

Town of **Frederica** **Comprehensive Plan**



adopted and certified
March 2004

prepared by



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

www.ipa.udel.edu

Town of
Frederica
Comprehensive Plan
March 2004



STATE OF DELAWARE
EXECUTIVE DEPARTMENT
OFFICE OF
STATE PLANNING COORDINATION

March 25, 2004

The Honorable William Glanden
Mayor, Town of Frederica
P.O. Box 294
Frederica, DE 19946

RE: Certification of Comprehensive Plan

Dear Mayor Glanden:

I am pleased to inform you that as of March 17, 2004, per the recommendation of the Office of State Planning Coordination, the comprehensive plan for the Town of Frederica is hereby certified provided no major changes to the plan are enacted. The certification signifies that the comprehensive plan is currently in compliance with State Strategies.

I would like to take this opportunity to thank the Town of Frederica for working with the State to incorporate our recommendations into the plan before adoption. My staff and I look forward to working with the Town to accomplish the goals set forth in your plan.

Congratulations on your certification!

Sincerely,

A handwritten signature in cursive script that reads "Constance C. Holland".

Constance C. Holland
Director

DRAFT

Resolution to Adopt Comprehensive Plan

The Town Council of Frederica
Frederica, Delaware 19946

Resolution

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

WHEREAS, Delaware House Bill 255 requires that all municipalities in Delaware develop and adopt comprehensive plans that address issues established in this bill; and

WHEREAS, the Town of Frederica contracted with the Institute for Public Administration (IPA) College of Human Resources, Education, and Public Policy, University of Delaware to assist in the development of this Comprehensive Plan; and

WHEREAS, Frederica applied for and received funds from the Limited Pool of the Infrastructure Planning Account by the Cabinet Committee on State Planning Issues to assist the Town in preparing a Comprehensive Plan; and

WHEREAS, the Frederica applied for and received comments in a letter from the Office of State Planning Coordination on January 30th, 2004 in which the OSPC outlined the issues to be addressed in order for the plan to receive certification from the state; and

WHEREAS, the Frederica Comprehensive Planning Committee has reviewed this plan and recommended that the Town Council adopt this Comprehensive Plan with the revisions outlined in the February 19th, 2004 letter from IPA to the town; and

NOW, THEREFORE BE IT RESOLVED by the Frederica Town Council hereby adopts the Frederica Comprehensive Plan as amended a copy of which is attached to, and made part of, this resolution.

Adopted this 17 day of MAR. 2004
Town Council
Town of Frederica
Kent County Delaware



William C. Glanden
MAYOR

TABLE OF CONTENTS

Town, County, and State Officials.....	ii
Institute for Public Administration	iii
Introduction.....	1
Chapter 1 Background.....	1
1-1 The Authority to Plan.....	1
1-2 A Brief Overview of the Community.....	2
1-3 Existing Land Uses.....	3
1-4 Public Participation	5
1-5 Overall Community Vision and Goals.....	10
Chapter 2 Municipal Development Strategy.....	11
2-1 Local Government	11
2-2 Land Use Planning and Regulation Process.....	12
2-3 Demographics, Future Population, and Housing Growth	13
2-4 Future Land Use and Annexations	22
2-5 Provision of Utilities, Community Facilities and Services, and Transportation	27
2-6 Natural Resources	37
2-7 Community Character and Design	40
2-8 Redevelopment.....	44
2-9 Development of Adjacent Areas	47
Chapter 3 Implementation.....	49
3-1 Summary of Recommendations and Actions	49
3-2 Intergovernmental Relations and Coordination	55
Appendix A Community Questionnaire	57
Appendix B Useful Contacts	62
Appendix C Maps	63

TOWN, COUNTY, AND STATE OFFICIALS

Town of Frederica

Mayor and Council	William Glanden, Mayor George Sampson Dennis Schaeffer Virginia Simpler Robert Volkomer, Mayor (Former) Joan Ortiz (Former)
Comprehensive Plan Committee	Robert Volkomer Asa Flemming Robert Kitz Robert Manaraze Mandy Slody Dianne Rager
Town Staff	Swazanna Donaway, Town Clerk Chuck Manuszak, Chief of Police

