



# Town of Frankford, Delaware

Comprehensive Plan Update 2020

DRAFT



# Table of Contents

**Town, County, and State Officials.....3**

**Vision & Introduction.....4**

**Chapter 1 Community Profile.....5**

1-1 Authority to Plan.....5

1-2 Town of Frankford History.....5

1-3 Community Facilities & Services.....9

1-4 Community Vision & Goals.....11

1-5 Public Participation.....12

**Chapter 2 Development Strategy.....14**

2-1 Demographics.....14

2-2 Zoning & Land Use.....19

2-3 Utilities.....24

2-4 Transportation.....26

2-5 Community Character & Design.....29

2-6 Open Space & Recreation.....32

2-7 Environmental Protection.....34

**Chapter 3 Implementation Plan.....40**

3-1 Summary of Recommendations.....40

3-2 Intergovernmental Coordination.....42

**List of Tables & Graphs**

Table 1. Demographics, 2017.....14

Table 2. Economic Conditions Comparison - Town of Frankford, Sussex County, and Delaware.....15

Table 3. Top Industry for Employed Population 16 Years and Over.....15

Table 4. Historic Population Change.....16

Table 5. Town of Frankford 2000-2040 Population Projections.....16

Table 6. Population Projections - Town of Frankford, Sussex County, and Delaware.....17

Table 7. Age of Housing.....17

Table 8. Housing Permit Data.....17

Table 9. Housing Type.....17

Table 10. Housing Value.....18

Table 11. Ownership vs. Vacancy.....18

Table 12. Renter-Occupied Comparison – Town of Frankford, Sussex County, and Delaware.....18

Table 13. Existing Land Use Composition.....21

Table 14. Average Annual Daily Traffic Counts, 2014 and 2018.....27

Table 15. Commuting to Work.....27

Graph 1. Historic Population Change.....16

**Appendix A Maps**

- Map 1 Aerial
- Map 2 Existing Land Use
- Map 3 Future Land Use and Annexation
- Map 4 State Strategies
- Map 5 Environmental Features

**Appendix B Official Correspondence**

- Municipal Coordination Letters
- Resolution to Adopt
- State Certification Letter

## Town, County, and State Officials

### **Frankford Town Council**

Joanne Bacon, President  
Greg Welch, Vice President  
James Sample  
Pam Davis  
Skip Ash

### **Frankford Planning and Zoning Committee**

Duane Beck  
Corey Phoebus  
Ronald Hall  
John Wright  
Valerie Dugdale

### **Town Attorney**

Scott Chambers

### **Sussex County Administrator**

Todd F. Lawson

### **Sussex County Council**

Michael H. Vincent, President  
Irwin G. Burton III, Vice President  
Samuel R. Wilson, Jr.  
Douglas B. Hudson  
John L. Rieley  
Robin Griffith, Clerk

### **Delaware State Officials**

John Carney, Governor  
Richard G. Collins, 41<sup>st</sup> Representative District  
Gerald W. Hocker, 20<sup>th</sup> Senatorial District  
Constance C. Holland, Director, Office of State Planning and Coordination



# Vision Statement & Introduction

## Vision Statement

One of the most notable features of the Town of Frankford is its small-town charm. This is evident through its Main Street, historic houses, and Town Park, which in recent years has become a focal point for the community. Much of Frankford's current residential pattern was set during the mid to late 1800's after the construction of the railroad. The Town has strived to maintain this pattern while also welcoming new development. Looking into the future, the Town of Frankford envisions a continuation of their residential pattern, the revitalization of its Main Street as a small commercial center, and the development of a greater park system.

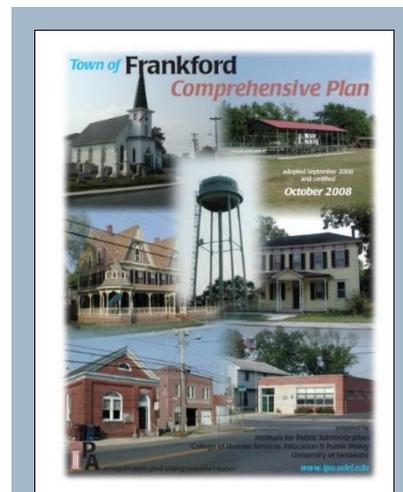
## Introduction

In October 2008 the Office of State Planning Coordination (OSPC) certified the Town of Frankford's Comprehensive Plan under Delaware Code Title 22 Municipalities § 702(a) requiring, "a planning commission established by an incorporated municipality under this chapter shall prepare a comprehensive plan for the city or town or portions thereof as the commission deems appropriate." The 2008 plan was an update from the Town's 1999 Comprehensive Plan. This 2020 plan builds upon the Town of Frankford's 2008 Comprehensive Plan with updates based on demographic and development trends. The plan also serves as an official statement as to the direction the Town is progressing toward.

The plan is the basis for decisions regarding land use and growth made by Frankford's Town Council and Planning and Zoning Committee. The document should be used to guide future development decisions, rezoning activities, annexations, and capital

improvements throughout the Town and surrounding areas within the proposed growth area. The plan also functions as an informational document. Citizens, developers, business entrepreneurs, potential new residents, and government officials can read the plan to learn more about the Town, its population growth, policies for future land use decisions, public services and facilities, and the implementation strategy for meeting Town goals.

By utilizing this document, the Town will be able to continue to work towards the common goals for the betterment of the residents of Frankford. Continuing a good working relationship with Sussex County and State officials, and the proper use of this document, will be paramount to the development and maintenance of the Town. This will also ensure Frankford continues to be a place where residents want to live and work.



*Frankford's 2008 Comprehensive Plan prepared by University of Delaware, Institute for Public Administration.*

# Chapter 1: Community Profile

## 1-1 Authority to Plan

The Town of Frankford 2020 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, a 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 as an update to Frankford's 1999 and 2008 Comprehensive Plans as required by State law. It is intended to cover a 10-year planning period and be reviewed every five years.

## 1-2 Town of Frankford History

### 1-2a Location

The Town of Frankford is located in the southeastern portion of Sussex County, along the US 113 corridor. It is approximately 50 miles south of Dover and about five 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. Frankford is within a two to three-hour drive of several metropolitan areas outside of Delaware, including Washington D.C., Baltimore, and Philadelphia.

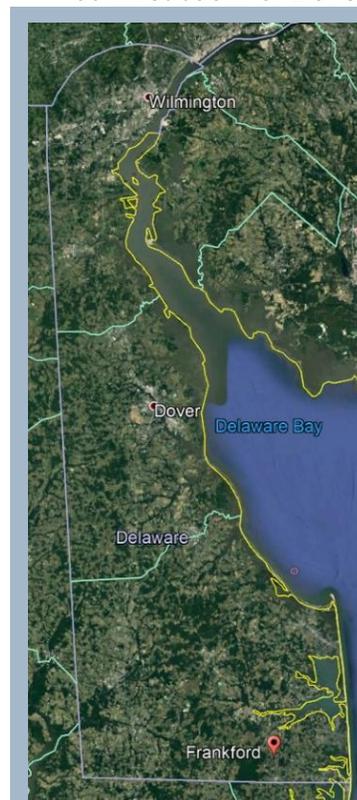


Image Credit:  
Google Earth Pro

### *1-2b History*

The following history of the Town of Frankford was provided in the 1999 and 2008 Comprehensive Plans and is included 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 10 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 12 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, Mandaen Gum, born on February 16, 1808, eventually took over as proprietor of the general store. Mandaen

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 barrel. 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.

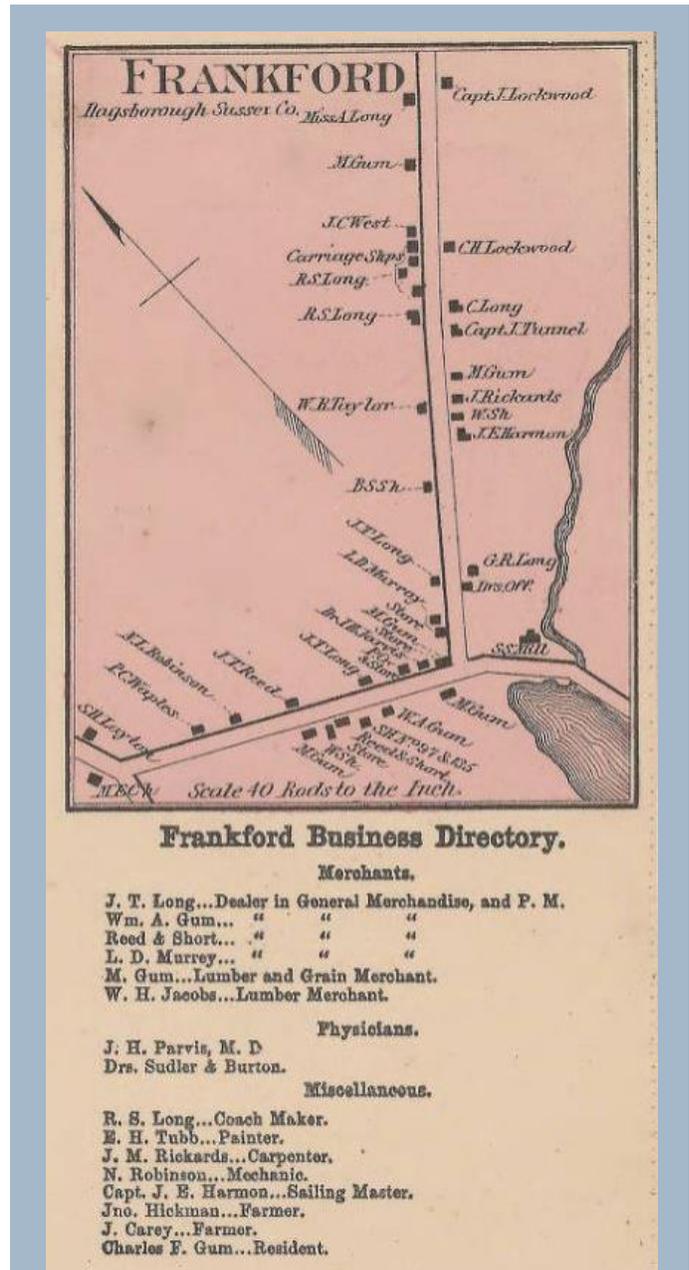


Image of Frankford from the 1868 Beers' Atlas. Image Credit: Delaware Digital Archives.

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.



Above: Antioch Church, 1936. Below: Antioch Church post fire, 1946. Image Credit: Delaware Digital Archives.

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.



Postcard of Frankford's Main Street c. 1920. Image Credit: Delaware Digital Archives.

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 Facilities & Services

### *1-3a Community Facilities*

#### *Town Hall*

The current Town Hall operates out of the former Justice of Peace Court located at 9 Main Street, to the east of the Fire Station. Town staff moved into the new building in 2016. The Town formerly operated out of 5 Main Street, located on the west side of the Fire Station. Town staff includes a Town Administrator, Code Enforcement Officer, and Police Chief.



*Former Justice of Peace building is now the Town Hall which has offices for Town staff and the Police Chief.*

*Postal Service*

The United States Postal Service has a location within Town limits at 1 Main Street. The building sits at the intersection of Clayton Avenue and Daisey Street. The postal service operates Monday through Saturday.



*Library*

The Frankford Public Library has been in operation for over 80 years. First established in November 1931, the original library was housed in a small shop that had formerly been a tinsmith workshop. The library collection started with 28 books and \$100 funding from the State of Delaware. In 1981 the Library was able to expand when the First national Bank of Frankford donated their building on Main Street to the library. At the same time, they also received a grant from the National Endowment for the Humanities which allowed for needed



Frankford Public Library. Photo Credit: Town of Frankford website.

renovations and expansion of collection. Today, the Library, located at 8 Main Street, is open Monday through Saturday and offers a variety of programs to adults, teens and children.

*Education*

Frankford is located within the Indian River School District. Area students attend John M. Clayton Elementary School located on Clayton Avenue just outside of Town limits. The elementary school's current enrollment is 563 children. Students then continue on to Selbyville Middle School (enrollment of 782) or Southern Delaware School of the Arts (enrollment of 465) both located in Selbyville. High school students attend Indian River High School in Dagsboro or Sussex Technical High School in Georgetown. The current enrollment at Indian River High School is 945, while Sussex Technical High School has 1,241 students.<sup>1</sup>

*Medical*

There are currently no healthcare facilities within Town limits, however there are providers in surrounding towns. Hospitals serving Frankford residents are located in Seaford and Lewes, DE and Berlin, MD. Beebe Medical Center also operates immediate care facilities in Georgetown, Millsboro, and Millville.

