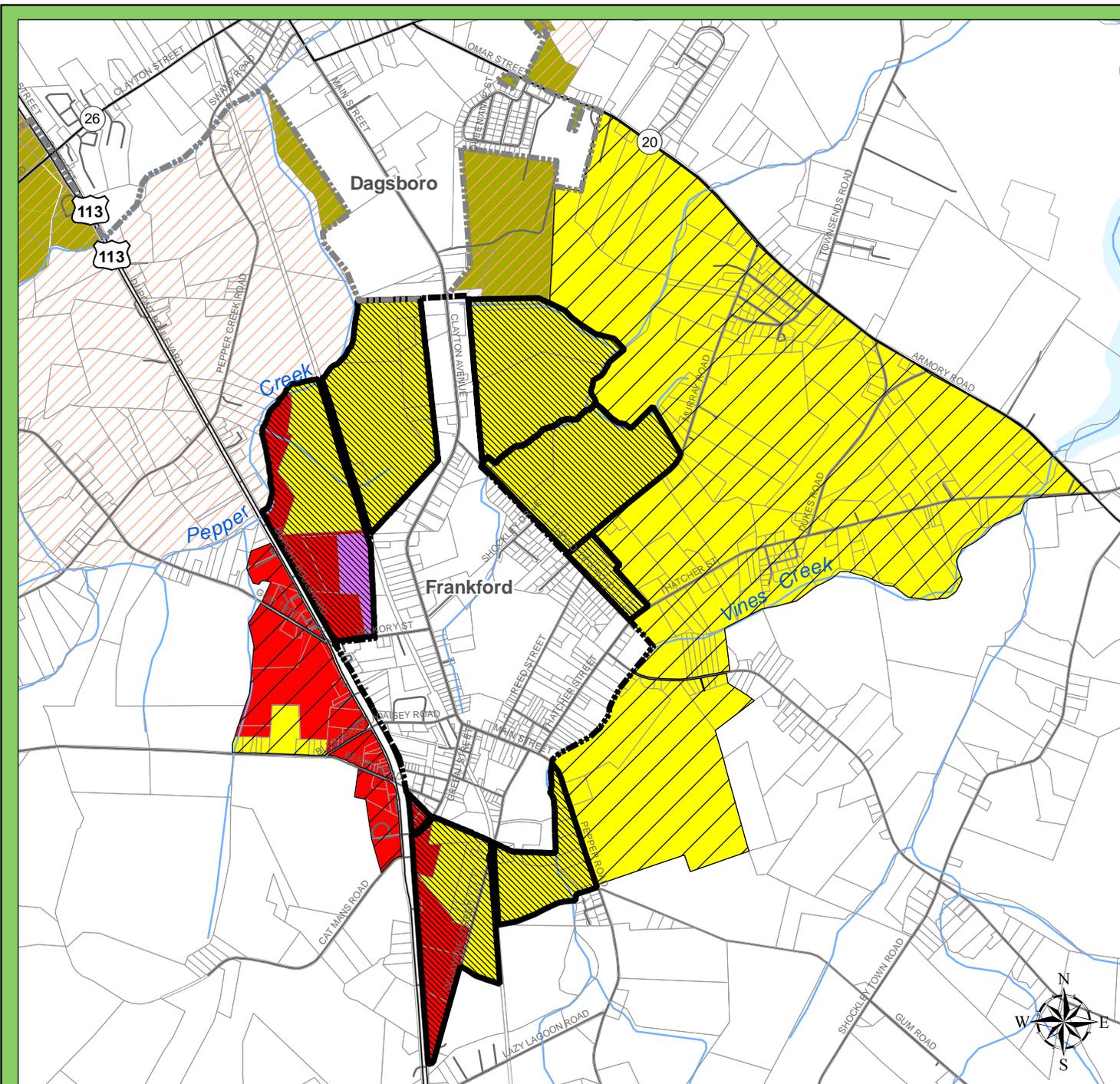
-  Short Term, Residential
-  Short Term, Commercial
-  Short Term, Light Industrial
-  Long Term, Residential
-  Long Term, Commercial
-  Dagsboro Area of Concern
-  Dagsboro Annexation Area
-  Town of Frankford
-  Town of Dagsboro
-  Parcel Boundaries
-  DeIDOT Roads

July 2008



Sources:  
 Frankford Annexation Areas - developed by the Town of Frankford with assistance from the Institute for Public Administration and the Office of State Planning Coordination (OMB).  
 Dagsboro Area of Concern and Annexation Areas taken from Dagsboro Comprehensive Plan, August 2005.  
 Roads - Delaware Department of Transportation centerline file December 2007.  
 Hydrography - NHD is based on the content of the U.S. Geological Survey 1:100,000-scale Digital Line Graph (DLG) hydrography data, integrated with reach-related information from the U.S. Environmental Protection Agency Reach File Version 3.0 (RF3), 1999.  
 Municipal Boundaries - Delaware Office of State Planning Coordination (OMB), January 2008.

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