Kent County

Commissioners	David R. Burris, President Levy Court, 6 th District Ronald D. Smith, Vice President, 2 nd District Richard E. Ennis, Sr., At-Large P. Brooks Banta, 1 st District Michael P. Cebrick, 3 rd District Harold J. Peterman, 4 th District Donald Blakely, 5 th District
County Administrator	Robert S. McLeod
Director of Planning Services	Michael Petit de Mange, AICP

State of Delaware

Governor	Ruth Ann Minner
Senate	Colin R. J. Bonini, Senator, 16 th District
House of Representatives	G. Wallace Caulk, Jr., Representative, 33 rd District
Office of State Planning	Constance S. Holland, AICP, Director

INSTITUTE FOR PUBLIC ADMINISTRATION

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

Jerome R. Lewis is the director of the Institute. Edward O'Donnell was the Project Manager for this plan, which was authored by the research assistants that comprised the Frederica Comprehensive Plan Team. Ed coordinated the efforts of the staff and was IPA's liaison with Town Council, Town Comprehensive Plan Committee, and the residents of Frederica. Nicole Minni, GIS Specialist for IPA, assembled the digital data and information needed for this plan and developed all of the maps found in the Appendix.

Institute Director

Jerome R. Lewis, Ph.D.

Frederica Comprehensive Plan Team

Edward O'Donnell, AICP

Lori Athey, ASLA

William Fasano, Research Assistant

Stephanie Gernert, Research Assistant

Christine Godek, Research Assistant

Sarah Hench, Research Assistant

Arthur Jenkins, Research Assistant

Artur Lungu, Research Assistant

Troy Mix, Research Assistant

Bill Schiavi, Research Assistant

James Vadakin, Research Assistant

Mapping and GIS Development

Nicole Minni, GIS/Graphics Specialist, Water Resources Agency

Staff Review Team

Plans developed by IPA are a total team effort utilizing the individual skills of many of the staff and students working with the IPA Planning Services Group. In addition to IPA staff listed above, thanks go to Martin Wollaston and Linda Raab for their valuable comments and Mark Deshon for his help with editorial review, layout, and printing of the report. A special thank you also goes to David Edgell, the Office of State Planning Coordination's Circuit Rider Planner for Kent County, for his guidance in developing the Town of Frederica Comprehensive Plan.

**A MUNICIPAL COMPREHENSIVE DEVELOPMENT PLAN FOR
FREDERICA, DELAWARE
March 2004**

INTRODUCTION

The Town of Frederica Comprehensive Development Plan is Frederica's authoritative statement of land use policy. This plan brings Frederica into compliance with Section 702, Title 22 of the Delaware Code, which requires all municipalities to prepare comprehensive plans to direct land use. The Institute for Public Administration at the University of Delaware prepared this plan between August 2002 and March 2004 to comply with the requirements for a town with population of less than 2,000 people.

The plan is a legal document serving as a foundation for Frederica's land use decisions and annexation policy. It also serves as a consolidated reference guide, containing demographic, economic, environmental, and historical information about Frederica.

CHAPTER 1. BACKGROUND

1-1. The Authority to Plan

Delaware law requires municipalities to 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..."

The municipal comprehensive plan for small communities (such as Frederica) 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 municipality, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues." In addition, the town's comprehensive planning process must demonstrate coordination with other municipalities, the county, and the state during plan preparation. (22 Del. C. 1953, § 702; 49 Del. Laws, c. 415, § 1.)

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

1-2. A Brief Overview of the Community

The Town of Frederica is located in Kent County, Delaware, southeast of Dover on the banks of the Murderkill River near Andrews Lake and Killens Pond State Park, and covers a total area of about 451 acres.

The Town of Frederica is part of a grant of land originally deeded to Mr. Boneny Bishop by William Penn in 1681 and designated on survivors' records as St. Collom. The bend on the Murderkill River that later became the port was first called Indian Point. As its importance to the early settlers grew, it came to be referred to as Johnny Cake Landing. A detailed survey of the waterfront was conducted in 1758, and the plot where most of the shipping activity occurred was named Goforth's Landing. This parcel provided a nucleus around which the rest of the town was surveyed and laid out in lots by Jonathan Emerson in 1772. In 1796, one of his daughters, who was concerned that a town located so close to Barratt's Chapel, even then recognized as an historical Methodist landmark, bore the rather informal name of Johnny Cake Landing, proposed that it be renamed Frederica Landing. This name stuck, and the Town of Frederica was formally incorporated as such by an act of the state legislature in 1826. In 1855, the 1826 incorporation act was repealed. However, the section delineating the town's boundaries was retained. Ten years later, in 1865, the Town of Frederica was reincorporated. At this time, Frederica's population was slightly fewer than 600 people. Almost 100 years later, in 1950, the town was again reincorporated. Between reincorporations, Frederica's population grew by nearly 100 people.