*1-3b Public Safety and Services*

*Police*

Based on an interest from residents, the Town initiated the development of the Frankford Police Department by hiring its first police officer in November 2007. In the years to follow, the Police Department grew to three officers. The Police Department ended after 10 years when its last officer left in 2017. For the past several years the Town has been actively seeking to hire officers. In 2019 the Town hired a new Police Chief and are looking to expand the police force.

<sup>1</sup> Figures are based on enrollment as of September 30, 2019.  
<https://reportcard.doe.k12.de.us/>

*Fire and Rescue*

The Frankford Volunteer Fire Company is located on Main Street and has been providing fire protection and ambulance service since 1933. They cover an expansive area well outside of Town limits. There are currently 50 active members. The Fire Company operates seven trucks and rescue vehicles. In 2019 the Frankford Volunteer Fire Company responded to 102 fire alarm calls and 595 calls for emergency services.

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 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**

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



Frankford Volunteer Fire Company located on Main Street. Photo Credit: Town of Frankford website.

*Electric & Telecommunication*

Delmarva Power provides electric service to Frankford residents and businesses. Customers purchase electricity directly from Delmarva Power, which maintains and continually upgrades the system. There is no natural gas service located within Town. Property owners receive cable and internet services from Mediacom. Telephone service is provided by a variety of companies.

*Trash & Recycling*

The Town contracts with a private firm for the Town-wide residential collection and disposal of trash. Each home has recycling as part of the trash service.

**1-4 Community Vision & Goals****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

be cleaned up. In the short term, the Town should strengthen its efforts to clean up its appearance and limit 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 commercial center with 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. A key issue is the improvement of the main gateway into the Town from US 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.

### **Promote Building Guidelines to Help Blend New and Older Housing Stock**

Building design guidelines were included in the Town's new Land Development Ordinance. The Town should continue to promote these guidelines to ensure that future development within Town limits is in character with existing buildings and enhances the attractiveness of the current housing stock.

### **Manage Development Opportunities West of US 113**

Frankford is interested in managing development on both sides of US 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 and provide additional growth opportunities.

### **Expand Parks and Create an Open Space Network Within Town**

Frankford has successfully developed an attractive park on Clayton Avenue and Hickory Street. 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.

### **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.

### **Manage with Mountaire**

The Mountaire Farms, Inc., plant could be construed as detrimental to the Town's image, as it occasionally emits odors. The Town should look to partner with Mountaire to address concerns. Solutions could include screening objectionable views with plantings or fencing and to clean up the area.

## **1-5 Public Participation**

To start the process for updating the comprehensive plan, the Town submitted their 2008 plan to the Office of State Planning as part of the pre-update PLUS review. The review allows municipalities to receive comments and recommendations from various State agencies such as Department of Natural Resources, Department of Transportation, and State Housing Authority. The pre-plan update meeting was held on April 24, 2019. The

Town received agency comments on May 22, 2019. The Town has incorporated the State agency recommendations into the updated plan.

The comprehensive plan process and the updates were discussed at monthly Planning Committee meetings which were open to public comment. An open house to discuss updates made to the comprehensive plan was held March 23, 2020.

The Town also sent out drafts of the updated plan to the Towns of Dagsboro and Selbyville, and Sussex County for their review and comment. The letters are attached as part of Appendix B.

## Chapter 2: Development Strategy

### 2-1 Demographics

Including demographics in a comprehensive plan is important as it is a representation of the current residents. The composition of the population influences the needs of the community as it relates to services, housing, transportation, etc. The table below - Table 1. Demographics, 2017 - highlights these characteristics.

The median age is significantly lower in Frankford at 33 years compared to Sussex County and the State at 48 and 40 years respectively. The Town is "young" in comparison which is further exemplified by

the age distribution of the population.

Frankford is a diverse Town with no one race being overly represented. According to the U.S. Census, the Town's population is more diverse than that of the County and State. The Town has a high Latino population at 25% compared to the County and State (both at 9%).

It is also noteworthy that Frankford's average household size is higher at 3.35 compared to the County and State which are both approximately 2.50. This coincides with the fact that almost 40% of households

**Table 1. Demographics, 2017**

	Frankford	Sussex County	Delaware
<b>2017 ACS DEMOGRAPHICS</b>			
Total Population	836	215,551	943,732
<b>AGE</b>			
Population under 18 years	30%	19%	22%
Population 65 and older	14%	25%	17%
Median Age (years)	33.2	48.3	39.8
<b>RACE</b>			
White	39%	82%	69%
Black	32%	12%	22%
Hispanic or Latino	25%	9%	9%
Other	19%	4%	6%
<b>SELECTED CHARACTERISTICS</b>			
Population 25 and older – High School Graduate or Higher	80%	87%	89%
Population 25 and older – Associates or Bachelor's Degree or Higher	17%	35%	39%
<b>HOUSEHOLDS</b>			
Total Households	250	86,322	352,357
Households with children under 18 years	39%	24%	29%
Households with single parents	15%	15%	18%
Households with 65 and older living alone	16%	13%	11%
Average household size (2010 Census)	3.35	2.45	2.55

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

in Town have children under the age of 18 years.

The data presented in Table 1 provides estimates. However, preparations for the 2020 Census are underway, and once completed these figures should provide more accurate counts. The tables in this section and any others pertaining to demographics and housing should be updated in the next plan, if not sooner.

**2-1a Workforce**

On average it takes a Frankford resident about 23 minutes to travel to work. That drive time has remained the same since 2010. About a quarter of the workforce (27%) stay within Town or in close proximity traveling less than 15 minutes to work. According to the U.S. Census, the median household income in Frankford is \$44,265 which is well below the County and State average. While Frankford has the highest percentage of the population in the labor force, which accounts for the population 16 years and older, the Town falls between the County and State in percent in the labor force and employed. About 11% of Frankford families live below the poverty line, slightly higher than the County and State (both at 8%).

**Table 2. Economic Conditions Comparison - Town of Frankford, Sussex County, and Delaware**

	Town of Frankford	Sussex County	Delaware
Mean travel time to work	23 min.	25 min.	26 min.
Median household income	\$44,265	\$57,901	\$63,036
In the labor force	67%	56%	62%
In labor force, employed	56%	53%	58%
Families below the poverty line	11%	8%	8%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

There are limited opportunities for employment in Town limits – Mountaire, several small businesses, and opportunities like the post office and library. Majority of the businesses are located on US 113, both within and just outside of Town limits. According to the U.S. Census' 2017 American Community Survey, 18% of the Town's workforce is employed in the "educational services, and health care and social assistance" field. This is not surprising considering there are three schools within close proximity of the Town. John M. Clayton Elementary School and George Washington Carver Academy are located just outside of Town limits, and Indian River High School is a few minutes north of Town.

**Table 3. Top Industry for Employed Population 16 Years and Over**

Occupation	% employed population
Educational services, and health care and social assistance	18%
Manufacturing	18%
Retail Trade	12%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

**2-1b Historic Population and Projections**

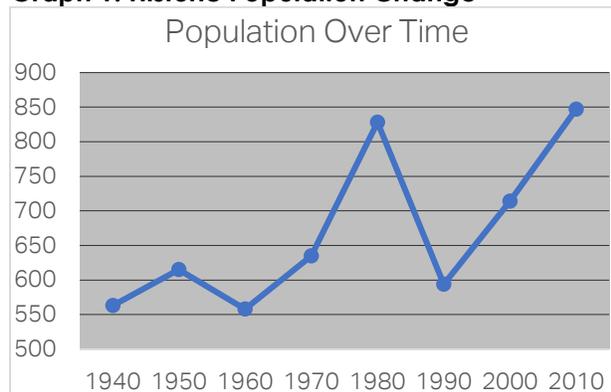
Frankford's population has varied greatly over the course of the last several decades. As represented in Table 4 and Graph 1 - Historic Population Change - the Town saw declines in population twice in the last century. Between 1950 and 1960 there was a 9% loss of total population. This correlates with businesses leaving due to competition with more accessible shopping areas. When businesses left, employees left to find opportunity elsewhere. The second decline occurred between 1980 and 1990, a loss of 28% of the population. The Town has been reclaiming its population in small increments and this trend is likely to continue.

**Table 4. Historic Population Change**

Year	Population	% Change
1940	563	-
1950	615	9%
1960	558	(-9%)
1970	635	14%
1980	828	30%
1990	594	(-28%)
2000	714	20%
2010	847	19%

Source: U.S. Census Bureau

**Graph 1. Historic Population Change**



In order to determine Frankford's future total population with the most accuracy, there must be consensus on how to calculate this figure. The Town believes the most effective way to represent this information is using data for building activity within the Town. Previous comprehensive plans utilized the Delaware Population Consortium and the U.S. Census to determine future population. Table 5 - Town of Frankford 2000-2040 Population Projections - utilizes a combination of the U.S. Census data, Frankford's average household of 3.35 persons, and Frankford's building activity data for new houses to create a projected population.

Information from the U.S. Census Bureau was used to represent the past populations as a starting point. Frankford's building data from the past five years was then compiled to determine future building. These numbers were based on the average of 2.8 new residential permits approved per year (See Table 8. Housing Permit Data). That figure

was multiplied by the five-year span between each measured year. By utilizing several sources of information, the Town believes it has developed plausible projection figures heading into the future.

It is estimated that by 2040 there will be 1,129 residents in Town. The Delaware Population Consortium estimates that there will be 1,327 Frankford residents by 2040. The Town believes the more accurate figure is based on the development trends the Town has seen in the past several years.

**Table 5. Town of Frankford 2000 – 2040 Population Projections**

Year	# of New Residential Permits	Population
2000	-	714
2005	-	801
2010	-	847
2015	14	894
2020	14	941
2025	14	988
2030	14	1,035
2035	14	1,082
2040	14	1,129

Source: U.S. Census Bureau; Town of Frankford Building Permit Data

Frankford is not projected to reach the 2,000-population threshold by 2040. The Delaware Population Consortium projects a population of 1,514 residents in Frankford by 2050, still well under 2,000. For consistency in comparison, Table 6. Population Projections - Town of Frankford, Sussex County, and Delaware uses data from the Delaware Population Consortium. Based on these estimates Frankford will have a 32% population change between 2020 and 2040, while the County and State will only see 17% and 7% change respectively. According to these figures, Frankford is on trend with what the Delaware Population Consortium projects for the neighboring towns of Dagsboro (32%) and Millsboro (34%).

**Table 6. Population Projections - Town of Frankford, Sussex County, and Delaware**

	Frankford	Sussex County	Delaware
2000	714	156,638	783,600
2005	801	175,818	842,030
2010	847	197,970	900,459
2015	913	213,704	940,388
2020	1,002	234,350	977,780
2025	1,081	246,862	1,002,338
2030	1,160	257,470	1,021,023
2035	1,243	266,325	1,035,144
2040	1,327	273,746	1,044,441

Source: U.S. Census Bureau; Delaware Population Consortium (10.31.19)

### 2-1c Housing

As stated in the beginning of this chapter, Frankford has experienced two periods of population decline, 1950-1960 and 1980-1990, during which time housing development in Town was also stagnant. Majority of housing within the Town (40%) was built prior to 1940. About 53% of the houses are 50 years or older. These older homes are mostly congregated along Main, Gum, Knox, and Thatcher Streets. The 1970's saw a spike in housing development which was quickly followed by the second housing decline during the 1980's. More recently, the Town has been slowly growing and keeping pace with steady development. It should be noted the housing figures for 2010 or later, as shown in Table 5, are based on U.S. Census figures, not Town data. It is likely these numbers would be adjusted slightly if the Town data was incorporated.

**Table 7. Age of Housing**

Year Built	Percentage
2010 or later	1%
2000-2009	19%
1990-1999	11%
1980-1989	0%
1970-1979	16%
1960-1969	7%
1950-1959	5%
1940-1949	1%
1939 or earlier	40%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Table 8 - Housing Permit Data - is a collection of data maintained by the Town in order to keep records of development and permits issued in Town. These figures reflect new residential permits only, and any other permits issued, such as decks, are not included. By determining the average of new homes per year, the Town can determine a projected figure to account for growth in the coming years.

**Table 8. Housing Permit Data**

Year	Permits
2014	3
2015	2
2016	0
2017	2
2018	4
2019	6

Source: Town of Frankford Building Permit Data

Frankford's predominate housing type is single-family - largely a result of Town growth spurred in the early to mid-1800s from the development of the railroad. The housing type and residential street pattern is still evident today. Single-family detached housing is approximately 87% of the current market. It would stand to reason that as new residents move to Town, this historic residential pattern would continue.