Like several other Kent County river towns, the Town of Frederica was located on the first relatively firm land to be found inland along the banks of Murderkill River, at a point where it was still navigable. This is approximately six miles from the Delaware Bay shore, where at that time it was surrounded by fertile fields and dense stands of pine, white oak, spruce, and walnut trees. The town's location among wetlands leads to the nickname "Frogtown" because of the large number of frogs that made the area their home. The nickname has stuck into the present day and is depicted on the trucks of the Frederica Volunteer Fire Company. These geographic factors gave rise to the shipping and shipbuilding activities that dominated the town's economy. Another factor was the proximity of the dynamic and prosperous city of Philadelphia and the ease with which ships and boats could reach its wharves and docks at a time when roads were often impassable. For decades, Frederica's fortunes would be as firmly linked to Philadelphia as they were to the other towns of Kent County because of the convenient water route between them.

The early settlers were not slow to capitalize on these opportunities. The most important cargos shipped on the Murderkill in colonial times comprised bacon, beef, corn, wheat flour, cedar shingles, cheese, butter, tar, pitch and hardwood boards.

The Town of Frederica's port prosperity diminished slightly in 1857, when the railroad took over the transport of lumber and bark. The railroads brought efficient overland transportation to Kent County, which resulted in an increasingly larger share of grain, produce, and bulk-fertilizer business being diverted away from river shipping. The improvement of the county road system worked more to the advantage of the railroads than it did to the ports, particularly when the trains could offer refrigerated transportation in insulated cars with ice bunkers. The Town of Frederica's shipping interests had fought

hard to prevent the Delaware Railroad from passing near the town, with the result that growth was halted and the community became even more isolated from neighboring towns. Once they realized their mistake, the citizens of Frederica launched a major campaign to get a railroad connection, at one time even going so far as to charter a line that would connect Dover directly to Milford by a route that passed through the town. This never came to pass, sharing the fate of another scheme to connect the Town of Frederica to Felton by a seven-mile-long branch. After 40 years of futile efforts, the town gave up on the railroad. Currently, the nearest railroad stations are in Felton (approximately six miles west), Milford (approximately seven miles south), and Dover (approximately ten miles north).

In about 1890, the last shipyard closed, but important sources of profit and employment could be found in other industries. By 1887, Frederica had three canneries, including the Reynolds' and Postle's tomato cannery, at that time the largest in the United States. Other businesses included Rodgers and Son fertilizer manufacturing, the Lewis hat factory, two brush factories, a cooper, a butcher, a hotel, a clothing house, and ten general stores. The steamship service of Frederica, owned and managed by the Frederica and Philadelphia Navigation Company, provided transport at a price and speed competitive with the railroad, allowing the town to hold into its Philadelphia markets well into the 20th century.

With the onset of the Great Depression, the steamer found its prospects for the future diminished. The improvement of U.S. Route 113 in the mid 1920s had resulted in the construction of a causeway across the Murderkill at Barratt's Chapel, which effectively cut the town off from the bay. The improvement of local roads meant that the citizens of Frederica could get to Harrington, Dover, and Wilmington more easily and were not so dependent on their connection with Philadelphia. Business for the steamer fell off, with the railroads getting the last of the produce shipments. Shortly afterwards, the railroad was supplanted by heavy highway trucks. Maritime activity fell off until it consisted only of some small-scale oyster and sturgeon fishing, which has now disappeared.

Today the port is quiet, the canneries are closed, and so are many of the formerly thriving businesses. Auto and truck traffic on the Coleman DuPont Highway and U.S. Route 113 bypass the town, carrying the passengers and freight that would have once been transported by Frederica ships. Protected from change brought about in other parts of the county, first by rail, then by highway transport, Frederica offers a rare look at one of Kent County's earliest water based economies.

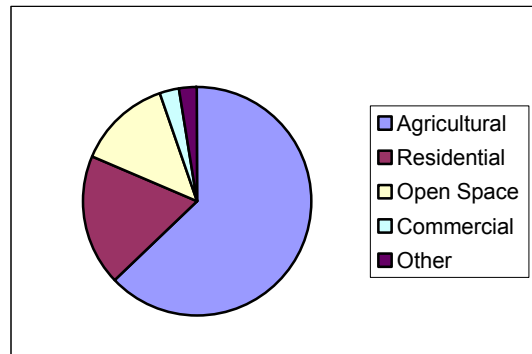
1-3. Existing Land Uses

In October and November of 2002, staff from the University of Delaware Institute for Public Administration conducted an onsite survey of the existing land uses in the town. For this analysis, existing land uses have been summarized into the categories discussed below, based on the primary use or activity as of the date of the survey (see Table 1, Chart 1, and *Map 3. Existing Land Use*)

Table 1. Existing Land Use

Land Use	# of Parcels	Approximate Acres	% Of Total Acres
Agriculture	8	283	63
Residential	331	84	19
Open Space	8	60	13
Commercial	22	12	3
Vacant	32	6	1
Institutional	24	4	1
Mixed Use	5	1	.2
Total	430	450	100.00

Chart 1. Existing Land Use



The Town of Frederica historically developed around the intersections of Market, Front, and David Streets. In terms of number of uses, the primary land use in Frederica’s historic core and throughout the town is residential. Numerous commercial uses, the Town Hall, the firehouse, and churches lie within and around the historic core. More recently, commercial and institutional uses have been constructed west of Lake Forest East Elementary School on Front Street. While representing only eight parcels, the majority of the town’s land area is utilized for agricultural purposes.

Residential: Residential uses represent the vast majority of land use in town—331 of 430 parcels, representing 19% of the total town acreage. Most of these uses are in the form of single-family detached homes. There is also a significant amount of manufactured housing within the town. There are no large apartment or townhouse complexes within the town. However, there are a handful of single-family homes converted for use as multi-family dwellings and a few buildings that appeared to be designed for multi-family use.

Vacant: The onsite land use survey denoted approximately 32 vacant parcels within the town boundaries, representing about six acres of land (1% of the total town acreage). Vacant uses include parcels that are empty but developable and parcels that contain unoccupied structures.

Institutional: Institutional uses that provide government or community services are another major land use in the town. Prominent community uses include three churches, the Frederica Fire Company, Town Hall, and a senior center. In addition, Lake Forest East Elementary School is located on West Front Street within the town boundary. There are also two water towers and a wastewater-pumping station within town. The total acreage for institutional use is less than one percent of the town’s total.

Commercial: Commercial land use refers to property that is used for conducting business involving retail sales and services. Approximately 3% of the land area in the town is utilized for commercial purposes. The majority of the commercial uses in town are concentrated along Market Street and along Frederica Road. The uses on Market Street include a barbershop and a pizza shop. Along Frederica Road are a liquor store and a used auto sales establishment. On Front Street there is both a market and a

health center. Property along the Murderkill River that was once used for industrial purposes as a mill is now being used in support of commercial activity.

Mixed Use: The land use survey found there to be five mixed-use parcels in the town. These involve either commercial uses with apartments above them, or commercial establishments that operate out of single-family homes. Three of these uses are located along Market Street with the remaining four located further west in town.

Open Space: This category of land use consists of undeveloped lands that will likely never be developed due to natural features or legal restrictions associated with the properties. Several large, open-space parcels exist within the town. These are largely wetlands east of Frederica Road surrounding the Murderkill River and forested areas in the north of town.

Agriculture: There are a few large agricultural uses within Frederica, comprising about 283 acres of land (63% of the total acreage). These lands are at the western and eastern boundaries of the town.

1-4. Public Participation

In order to encourage public participation in the drafting of Frederica's municipal development strategy, staff of the Institute for Public Administration planned and conducted two public-participation activities. The first was a public-opinion questionnaire on issues related to future growth and development in and around the Town of Frederica. The second activity was a public workshop designed to elicit public opinion on numerous issues integral to the drafting of the town's comprehensive plan. The results of these two activities have been summarized below.