**Table 9. Housing Type**

Housing Type	Percentage
Single-family, Detached	87%
Single-family, Attached	5%
Duplex	6%
Multifamily	0%
Mobile Homes	2%
Other*	1%

\*Note: Other includes boats, RVs, vans, etc.

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Currently, the housing prices in Frankford are, on average, lower than the surrounding towns by a wide margin. With a median

housing value at \$164,700 there is a good market to draw in new residents to the Town if the value remains low. The housing values in Frankford allow for housing opportunities for individuals and families of all income levels.

**Table 10. Housing Value**

Value Range	Percentage
Less than \$50,000	0%
\$50,000 – \$99,999	13%
\$100,000 – \$149,999	28%
\$150,000 – \$199,999	26%
\$200,000 – \$299,999	32%
\$300,000 – \$499,999	2%
\$500,000 – \$999,999	0%
\$1,000,000 or more	0%
<b>Median (\$164,700)</b>	<b>100</b>

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Based on the 2010 Census and the 2017 American Community Survey estimates, the Town has seen some changes in ownership rates. In 2010 about 90% of total housing was occupied with 10% of housing vacant. In 2017 that figure had risen to 16% vacant housing. Frankford also saw differences in owner versus renter occupied housing. From 2010 to 2017 the Town saw an increase in owner-occupied housing, up from 60% to 70%.

**Table 11. Ownership and Vacancy**

	2010	2017
<b>Total Housing Units</b>	<b>281</b>	<b>297</b>
Occupied Housing Units	90%	84%
Vacant Housing Units	10%	16%
<b>Total Occupied Housing Units</b>	<b>252</b>	<b>250</b>
Owner-occupied	60%	70%
Renter-occupied	40%	30%

Source: U.S. Census Bureau, 2010 Census; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

As for renter-occupied housing, in 2010 Frankford's rental housing was significantly higher than that of the County and State. By

2017 the estimates show the figure had declined and was approximately that of the State. The median gross rent is slightly higher in Town compared to the State, and close to \$150 more than Sussex County.

**Table 12. Renter-Occupied Comparison-Town of Frankford, Sussex County, and Delaware**

	Frankford	Sussex County	Delaware
Renter-Occupied (2010)	40%	21%	28%
Renter-Occupied (2017)	30%	21%	29%
Median Gross Rent (2017)	\$1,138	\$992	\$1,076

Source: U.S. Census Bureau, 2010 Census; U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

According to the U.S. Census Bureau's 2017 American Community Survey, median housing values in Frankford were about 30% below the median value for the State and Sussex County. Housing values have fluctuated significantly in the last decade. The housing market is slowly recovering, and the market in Frankford is much more accommodating than many of the surrounding towns. As development continues to occur in and around the Town, developers should be encouraged to provide opportunities for housing that meets the needs of current and future residents.

**Recommendations:**

- The Town recognizes that growth will likely continue within Town and planning efforts should be made to ensure the ensuing growth will fit with the character of the Town and enhance its current small-town charm.
- The Town should develop a targeted approach to marketing Frankford to future residents, focusing on future

retirees, first-time home buyers, and remodelers willing to invest time and money into rehabilitating older housing within the Town.

- The Town should continue working with neighboring towns and Sussex County to ensure no area is over developed or under-utilized.
- The Town should continue to press for continued growth of affordable housing and to supply adequate options for both permanent and seasonal residents.

## 2-2 Zoning & Land Use

One of the major accomplishments for the Town was the adoption of an updated zoning and subdivision ordinance. The previous zoning ordinance was adopted in 1992 and a separate subdivision ordinance was adopted in 1997. The only update was to readopt the zoning ordinance in 1998. The most recent updates were led by the Town Manager, Planning Committee, and planning consultants, who, over the course of several meetings discussed necessary revisions. Of importance to the Town was combining the zoning and subdivision ordinances into one document and ensuring the document was user-friendly, meaning tables and visuals were included for quick references. The updated Town of Frankford Land Development Ordinance was adopted by the Town in December 2010. The Town felt it was important to focus on updating their zoning and subdivision regulations as it is one of the most important planning tools - encouraging the most appropriate uses of land, guiding future growth, and preserving the character of the Town. The updated regulations are more comprehensive. Site plan review requirements have also been implemented into this ordinance and are the technical guide for the review process for developments.

### *2-2a Town of Frankford Land Development Ordinance*

The current zoning ordinance, as mentioned above, categorizes parcels into six distinct zoning districts that are set forth as follows:

*Residential (R)* – Majority of the parcels in Town limits are zoned Residential, which permits single-family detached dwellings. Additional permitted use examples include farming uses (no animal operations), parks and open space, day care and private kennels. The Ordinance also permits conditional uses in the Residential district such as bed and breakfast, home based business, places of worship, and government facilities and services.

*Medium Density Residential (MR)* – In contrast to the Residential district, the Medium Density Residential district allows various types of residential. Multi-family housing, townhouses, and single-family detached are permitted. Only 10 parcels are currently zoned Medium Density Residential.

*Residential Planned Community (RPC)* – The Residential Planned Community district is designed to encourage large-scale residential development on parcels of at least 10 acres. This district provides land owners and developers greater site planning flexibility to cluster housing and preserve and enhance natural site features. The district permits all uses allowed in the Residential and Medium Density Residential districts as well as commercial uses under conditional use provisions.

*Neighborhood Business (NB)* – The Neighborhood Business district allows many of the uses permitted in the residential districts. This district also allows residential uses such as apartments above commercial/office. Neighborhood Business also permits additional uses such as retail sales, educational, and institutional uses. The combination of these uses is intended to serve a relatively small, neighborhood area. The Neighborhood Business district is largely

confined to Frankford Avenue, Main Street, and the large undeveloped property in the center of Town.

*General Commercial (C)* – The General Commercial district permits a wider range of non-residential uses. Permitted uses include retail sales, office, medical, storage, and public/semi-public uses. All of the General Commercial zoned parcels are on the west side of Town between the railroad and US 113.

*Light Industrial (LI)* – There is only one parcel zoned Light Industrial, the Mountaire Farms feed processing facility. This district allows a number of uses including convenience stores, motor vehicle sales/repair, wholesale and manufacturing establishments, and storage and parking.

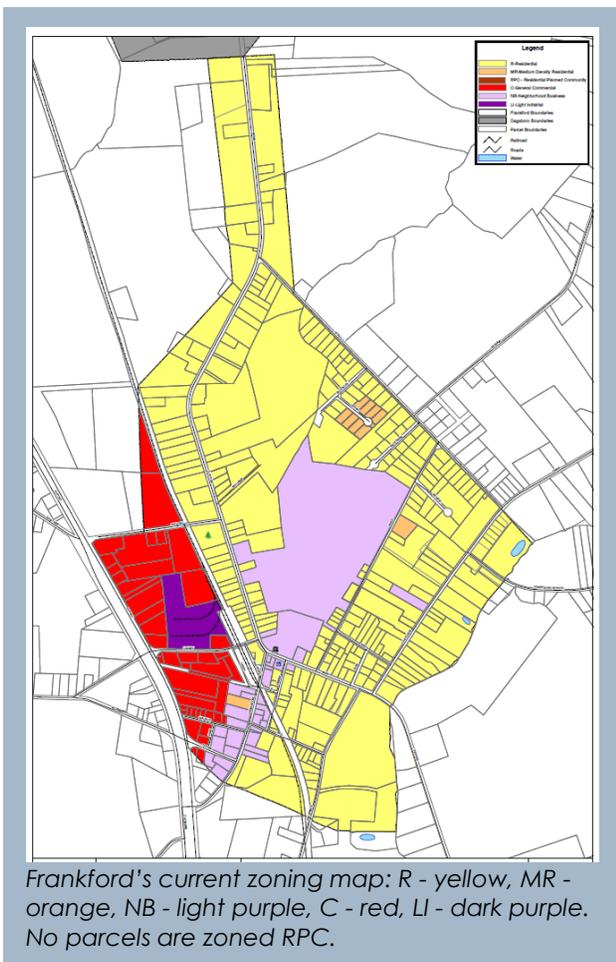
It is crucial to note that although these districts are used to determine zoning within the Town they are explicitly not to be used as determinations for existing or future land uses. Some parcels have been identified by the Town as non-conforming. Only a minority of the discrepancies are non-conforming uses, most of which were grandfathered in prior to the adoption of the current version of the zoning ordinance. Those that remain are largely dimensional non-conformities which were considered when the current ordinance was drafted and subsequently adopted. The issue that arose at that time was in changing the lot size requirement to a larger value which left some parcels in non-conformance after adoption of the document.

Between 2012 and 2013 the Town took the opportunity to establish development applications to help streamline the review process and implemented new fees. Prior to that date, the Town did not have any development applications. The Town created application forms for annexations, building permits, conditional uses, rezoning, and site and subdivision plans.

One of the more important forms is the building permit application. The building permit form includes information on the type of improvement, lot dimensions, and the fee schedule. Separate fees are provided for new construction versus renovations or repairs. For new construction, fees include permit fee based on cost of construction, water connection, area impact charge, building impact, and fire and ambulance impact fee. For renovations, repairs, demolition, etc. permit fees are based on percentage of renovation or repair.

**2-2b Existing Land Use**

Within the Town of Frankford there are 394 parcels. Together they comprise a total of about 431 acres. Map 2 – Existing Land Use identifies the land uses within Frankford limits (See Appendix A). A summary of this information is found below in Table 13. Existing Land Use Composition.



**Table 13. Existing Land Use Composition**

Existing Land Use	# of Parcels	Total Acreage	Total Area
Agricultural	19	112.37	26%
Commercial	25	40.31	9%
Industrial	1	8.90	2%
Institutional	13	30.26	7%
Open Space	2	4.27	1%
Residential	295	194.91	45%
Utility	7	10.93	3%
Vacant	32	29.20	7%
TOTAL	394	430.97	100%

Source: FirstState Mapping

### *Residential*

About 45% 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. Single-family detached comprise the majority of Frankford's residential housing stock. The second type, single-family attached, are homes that share at least one wall with an adjacent home, including townhouses and duplexes. Multi-family, the third type, are homes that contain three or more dwelling units. The final category is manufactured homes which are typically mobile units that are prefabricated at an offsite facility. Several of the older, larger single-family homes have been converted into apartments. Although they are non-conforming, some of the mobile homes built using the U.S. Department of Housing and Urban Development (HUD) code are grandfathered in despite the fact that they are not currently permitted according to Town regulations.

### *Commercial*

Commercial land use refers to retail sales and service businesses and makes up 9% of the total land use. Most of Frankford's commercial uses are located in the area of Hickory Street between Clayton Avenue and US 113 and serve a more local and regional population. There are also several small commercial uses scattered throughout Town.

### *Industrial*

Frankford's only light industrial use is the Mountaire Farms, Inc., a feed processing facility located on Daisy Street. Industrial uses account for 2% of the Town's total acreage.

### *Institutional*

Institutional land use includes buildings owned by local, county, state or Federal government, schools, religious institutions, and facilities used by civic groups. Institutional totals about 7% of the land use in Town. Several institutional uses are located within the Town limits, many clustered on Main Street, between Daisy and Reed Streets, including Town Hall, U.S. Post Office, Public Library, the Fire Department, and Frankford United Methodist Church. Another institutional use just beyond the Town boundary is education institutions. While John M. Clayton Elementary is partially within Town, the Indian River High School and George Washington Carver Academy are outside of Town limits.

### *Utilities*

Several parcels of land provide for the utility needs of residents. The Town's water treatment facility is located on these lots. The land taken up by utilities approximates roughly 3% of the total acreage.

### *Open Space*

Open space consists of lands that will likely never be developed due to natural features or legal restrictions associated with the property. Open space promotes the Town's health and general welfare. There are two open space parcels in Town, a two-acre Town park at the intersection of Hickory Street and Clayton Avenue that is used for recreating and Town events and an associated parking lot. Open space makes up 1% of the land use.

### *Vacant Land*

There are few vacant parcels in Frankford. Scattered throughout the Town are smaller lots which may have once had a dwelling on them but are now vacant or have been subdivided for future development. These lands only make up approximately 7% of the total acreage in Town.

### *Agriculture*

Several large parcels are currently used for agricultural purposes. An estimated 112 acres in Town is currently being used for agricultural purposes, representing about 26% of the land within Town. Included in the 112 acres is a 50-acre property in the center of Town. There have been some development interests in this large parcel, however, it continues to be used for agricultural purposes. If developed, these 50 acres will have a great impact on the Town.