There were a total of 29 respondents to a questionnaire regarding present conditions and future development in the town. The questionnaires were distributed through town beginning on January 31, 2003, and 23 questionnaires were returned by February 26, 2003. An additional six questionnaires were completed and collected at the public-participation workshop held in Frederica's Town Hall on March 8, 2003. While this questionnaire was not scientifically conducted, the results do offer a glimpse of public opinion on issues that currently impact, and will likely continue to impact, life in Frederica. The results of these questionnaires have been compiled as one group and are summarized below. Also, a copy of the community questionnaire can be found in Appendix A.

1-4a. Summary of Key Findings

- Items ranked as important community features included neighborhood shopping, sidewalks along residential streets, and parks and open spaces.
- A majority of respondents felt there were not enough single-family homes on large or more modest-sized lots within town.
- A majority of respondents felt there were far too many large, older homes that had been converted to apartments and far too many manufactured homes within town.
- Crime and safety, shopping opportunities, and property maintenance were identified by respondents as issues of high importance within the town.

- There was general agreement among respondents that there is not adequate public transportation linking Frederica to larger towns in the area. In addition, it was mentioned that there is too much summer traffic and year-round truck traffic within the town.
- Respondents were generally most satisfied with firefighting services in town and least satisfied with the police service and drinking water in town.
- The most desirable future land use within the current town's boundaries was commercial, while the least desirable future land use was industrial.
- Respondents generally favored local-commercial and highway-commercial uses over warehousing, construction storage, and heavy manufacturing uses.
- Concerning the management of lands surrounding the Town of Frederica, respondents generally agreed with statements that development should be balanced with farmland protection and open space, Frederica's small town atmosphere should be preserved, and development should be encouraged primarily outside of the current town boundaries.
- Respondents identified the most important potential new facilities as senior housing and/or more facilities for the elderly population, a town park, more medical facilities, and more businesses and jobs for town residents.

1-4b. Demographic Information

Respondents to the questionnaire were asked a series of basic demographic questions. Of the 29 respondents, 28 persons indicated that they live in the Town of Frederica. Of those responding, 66% reported themselves as white, 14% black, and 10% as more than one race. Only one of the 19 who reported their ethnic background identified themselves as Hispanic. Most of the respondents to the questionnaire owned property in town. 72% of respondents owned property in the town, with 59% owning and living on residential property, 7% owning residential property that they rent out, 14% owning both commercial and residential property on which they live, and 3% owning residential property in town that they both live on and rent out. The majority (79%) of questionnaire respondents described their own residence as a single-family home, with 10% describing it as a manufactured home, 7% describing it as a duplex, and 3% describing it as an apartment. 86% of respondents indicated that they do not work in town and that their average commute distance is more than 20 miles.

1-4c. Community Features

The questionnaire asked respondents to rate the relative desirability of certain community features within town. Responses neither indicated a clear favorite nor least favorite community feature. However, responses seemed to indicate that neighborhood shopping, sidewalks along residential streets, and parks and open spaces were most important to respondents. Streets connecting to adjacent neighborhoods and bike paths along main roads seemed least important to respondents.

1-4d. Desirability of Various Housing Options

Respondents were asked how they felt about the current housing types in Frederica. Respondents wanted to see more single-family homes on larger lots and single-family homes on more modest lots. 52% of respondents felt there was either slightly less than enough or far too little of these housing types

in town. 62% of respondents felt there were far too many large, older homes that had been converted to apartments, while 45% felt that there were far too many manufactured homes in town.

1-4e. Issues Concerning the Main Roads in Town

Respondents were asked to rank the importance of various issues along the main roads in Frederica (Market, Front, and David Streets) and the immediate area. The issue of crime and safety was ranked as the most important by 55% of respondents. Shopping opportunities and property maintenance were seen as the issues of next highest priority, with 35% of respondents ranking these issues as their most important issues. Issues of parking and historic preservation were generally viewed as being of moderate priority, and issues concerning pedestrian and bicycle safety and traffic congestion were reported as lower-priority issues by a majority of respondents.