### *2-2c Future Land Use*

Map 3 - Future Land Use and Annexation provides the vision for future land use and growth within its boundaries and adjacent lands as determined by Town officials. Within the Town there are several large parcels that have been reviewed for Neighborhood Business designation. Aside from these parcels, most land use will remain unchanged within the Town. Additionally, the Town assumes that most of the parcels outside of Town that are not associated with another town are currently used for agriculture. If developed, the future use would be for either residential or the additional uses allowed by the Neighborhood Business zoning category.

### *Central Area of Town*

Considering how the Town might develop, the strengthening and enhancement of the existing central area of Town - Main Street, Clayton Avenue, and Frankford Avenue - is a primary focus. No one parcel characterizes the area but together they make up the core of Frankford. The residents

and elected officials believe that development of the central area of the Town, with a combination of uses along main roads, will be the most beneficial and economical way to guide future growth. The development of vacant parcels would be the most effective to pursue. For example, there is a large parcel in the center of Town with frontage on Main and Reed Streets. The parcel is currently used for agricultural activities. If this property was developed in the future, it has the potential for positive impacts and could enhance the town center.

### *Town Park and Open Space*

Between 2012 and 2017 the Town of Frankford obtained three separate grants from the Delaware Land and Water Conservation Trust Fund. These monies were allocated to help further develop the Town Park located on Hickory Street. The Town acquired the parcel across the street for parking and additional passive recreation. The grant funding greatly improved the park amenities including the creation of a walking path, exercise equipment, landscaping, and other improvements. The parcel across the street has a small paved space for vehicles to park but is much larger than the paved area. The parking lot provides ample parking however, for Town events residents can park in the grass area for overflow parking. The park will continue to evolve to meet the needs of Frankford residents.

### *2-2d Annexation*

The pressures of growth in Sussex County means additional development around the Town is likely to occur. Frankford proposes a policy of managed growth which would allow 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 land owners.

The Town's short- and long-term annexation plans and the proposed future land use in those areas are displayed on Map 3 - Future Land Use and Annexation. Short-term growth areas are lands that the Town would consider annexation requests for within the next five years. Long-term annexation areas are land that the Town consider for annexation after lands within the short-term area had been considered. 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 3 displays the land use the Town would like to see for these properties once annexed into the Town.

There are several areas around Frankford that have the potential to be annexed into Town. The Town's proposed annexation areas has been broken down into three areas - Southwestern, Eastern, and Northern. Following is a brief description of each annexation area.

The *Southwestern Annexation Area* is of the greatest interest to the Town as expansion into this area adjacent to US 113 would help improve living conditions for those who reside there and have poor quality well water. Annexation of the area between US 113 and Delaware Avenue would enable the Town to connect this area to the Town's water system. Annexation of this area would enable the Town to exert influence over the pattern of commercial development that occurs along US 113 on the Town's southwestern boundary.

The *Eastern Annexation Area* has promising opportunities for annexation that should be analyzed. The area to the east already has significant residential concentrations that would be easily adapted into the Town's services as water mains have already been installed along Frankford School Road and Honolulu Road. The Town currently serves about 18 customers as out-of-town users and a large concentration of them are within the Eastern Annexation Area. 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 as several parcels in this area are split by the Town's municipal boundary.

The *Northern Annexation Area* has the possibility of adding more residential and commercial expansion into an area that is currently used for agriculture. These areas north of the Town boundary between Clayton Avenue and US 113 appeal to the Town and would provide ample opportunity for the expansion in both commercial and industrial uses. It also has excellent vehicular access to US 113 and future development would potentially result in lesser traffic impacts on the central area of Town.

The Town of Frankford splits a parcel with the Town of Dagsboro which contains John M. Clayton Elementary School. This split parcel is one of many parcels partially within Town limits and should be addressed in the future. Approximately 30 parcels, including the school, are only partially in Town. Many of these parcels are split between the Town and County. By seeking annexation of these parcels to bring them wholly into Town limits, Frankford can clear up any regulatory conflicts with Dagsboro and Sussex County.

### ***2-2e State Strategies, Policies, and Spending***

The State completed an update to the Strategies for State Policies and Spending in 2015. The update was prepared by the Office of State Planning Coordination, endorsed by the Cabinet Committee on State Planning Issues, and approved by Governor Jack Markell by Executive Order 59.

These policies and many other state initiatives are used to decide investment strategies and development in the State of Delaware. The State Strategies Map for the Town of Frankford and the surrounding area showcases the different levels of investment

that support growth and indicate the areas where preservation is priority over development (See Appendix A – Map 5).

### Recommendations:

- The Town should review, and revise if needed, 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 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.
- The Town should continue to review and update the Land Development Ordinance to ensure that uses permitted in each district are compatible with the Town's vision for the future.
- The Town should work closely with Sussex County and the Town of Dagsboro to resolve any parcels that are split in order to clean up boundary lines for the Town.
- The Town should coordinate with Sussex County on proposed development. The County's growth area designated as Coastal Areas overlaps with the Town's future annexation area.

## 2-3 Utilities

In recent years, the Town has recognized the need to improve their current water system. The needed updates include replacement of meters, replacement of broken or antiquated service lines, a support structure for customer service, and high-quality supply of water.

In 2019 the Town decided to consider selling the Town's water assets and transitioning control of the Town's water system to an

outside provider. The Town issued an RFP, reviewed various options, and presented those options to the Town's residents and businesses to determine the best course of action. In March 2020 the Town officially sold the water system to Artesian Water Company for 3.6 million dollars. Artesian promoted the ability to ensure reliable service and water quality as well as assure on-going operational compliance and obtaining financial resources. The company also stressed the importance of putting a focus on customers.

As part of the proposal, Artesian noted the company will be investing an estimated 6 million dollars in regional water mains. They also plan to construct a new regional water plant on Armory Road in Dagsboro which would replace the Town's existing facility and serve Frankford customers. The proposal also includes the replacement of all water meters within Town. As a condition of the sale, the Town will settle all water related loans with the proceeds of the sale. The Town will also benefit financially from Artesian paying taxes on land and buildings in addition to no longer having to finance water related projects.

### *2-3a Water*

The existing water system includes two wells, a treatment plant, and one above ground tank. The system is currently operated by Tidewater Utilities through an agreement with the Town. With improvements made to the system in 2010, the water supply currently exceeds demand with a peak usage at 125,000 gallons per day (GPD) out of 250,000 GPD being utilized.

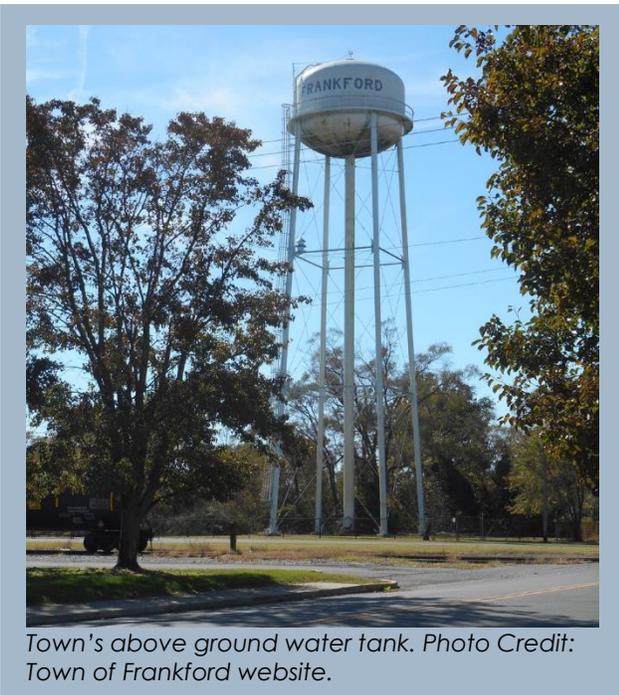
Issues the Town needs to address include the increasing water prices and water quality improvements. The sale of the utility will likely help to resolve both issues and will benefit both the current residents and entice future growth.

The Town is also working with a local developer to extend water service along Delaware Avenue to service existing

residential properties and a proposed office/ warehouse complex.

The Town currently provides water to the residents but has recognized a strong desire by the community to lower the end user costs. The sale of the utility expects to result in the lowering of these costs to the majority of residential and commercial customers.

With the sale of the water system, the Town will maintain and provide services until the sale is finalized and the transition period ends. Replacement infrastructure is expected to be put in place during the transition period. Cooperation with towns in the surrounding area will be a critical part of making a new system viable and ensure its service is from a secured supply.



Town's above ground water tank. Photo Credit: Town of Frankford website.

### ***2-3b Sewer***

The Town's sewer system is operated by Sussex County and is part of the Sussex County Unified Sanitary Sewer District. Wastewater is currently treated at the Piney Neck Regional Wastewater Facility, which is located on the north side of Piney Neck Road approximately 0.2 miles west of Adams Road. The facility was created

through a referendum approved by the citizens of Dagsboro and Frankford, and in 1988 Sussex County passed a resolution establishing the Dagsboro-Frankford Sewer District. The County has recently elected to combine the individual sewer districts into the above mentioned Unified Sanitary Sewer District.

The existing infrastructure serves the Towns of Frankford and Dagsboro, the Piney Neck area, Indian River High School, and George Washington Carver School. The wastewater system is a gravity feed system with multiple lift stations placed in strategic locations to serve the existing and new areas. The sewer mains are connected to multiple force mains which lead to the Piney Neck treatment facility. Piney Neck is a spray irrigation facility utilizing 19 acres of Loblolly Pine forest adjacent to the plant, and 38 acres of spray crops. The current facility has the capability to process 200,000 gallons per day.

The Town is not allocated any specific amount of capacity and shares the total availability with the other users within the service area. The County uses an Equivalent Dwelling Unit (EDU) method to determine the property owner's sewer assessment. Sussex County currently uses 250 gallons per day per EDU for planning purposes for all new connections.

Sewer capacity or the availability of sewer could have a major impact on Frankford and the surrounding areas growth rate. The Piney Neck Regional Wastewater Facility does not allocate a certain amount of capacity to any specific area, therefore if a developer chooses to build a large subdivision within the Piney Neck area; it is possible that the availability of sewer discharge for Frankford residents could be denied until Sussex County has the opportunity to expand the Piney Neck Facility.

**Recommendations:**

- Review current water and sewer systems and infrastructure to point out specific areas of need and replacement.
- Continue to work with State and County agencies to ensure that quality is being maintained within all systems and infrastructure.
- Consult State and County agencies to investigate potential funds, grants, and monies set aside to help pay for infrastructure improvements and changes.

**2-4 Transportation**

This section highlights the transportation systems that serve the Town of Frankford as well as some of the surrounding areas. The Delaware Department of Transportation (DelDOT) currently owns and maintains most of the roadways within Town. DelDOT maintained streets include Clayton Avenue, Main Street, Hickory Street, Daisey Street, Frankford Avenue, Thatcher Street, and Honolulu Road. Discussion on public transportation, bicycle facilities, sidewalk improvements, and rail services are also within the scope of this section.

**2-4a Roadways**

Frankford has three main north to south routes. These include US 113, Clayton Avenue, and Frankford Avenue. US 113 has a corresponding name of Dupont Boulevard, and Route 401 is designated as Clayton Avenue on the northern portion of Town and Frankford Avenue in the southern portion. Honolulu Road and Thatcher Street are not clearly north to south or east to west and are both situated on the eastern side of Town. The east to west routes includes Hickory Street, Daisey Street, and Main

Street. US 113 is the only arterial route, but Clayton Avenue and Frankford Avenue are considered major collectors. The center of Town is organized in a semi-grid like pattern. When looking toward the future it will be beneficial to the Town to continue connectivity - vehicular, bicycle, and pedestrian - from this existing pattern.

Table 14. Average Annual Daily Traffic Counts, 2014 and 2018 displays traffic data on how frequently these roads are traversed, which indicates areas of focus for traffic changes. Chapter 13 Mobility of the Sussex County Comprehensive Plan denotes areas in the County with Level of Service (LOS) problems. Frankford is not among any of these LOS concern areas. However, the Town is within the future annexation areas along US 113. North of Daisey Street the future LOS is classified at E which is the second lowest ranking and implicates heavy traffic issues within this area. South of this intersection it is classified as LOS D which designates there will be slightly lower traffic levels but that the area is still capable of causing delays and safety issues.<sup>2</sup>

Table 14. Average Annual Daily Traffic Counts, 2014 and 2018 displays the information for Omar Road which is not within Town limits. The reason Omar Road is significant to the Town of Frankford is because it is classified by DelDOT as a Minor Collector and is the main thoroughfare for traffic looking to avoid more heavily travelled routes to the beach areas. This east bound traffic through Town starting on Daisey Street and carrying through Thatcher Street to Omar Road increases significantly during the summer months and should be considered in the future for improvement.

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<sup>2</sup> Level of Service rankings and definitions can be obtained from the Sussex County Comprehensive Plan.

**Table 14. Average Annual Daily Traffic Counts, 2014 and 2018**

Road Segment	2014	2018	% Change
Clayton Avenue; Del 26, Rd. 26	1,317	1,727	24%
Clayton Avenue; N. Frankford Limits	1,499	1,715	14%
Clayton Avenue; Daisy Street Road 54	4,502	5,149	14%
Main Street; Thatcher Street Road 54	2,410	3,030	26%
Pepper Road; S.E. Frankford Limits	2,280	2,867	26%
Honolulu Road; Clayton Avenue Road 40	1,153	1,450	26%
Honolulu Road; Frankford Limits	1,174	1,476	26%
Hickory Street; U.S. 113, Rd 113 <sup>3</sup>	2,011	2,528	20%
Road 54, Daisy, Main, Thatcher; N.E. Frankford Limit <sup>4</sup>	3,749	4,713	20%
Omar Road; Del 26, Rd 26	2,657	3,356	21%

Source: Delaware Department of Transportation, Vehicle Volume Summary, 2014 and 2018

Traffic has been increasing in the Town as all of the roads within Frankford have seen increased counts between 2014 and 2018. Despite the increases, traffic is not a pressing issue for the Town. Street maintenance that is under the jurisdiction of DeIDOT 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

<sup>3</sup> AADT numbers for Hickory Road were combined for one whole road segment.

DeIDOT. The Town maintains the remaining streets within its corporate limits.

The intersection of Daisy Street and US 113 is a particularly dangerous intersection and is currently being studied by DeIDOT for safety improvements. Plans to improve this area are at the development stages and this section of the plan should be updated accordingly when the changes have been completed.



The intersection of Daisy Street and US 113.

**2-4b Alternative Transportation**

Throughout the last decade the Town has seen shifts in transportation modes when commuting to work. Majority of residents still drive in a single occupant vehicle. However, there has been a major decline in those that carpool, a decrease of 22% to just 8%. Changes in figures could be attributed to increases in people that work from home, walking, and other means.

**Table 15. Commuting to Work<sup>5</sup>**

Transportation	2010	2017
Car, Truck, or Van - drove alone	74%	79%
Car, Truck, or Van - carpooled	22%	8%
Public Transportation	0%	0%

<sup>4</sup> AADT numbers are combined for Daisy Street, Main Street, and Thatcher Street segment and are represented as such.

<sup>5</sup> Statistics are for workers 16 years or older.

Walked	0%	1%
Other Means	1%	4%
Worked at Home	3%	9%

Source: U.S. Census Bureau 2010 Census and 2017 American Community Survey

*Public Transportation*

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

*Bicycle and Pedestrian Mobility*

Frankford has limited bicycle and pedestrian mobility. There are no designated bike lanes within Town - in developments or along roadways. Clayton Avenue does have a wide shoulder that is bicycle friendly and starts from the northern end of Town down to Hickory Street. The shoulder ends at the Town Park. As Chapter 13 of the Sussex County Mobility indicates, biking and pedestrian mobility help provide alternative transportation options to residents and help with reducing greenhouse gas emissions.

Sidewalks can be found throughout Town including Clayton Avenue (on the west side of the street) to Main Street (both sides of

the street) and end at Thatcher Street. There are also sidewalks on one side of the street on Reed and Green Streets and Delaware Avenue. The Town has made sidewalk improvements in the past several years. Improvements have been made at the Town Park when the parking lot was installed, on Clayton Avenue, and in front of the Frankford Public Library. Sidewalks provide residents more accessibility to the local services such as the Post Office, Town Hall, Library, and the Fire Station.



New sidewalks in front of the Town Library.

The Town, in preparation for the future, should consider investigating opportunities to add bike lanes and install sidewalks where there are gaps. Bridging the gaps in sidewalk connectivity may encourage walking as an option and enhance the small-town character. It would be beneficial for the Town to work with neighboring communities, like Dagsboro, on a connectivity and mobility area plan. The Town should seek out financial aid through grants and funds allocated by the State for this purpose.

*Rail*

There is one railroad right-of-way in Frankford. It passes through Town in a north-south direction and roughly parallels US 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.

*Corridor Capacity Preservation Program*

In 1996, the Delaware General Assembly passed legislation (Delaware Code, Title 17, Section 145), enabling DelDOT to develop a program to protect key state corridors. The designated routes are SR 48, SR 1, US 13, and US 113. The program works to maintain a road's ability to handle traffic safely and efficiently, minimize impacts of increased economic growth, preserve ability to make future improvements, and sort local and through traffic.

The Town's land use decisions around US 113, on Frankford's west boundary, has the potential to greatly affect these initiatives. Careful consideration and consultation with DelDOT's Corridor Capacity Preservation Program should occur for any proposed growth within the US 113 area.

**Recommendations:**

- The Town should look to survey the current and potential sidewalks for growth and improvement and identify gaps in the network.
- The Town should also engage surrounding towns in the development of an overall transportation plan.
- The Town should work with DelDOT on options to increase safety to the US 113 and Daisey Street intersection being proposed by DelDOT as this intersection falls under the Corridor Capacity Preservation Program.
- The Town should work with DART to investigate the opportunities for a public transportation system.
- There should be a study into possible locations for on-street parking in areas where it may assist in revitalization of a small commercial center in Town.
- The Town should continue to consult the Mobility Chapter of the 2018 Sussex County Comprehensive Plan to ensure Town goals align with that of the County.

**2-5 Community Character**

For the Town of Frankford, community character is defined by its enduring small-town atmosphere. The Town started to see growth in the early to mid-1800s with the establishment of the rail line, and a small commercial center developed catering to the local population. By the mid-1900s the Town was declining as many businesses closed due to competition outside of Town limits. The residential pattern established in the mid to late 1800s as the Town as demand for housing grew is still apparent. Today, the small-town atmosphere is evident in the number of historic houses, a Main Street lined with sidewalks, and greenery found throughout the Town. However, since the 1950s Frankford has never been able to revitalize the town center back into a small, localized commercial center. With few businesses and job opportunities within Town, Frankford is a predominately residential community. The Town continues to promote the revitalization of the town center while maintaining the small-town character that draws people to Frankford.

*2-5a Redevelopment and Revitalization*

Important to community character, as well as land use, is how a town confronts with the re-use of properties and the strategies to revive civic atmosphere. As noted earlier, in the 1950s majority of businesses closed due to competition outside of Town limits leaving a few small businesses, and Frankford has

remained as such since. The Town promotes the redevelopment and revitalization of Main Street as well as underutilized properties. For vacant parcels the Town looks to maintain the existing scale of development, and for properties with vacant structures the Town encourages the preservation and rehabilitation of older structures. Town-wide beautification projects might also help to encourage new development. The addition of street lighting, plantings and street trees, and site furnishings would help to liven a street by improving the streetscape, adding character, and encouraging more walking within the town center.

### *2-5b Design Standards*

In the 2008 Comprehensive Plan the Town listed as one of their overall Town objectives to “establish building guidelines to help blend new and older housing stock.” This idea was further promoted in the recommendations of the community character section of that same plan stating guidelines and ordinances should be developed to enhance the Town’s distinctive historic character and to protect open space and natural features to keep them accessible to all residents.

In response to recommendations made in the 2008 Comprehensive Plan, the Town decided to make major changes to their zoning ordinance. In 2010 the Town adopted the updated Land Development Ordinance which included revisions to zoning, inclusion of design standards, and overall made the document more user-friendly. The Ordinance includes a section for architectural design standards, which apply to all residential properties within Town. The purpose of the architectural design standards is for new development to be designed with architectural diversity and character to provide high quality design within Town. The architectural design section of the Ordinance does note “developers,

architects, and designers are to be afforded flexibility to meet the challenge of designing attractive new communities but are compelled to follow the design standards” within the Ordinance. The focus of the design standards is on variation between neighboring buildings. This could include variations in overall dimensions of the structure, facades, and building materials. This includes architectural diversity for attached and detached units. The section on architectural design standards also includes specific guidelines for the Neighborhood Business District (NB). The NB District encourages a mix of residential, commercial, and open space uses with an overall compact, pedestrian scale design.

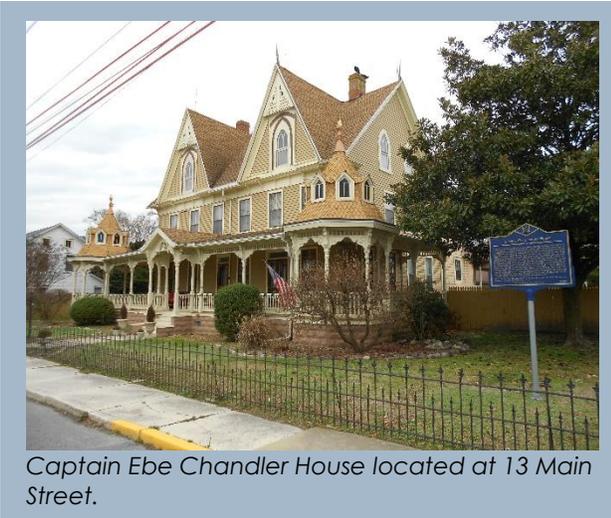
### *2-5c Historic Preservation*

Throughout the previous comprehensive plan, the Town notes the importance of preserving the Town’s historic character. The Town sees its historic resources as one of their more important and distinct features and a way to help revitalize the Town.

Currently, there is only one structure within Town listed on the National Register of Historic Places. The Captain Ebe Chandler House, located at 13 Main Street, was listed on the National Register in 1979. The house was originally constructed c. 1880 and then renovated by Captain Chandler in 1918. Captain Chandler was a successful sea captain who retired to Frankford in the early 20<sup>th</sup> century. He made major design changes to the exterior, renovating the Victorian design into a Carpenter Gothic house. The renovations included notable architectural detailing on the porch and gables, and the flanking gazebos on the front porch. The house has been used as a private residence and bed-and-breakfast.<sup>6</sup>

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<sup>6</sup> US 113 Evaluation and National Register Form. Provided by the Delaware State Historic Preservation Office.



*Captain Ebe Chandler House located at 13 Main Street.*

Based on CHRIS National Register listed properties, an online mapping resource maintained by the Delaware Division of Historical and Cultural Affairs, there is one property within Town limits that is eligible for National Register listing. The Antioch African Methodist Episcopal Church and Cemetery, located at 194 Clayton Avenue, was established in the early 1900s. The CHRIS map also notes two historic mill locations off Pepper Road just outside of Town limits - Steam Saw Mill (1868) north of Pepper Road and Mill Pond (1868) on the south side of the road. There are approximately 120 properties eligible for National Register listing according to the CHRIS map. These properties are congregated in the center of Town bounded by Hickory Street and Honolulu Road to the north, Thatcher Street to the east, town boundary to the south, and US 113 to the west.<sup>7</sup>

Previously, a draft National Register form was put together for a proposed historic district within the Town of Frankford. In 2010 the proposed historic district was re-evaluated by John Milner Associates (JMA) as part of the US 113 North/South Study. The boundaries of the proposed district generally correspond with the boundaries as

<sup>7</sup> DHCA CHRIS Application Gallery. <https://chris-users.delaware.gov/#/item/e7f22e122ad343bb91ba9339173477a3>

<sup>8</sup> Criteria A is "associated with events that have made a significant contribution to the broad patterns of our history." Criteria C is "embody the

distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction."

listed above found on the CHRIS map. The draft National Register form provides a period of significance from 1848 to 1959. All proposed Register listings base their eligibility on specific criteria as set forth by the National Park Service, the administrators of the National Register. Frankford's proposed historic district falls under Criteria A and C.<sup>8</sup> As stated in the National Register form, the Frankford Historic District meets these criteria as a significant local example of the development of a central Sussex County town and the impact of transportation on the growth and survival of these communities, and for representing regional variation and styles in architecture. Some of the architectural styles include Carpenter Gothic, Queen Anne, Folk Victorian, Colonial Revival, Second Empire, Greek Revival, and Arts and Crafts. If the Town chose to move forward with the nomination, the form would need to be updated. The Town should work with the Delaware State Historic Preservation office and Sussex County Preservation office to discuss benefits of moving forward with listing the proposed Frankford Historic District on the National Register of Historic Places.

#### **Recommendations:**

- Strengthen efforts to improve the Town's appearance and market the Town to new residents and small business owners.
- Focus on revitalization of Main Street, including taking an inventory of vacant or underutilized properties, and look for opportunities for streetscape improvements.
- Continue to implement design standards for new development when applicable.
- Work with the Delaware and Sussex County historic preservation offices to

distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction."

discuss the proposed historic district and other opportunities to promote historic preservation.

- Make sure residents are aware of Historic Preservation Tax Credit programs. Work with the Delaware and Sussex County historic preservation offices to help educate town officials and residents on preservation programs and funding opportunities.

## 2-6 Open Space

Among the many goals and objectives listed in the Town's 2008 Comprehensive Plan, the Town stressed the importance of expanding on the existing park to create an open space network. The Town envisioned a network of recreational facilities and open space accessible to all and connected by greenways and corridors. The 2008 Plan notes the importance of active and passive recreation in helping residents maintain a healthy lifestyle. The Town also considered improvements to the Town's image, attracting new residents, and revitalizing the town center as possible outcomes to improving the Town's park system. Recommendations included monitoring the use of the park, seeking funding opportunities, and consideration of expanding Town parkland. Since the adoption of the 2008 Plan, the Town has followed through will all their recommendations. While there has not been an expansion of a larger park system, there have been significant improvements to the existing park making it an important focal point in the Town of Frankford.

### *2-6a Frankford Town Park*

The Frankford Town Park was first established in 1974. The two-acre park is located on the west side of Town at the intersection of Clayton Avenue and Hickory Street. It is the only public park, recreation facility, and open space within Town limits. The original park included playground equipment, a pavilion, and a multi-purpose field. Since

2010 the Town has made major improvements to the Town Park using the recommendations from the 2008 Comprehensive Plan as a guide. Improvements started in 2010 when the Town conducted a community survey that focused on parks and recreation needs. The results showed residents desire for a fitness trail as well as play equipment geared towards children ages five to 12 years old. Based on the survey results, the Town felt improvements to the existing Town Park was a priority.

In the early 2000's the Town received funding to construct restrooms for visitors of the Park. In 2011, the Town received a second grant from the Delaware Land and Water Conservation Trust Fund (DTF) for additional play equipment, seating, volleyball court, basketball court and multi-purpose field. In Fall 2012, additional improvements were made – the addition of a fitness trail, eight pieces of exercise equipment located along the trail, benches, bike racks, and signage. The Town also planted 12 large trees at the same time with funding received through the State's Urban and Community Forestry Grant. The trees were planted along the trail to add landscaping where it was lacking, provide shade, and increase the Town's overall tree canopy. The following year, DTF funding allowed the Town to replace old playground equipment, make the site handicap accessible and improve safety with the addition of lighting.



*Frankford Town Park – accessible playground and walking trail.*



Frankford Town Park – half basketball court and exercise station.

The last set of improvements focused on parking. In 2015 the Town used DTF funding to acquire a 2.45-acre parcel adjacent to the Park. The purchase of the property was for overflow parking and additional green space. The 8,000 square foot paved parking lot was completed with funding received from the Outdoor Recreation, Parks and Trails (ORPT) grant in 2017.



New parking lot adjacent to the Town Park.

In total, the Town benefited from receiving five matching grants with \$180,000 of improvements made over the course of six years. The Town Park now has recreation activities to meet the needs of all residents and all equipment is accessible. The location of the Park is walkable and bikeable for many residents. For those that must drive, there is now a designated parking lot for Park visitors. Over the years, the Park has become a focal point in the

community and the location of Town events.

***2-6b Other Parks and Recreation***

Aside from the Frankford Community Park, there are additional outdoor recreation opportunities within close proximity. The Delaware Botanic Gardens at Pepper Creek, located off Piney Neck Road just outside the Town of Dagsboro limits, is less than five miles from Town. The Gardens offers visitors passive recreation – a walking trail through the 37-acre property, bird watching, nature-based education sessions, and watching plants and tress as they change through the seasons. A short distance away as well, Holt’s Landing State Park is less than 10 miles northeast of Town. The 204-acre park includes a bay shore beach, grassy fields and hardwood forest. Holt’s Landing is located on the Indian River Bay and includes the Assawoman Canal, a 97-acre canal, with public space along the canal that connects the Indian River with Little Assawoman Bay to the south. The amenities include a boat ramp, fishing, nature trails, picnicking, playground, pavilion, crabbing pier, and restroom facilities. A privately-owned marina operates on a leased portion of the Assawoman Canal and includes a fuel pump and a small boat launching ramp for boaters and visitors.

For trips to the beach, Delaware Seashore State Park, Fenwick Island State Park and the public beaches in the Towns of Bethany Beach and Fenwick Island are located between 10 and 15 miles from Town. Sussex County maintains the James Farm Ecological Preserve near Ocean View, about 10 miles away, which has a substantial positive impact on local ecology. These locations provide active and passive recreation opportunities.

***2-6c Statewide Comprehensive Outdoor Recreation Plan (SCORP)***

In most recent Statewide Comprehensive Outdoor Recreation Plan (SCORP) was

updated in October 2018. The purpose of the plan is to present outdoor recreation trends and preferences of Delawareans across the State. The State is divided into five regions. Frankford is within SCORP Planning Region 5, which makes up the eastern portion of Sussex County. The highest ranked outdoor activities within Region 5 were walking and jogging, swimming at the beaches, fishing, visiting historic sites, and bicycling. The Town is able to provide these recreation opportunities to its residents due to its close proximity to several parks and by maintaining the community park.

- Continue to maintain and service the park for the general public and residents of Frankford.

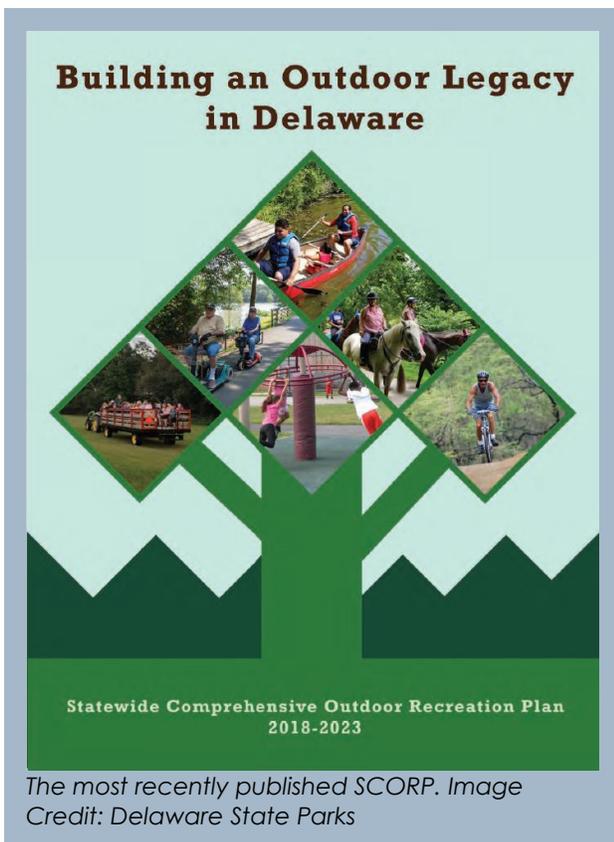
## 2-7 Environmental Protection

Like the majority of Delaware, 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. A notable natural feature of Frankford is the amount of vegetation – trees and ornamental plantings. Greenery can be found throughout the Town on private properties as well as public lands, including the Frankford Community Park.

### 2-7a Environmental Resources

There are four major drainage basins in Delaware and the Town of Frankford is located within the Inland Bays Basin. 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.

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.



### Recommendations:

- Continue park improvements, if needed, to meet the recreation needs of residents.
- Look at opportunities to expand the park system.

### *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.

A Pollution Control Strategy (PCS) is an implementation strategy that identifies the actions necessary to systematically reduce

the pollutant loading rate for a given water body and meet the TMDL reduction requirements specified for that water body. A variety of site-specific best management practices (BMPs) will be the primary actions required by the PCS to reduce pollutant loadings. The pollutants specifically targeted for reduction in the Inland Bays watershed are nutrients (e.g., nitrogen and phosphorus) and bacteria. The PCS for the Inland Bays was approved November 11, 2008 and is now a regulatory directive containing enforceable provisions.

### *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)

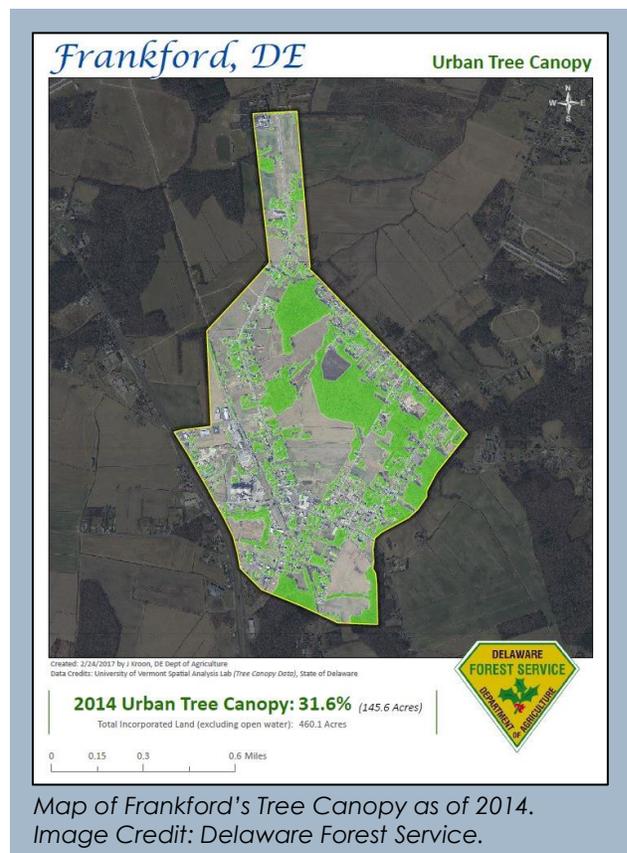
It is difficult to summarize the results of the assessment report for each water system since it is necessary to understand the assessment methodology and rating system explained in the report to understand the final susceptibility assessment. Frankford does rely exclusively on groundwater from its two 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 5 -Environmental Features. 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. As of 2014, Frankford's tree canopy accounted for almost 32% of the Town's total incorporated land excluding open water. The Delaware Forest Service's Urban and Community Forestry Program provides funding for tree planting or tree management projects on public land or community open space. Funding can range from \$500 to \$5,000. As mentioned in the previous section, 2-6 Open Space, the Town received funding from the Urban and Community Forestry Program to plant a dozen shade trees in the Frankford Town Park as part of the park beautification project.



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 a town to 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 5 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.

### *Floodplain*

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 5 – Environmental Features 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 (FEMA) are usually not prepared on a parcel map base. In 2015, Frankford's Town Council adopted an updated Floodplain Ordinance in accordance with revisions made to flood maps by FEMA.

### *2-7b Stormwater Management*

Stormwater management is an important factor in protecting surface waters, or water collection 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 run-off increases. The increased runoff that comes into contact with pollutants transfers them into the waterways. Pollutants that accumulate due to runoff include nutrients 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.

Currently, there are no 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 during the development process is vital to maintaining proper drainage for residential, commercial, and agricultural activities and the Town's environmental quality and overall quality of life.

It is recognized that as more development occurs, stormwater management will likely become a bigger issue. There are various ways to compensate for inadequate stormwater management to reduce pollutant loads of 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, 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.

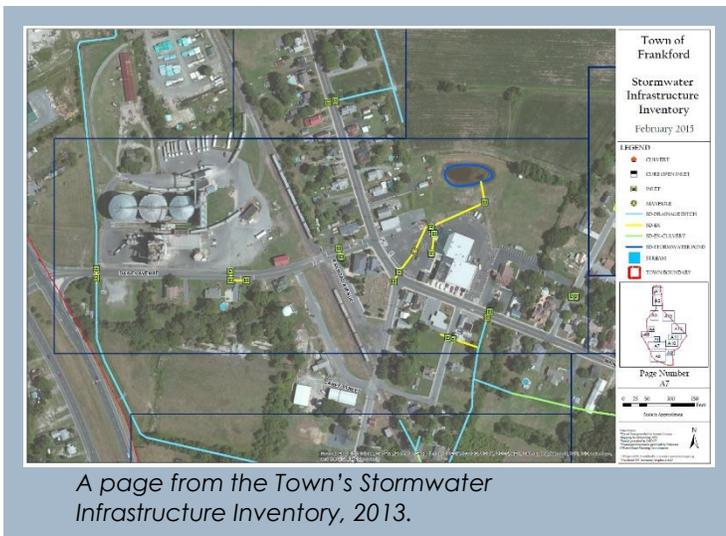
In 2015 the Town developed a stormwater inventory of all existing stormwater infrastructure. The project was funded through a Surface Water Matching Planning Grant through DNREC. Prior to the inventory, the Town did not have a complete inventory or any mapping of its stormwater infrastructure and features. The inventory and maps are used during the development review process as well as planning for stormwater improvements.

**2-7c Climate Change**

Due to its inland location, the Town of Frankford will not see the same impacts due to climate change like the coastal communities. The State has identified three primary impacts of climate change – sea level rise, increased heavy precipitation, and rising temperatures. Base on location, sea level rise is not an issue for the Town. However, rising temperatures and increased storm events are potential threats that could affect the Town and its residents.

Rising temperatures means an increase in hotter days and the need for respite from the higher temperatures. Older structures tend to have inadequate air conditioning systems. It becomes a health and safety issue for those that reside in older dwellings when there is insufficient air conditioning. According to the U.S. Census' 2013-2017 American Community Survey, 53% of Frankford's housing stock was built before 1970. Of that, almost 40% was built 1939 or earlier. While some of these houses may have been retrofitted with a better cooling system, there is a potential for a high portion of the Town's residents to be vulnerable to rising temperatures if they lack access to air conditioning.

In recent years there has been an increase in severe storm events that have brought heavy precipitation. In a few cases these storms have reached hurricane status – Hurricane Irene (2011) and Hurricane Sandy (2012) being the two that brought major impacts to Sussex County. Storms bring flooding which can be seen throughout a community and particularly in areas that already have drainage issues. Heavy rain events and continuous flooding can cause damage to structures, especially older dwellings and those that do not have proper drainage. As mentioned above, over half of the Town's housing stock is considered historic, meaning it meets the 50 years and older threshold. Continuous saturation of building materials can cause deterioration which in severe cases could cause structural issues. Overall, Frankford



*A page from the Town's Stormwater Infrastructure Inventory, 2013.*

currently has relatively minor flooding issues, but it is important to be aware of possible threats.

To help prepare for any potential impacts from climate change, the Town should stay up-to-date with any climate change related plans and documents published by the State, County, and other government agencies like DNREC. There are already published documents like the County's 2016 Hazard Mitigation Plan and resources from the University of Delaware Institute for Public Administration. These plans should be reviewed as a starting point in resiliency planning. There are also assistance programs that help protect property owners from the effects of climate change, including DNREC's Weatherization Assistance Program. The free program helps homeowners and renters reduce energy bills by weatherproofing and improving energy efficiency of homes.

#### **Recommendations:**

- Consider the development and adoption of a source water ordinance.
- Continue to seek opportunities to increase the Town's tree canopy. Look into becoming a Tree City USA.
- Continue to protect wetland resources by periodically reviewing the Environmental Protection Standards within the Town's Land Development Ordinance to ensure regulations are being implemented, including riparian buffer area standards.
- As floodplain maps and regulations are updated, the Town should make revisions to be consistent with FEMA standards.
- Review current reports relating to hazard mitigation and climate change, such as Sussex County's 2016 Hazard Mitigation Plan. Stay up-to-date with the State and County's climate change research and publications as part of resiliency planning.

# Chapter 3: Implementation Plan

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

## 3-1 Summary of Recommendations

The following are the main recommendations made throughout the plan. The table provides a guide to actions that will be needed following certification and adoption of this plan. Short term is defined as two years, while Long term is five years.

<b>Recommendations</b>	<b>Timeline</b>	<b>Potential Partners &amp; Coordinating Agency</b>
<b><i>DEMOGRAPHICS</i></b>		
Continue planning efforts to ensure the ensuing growth will fit with the character of the Town and enhances its current small-town charm.	On-going	
Develop a targeted approach to marketing Frankford to future residents, focusing on future retirees, first-time home buyers, and remodelers willing to invest time and money into rehabilitating older housing within the Town.	Short term	
Continue working with neighboring towns and Sussex County to ensure no area is over developed or under-utilized.	On-going	Town of Dagsboro; Town of Selbyville; Sussex County Planning and Zoning
Continue to promote affordable housing and supply adequate room opportunities for both permanent and seasonal residents as well.	On-going	DSHA
<b><i>LAND USE</i></b>		
Review and revise the zoning ordinance so the Neighborhood Business zoning category fully supports the types of neighborhood businesses and services it wishes to attract to the area.	Short term	
Consider the development and adoption of an open space ordinance to ensure residents continue to have adequate open space as new development occurs in Town.	Short term	
Review and update the Land Development Ordinance to ensure uses permitted in each district are compatible with the Town's vision for the future.	On-going	

Work with Sussex County and the Town of Dagsboro to resolve any parcels that are split in order to clean up boundary lines.		Sussex County; Town of Dagsboro
Coordinate with Sussex County on proposed development. The County's growth area designated as Coastal Areas overlaps with the Town's future annexation area.		Sussex County Planning and Zoning
<b><i>UTILITIES</i></b>		
Review current water and sewer systems and infrastructure to point out specific areas of need and replacement.	Short term	
Continue to work with State and County agencies to ensure that quality is being maintained within all systems and infrastructure.	Long term	
Consult State and County agencies to investigate potential funds, grants and monies set aside to help pay for infrastructure improvements and changes.	Short term	
<b><i>TRANSPORTATION</i></b>		
Look to survey current and potential sidewalks for growth and improvement.	Short term	DeIDOT
Engage surrounding neighborhoods in the development of an overall transportation plan.	Long term	Town of Dagsboro
Continue to work with DeIDOT on options to increase safety at the intersection of US 113 and Daisey Street.	Short term	DeIDOT
Investigate a public transportation system to provide alternative transportation options.	Short term	DART
Investigate possible places for on street parking.	Short term	
Use the Mobility Chapter of Sussex County's Comprehensive Plan as a tool for transportation planning.	Long term	DeIDOT; Sussex County Planning and Zoning
<b><i>COMMUNITY CHARACTER</i></b>		
Strengthen efforts to improve the Town's appearance and market the Town to new residents and small business owners.	Long term	Sussex County Economic Development Office
Focus on revitalization of Main Street – inventory of vacant and underutilized properties and streetscape improvements.	Long term	University of DE Center for Historic Architecture & Design; Main Street America
Continue to implement the design standards for new development when applicable.	Short term	
Work with State and County historic preservation offices to discuss the proposed historic district and other opportunities to promote preservation.	Short term	Delaware and Sussex County Historic Preservation Offices; University of DE Center of Historic Architecture & Design

Make residents aware of Historic Preservation Tax Credit programs	Short term	Delaware and Sussex County Historic Preservation Offices
<b><i>OPEN SPACE</i></b>		
Continue park improvements, if needed, to meet the recreation needs of residents.	Short term	DNREC Division of Parks and Recreation
Look at opportunities to expand the park system.	Long term	DNREC Division of Parks and Recreation
Continue to maintain and service the Park for the general public and residents of Frankford.	Short term	
<b><i>ENVIRONMENTAL PROTECTION</i></b>		
Consider the development and adoption of a source-water ordinance to protect its drinking water sources.	Short term	DNREC
Continue to seek opportunities to increase the Town's tree canopy. Look into becoming a Tree City USA.	Long term	Department of Agriculture, Forestry Division
Continue to protect wetland resources by reviewing the Environmental Protection Standards within the Town's Land Development Ordinance to ensure regulations are being implemented.	Long term	DNREC; Sussex Conservation
As floodplain maps and regulations are updated, the Town should make reservations to be consistent with FEMA standards.	On-going	DNREC; DEMA
Review current reports relating to hazard mitigation and climate change, such as Sussex County's 2016 Hazard Mitigation Plan. Stay up-to-date with the State and County's climate change research and publications.	On-going	DNREC; Sussex County

### 3-2 Intergovernmental Coordination

In order to be successful in planning future growth, the Town of Frankford recognizes the importance of intergovernmental coordination. The only neighboring town to Frankford is the Town of Dagsboro. While the town towns do not currently rely on shared services, there are opportunities in the future to work together on projects, such as a mobility and connectivity inventory and analysis. The Town currently 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 Town and nearby areas are maintained by the Delaware Department of Transportation (DeIDOT). It is important to continue working with all neighboring municipalities, Sussex County, and various State agencies to ensure a high quality of life for Frankford's current and future residents.

The Town further recognizes the ability to guide development at its perimeter depends on its ability to achieve meaningful coordination with neighboring municipalities, the 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 of Frankford and its residents.

Recommendations outlined below will require additional coordination between the Town, Sussex County, State, and government agencies to achieve successful future growth.

- Work with County and State agencies to address water quality issues and the rebuilding of infrastructure.
- Discuss opportunities with DeIDOT to inventory existing sidewalks and potential for expanding the pedestrian and bicycle mobility.
- Engage the Town of Dagsboro in a discussion on the development of an overall transportation plan.
- Work with the State and County Historic Preservation offices to discuss opportunities to promote historic preservation.
- Engage with the County, State, and other agencies on resiliency planning and preparing for climate change

## **Appendix A**

### **Maps**

Map 1 Aerial

Map 2 Existing Land Use

Map 3 Future Land Use and Annexation

Map 4 State Strategies

Map 5 Environmental Features

**Appendix B**  
**Official Correspondence**

Municipal Coordination Letters

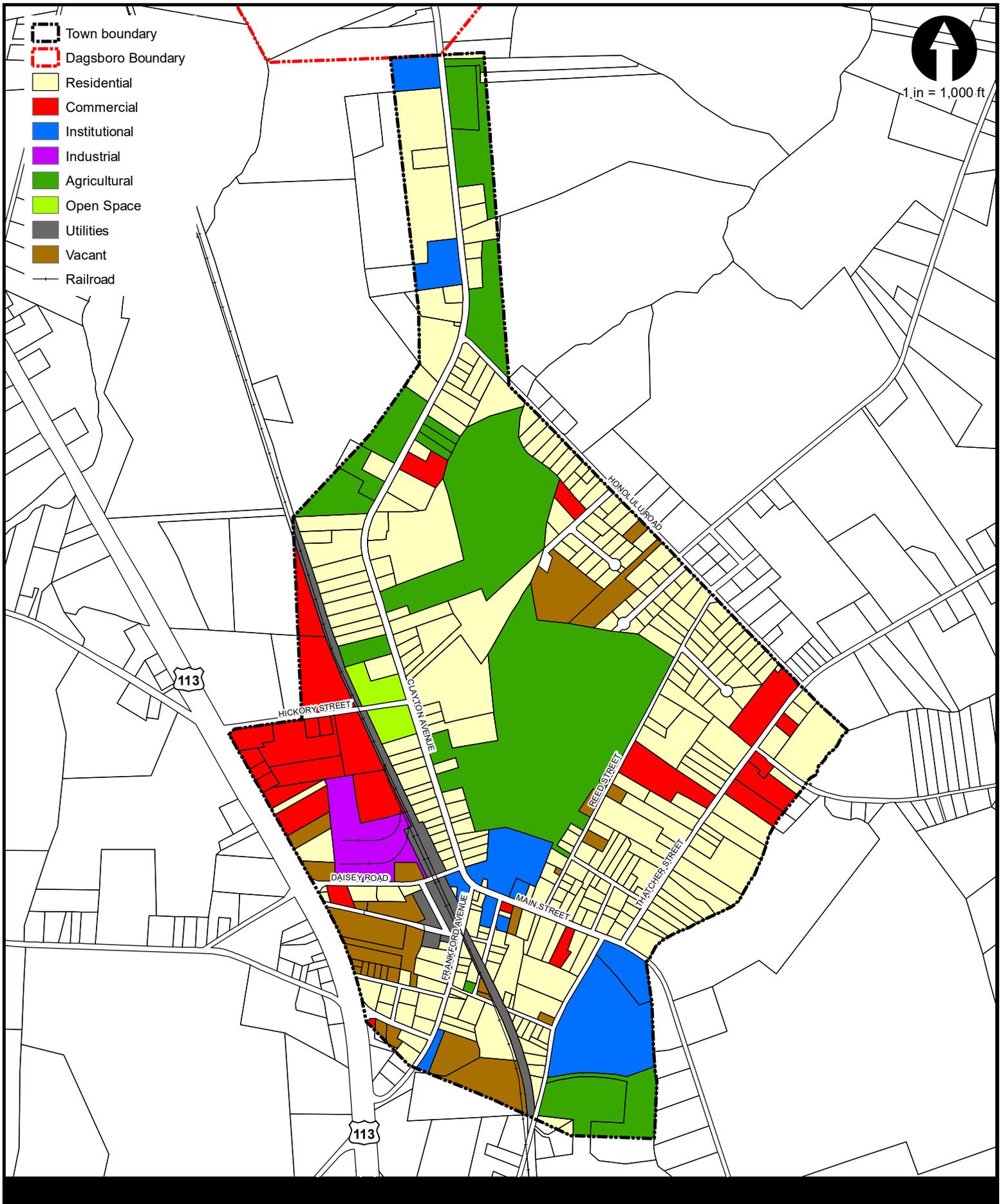
Resolution to Adopt

State Certification Letter

-  Town Boundary
-  Dagsboro Boundary
-  Railroad

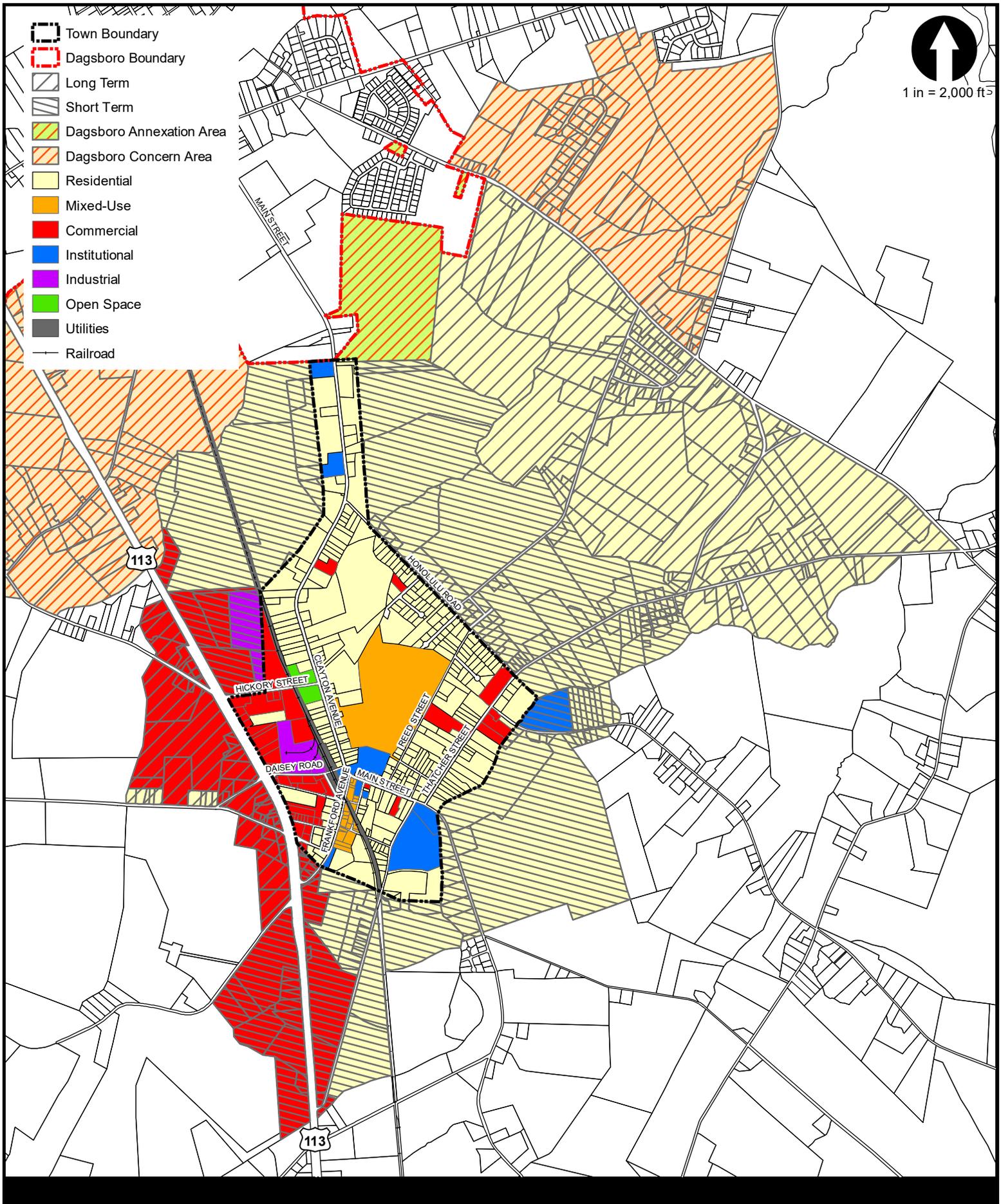


**MAP 1. AERIAL**  
 COMPREHENSIVE PLAN UPDATE 2020

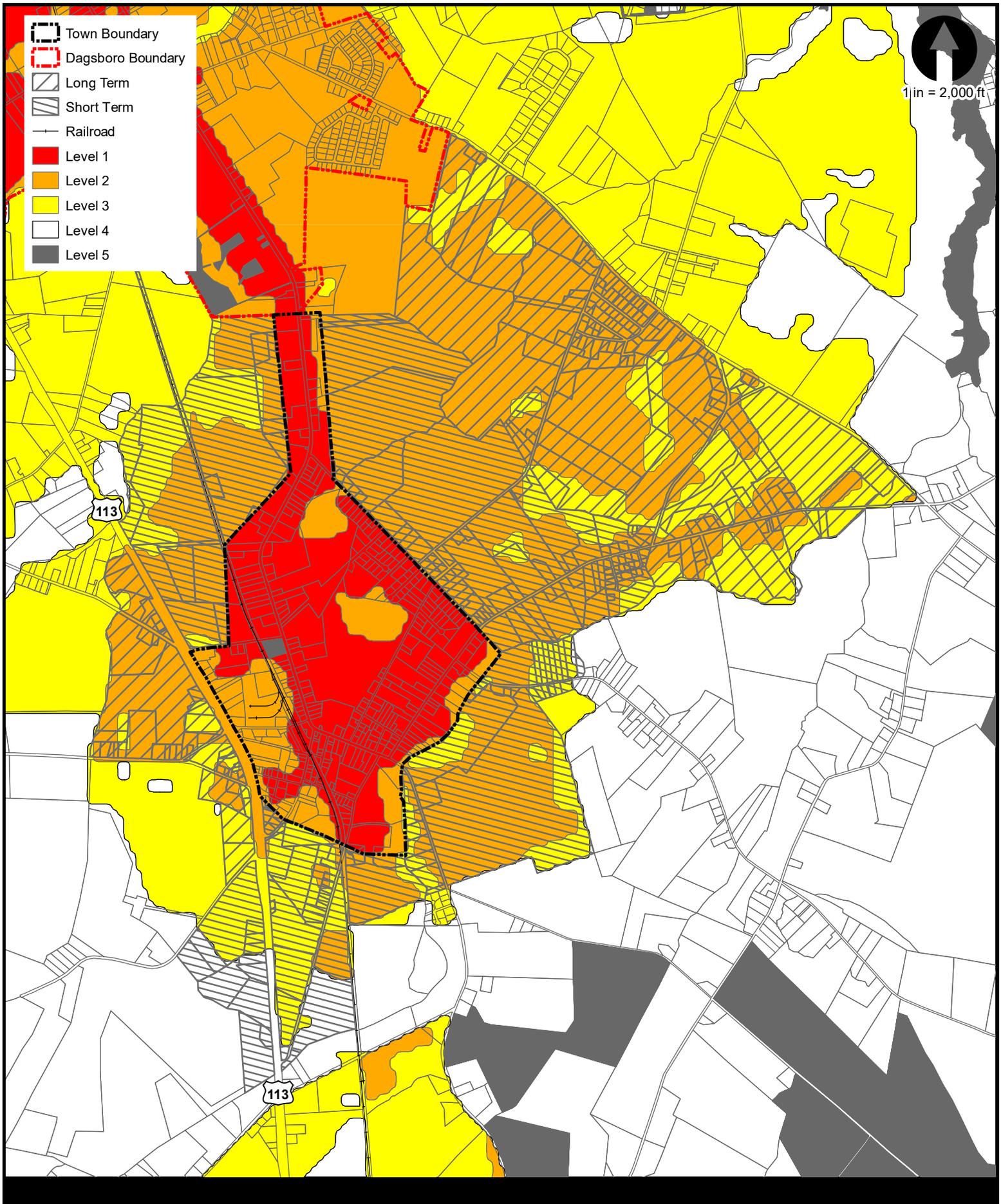


**MAP 2. EXISTING LAND USE**  
 COMPREHENSIVE PLAN UPDATE 2020

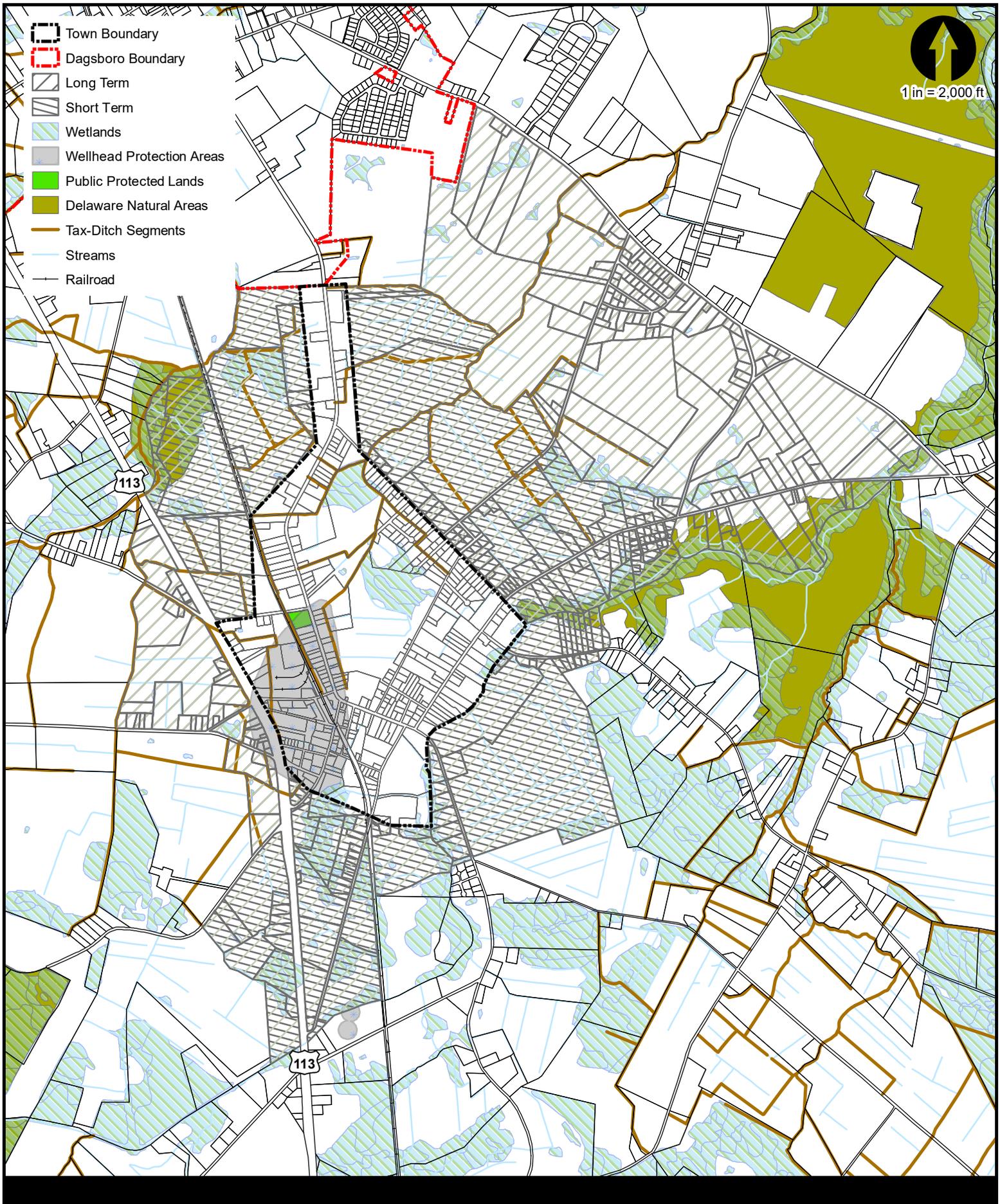




**MAP 3. FUTURE LAND USE AND ANNEXATION**  
 COMPREHENSIVE PLAN UPDATE 2020



**MAP 4. STATE STRATEGIES**  
 COMPREHENSIVE PLAN UPDATE 2020



**MAP 5. ENVIRONMENTAL FEATURES**  
 COMPREHENSIVE PLAN UPDATE 2020