1-4f. Transportation Issues

Respondents were asked to identify their level of agreement with various statements regarding transportation in Frederica. Respondents expressed the opinion that “there is not adequate public transportation linking Frederica to larger towns like Harrington, Milford, Dover, and the resort areas.” 45% of respondents strongly agreed with this statement. There were similar opinions expressed about statements regarding summer and truck traffic. Thirty-one percent of respondents strongly agreed, and 28% agreed that there is too much summer traffic in town. Thirty-five percent of respondents strongly agreed, and 24% agreed that there is too much truck traffic in town. A majority of respondents either indicated they had no opinion, disagreed, or strongly disagreed with the statements that there are too many cars using the town’s main streets, there are not adequate sidewalks along the main roads in and around town, and there are not adequate bike routes along the roads in town.

1-4g. Community Services

Respondents were asked to identify their level of satisfaction with various services provided in Frederica. Respondents were most pleased with firefighting service in town, with 41% very satisfied with this service and 41% satisfied with this service. A majority of respondents were either satisfied or very satisfied with sewer service, trash removal, and emergency medical services. Thirty-four percent of respondents were not satisfied or were very unsatisfied with street maintenance in town. Thirty-eight percent of respondents were not satisfied with police service in town, while 17% of respondents were very unsatisfied with police service in town. Forty-eight percent of respondents indicated that they were very unsatisfied with the drinking water service in town.

1-4h. Vacant Land Uses Within Town

The questionnaire asked respondents to identify the desirability of certain future land uses for currently vacant land within Frederica. Sixty-six percent of respondents reported commercial uses as either desirable or highly desirable. Forty-one percent of respondents reported park and recreation facilities as highly desirable. Residential, institutional, agricultural, and office uses were reported as acceptable,

desirable, or highly desirable uses by a majority of respondents. Industrial uses seemed to be the least desirable; 38% of respondents reported industrial uses as highly undesirable.

1-4i. Commercial and Industrial Uses

The questionnaire asked respondents to identify the desirability of various types of commercial and industrial development in and around Frederica. Local commercial uses were reported as highly desirable by 41% of respondents. Thirty-one percent of respondents identified highway-commercial uses as highly desirable. Mixed-commercial uses with big-box retail outlets and offices, business-park uses, and light-manufacturing uses were reported as acceptable, desirable, or highly desirable by a majority of respondents. Warehousing, construction storage, and heavy-manufacturing uses were reported as undesirable or highly undesirable by a majority of respondents.

1-4j. Management of Surrounding Vacant and Agricultural Lands

Respondents were asked to report their level of agreement with statements regarding the management of vacant and agricultural lands just outside of Frederica's boundaries. Generally, respondents expressed the opinion that development should be balanced with the protection of farmland and open space. Forty-one percent of respondents strongly agreed with this statement, and 31% of respondents agreed with this statement. There was also general agreement that Frederica's small-town atmosphere should be preserved; 38% of respondents strongly agreed with this statement, and 24% agreed with this statement. A majority of respondents agreed or strongly agreed that the town should seek to annex new areas of land adjacent to the current town boundaries and that new roads should be designed to link to the existing town street system, where possible. Forty-eight percent of respondents either agreed or strongly agreed with the statement that development should be encouraged primarily outside of the current town boundaries. Forty-five percent of respondents either disagreed or strongly disagreed with the statement that development should be encouraged primarily within the town's current boundaries.

1-4k. Importance of New Facilities or Institutions

Respondents were asked to rank the importance of various potential new facilities in town. Most of the facilities listed were identified as either important or extremely important by a majority of the respondents. Seventy-nine percent of respondents reported more facilities for the elderly population as either important or extremely important. Other facilities seen as either important or extremely important by more than 60% of respondents were a town park, more businesses, and jobs for town residents. More shopping opportunities, expanded dining opportunities, more medical facilities, and housing suitable for young families were each reported as either important or extremely important by a slight majority of respondents. More convenience stores and more childcare facilities were identified as unimportant or extremely unimportant by approximately 35% of respondents.

1-4l. Public Participation Workshop Summary

Staff members from the Institute for Public Administration facilitated a public participation workshop in Frederica's Town Hall on Saturday, March 8, 2003, from 10 a.m.-12 p.m. Fifteen residents attended the

workshop. The workshop provided residents with the opportunity to observe and comment on a series of maps and displays representing issues and current conditions within the town and in the surrounding area. While not meant to be an exhaustive or entirely complete retelling of comments from this workshop, the general sentiments expressed at this workshop have been summarized below.

Annexation: Some respondents demonstrated a strong desire for expansion to increase tax revenue and maintain adequate public services to the existing community. Other respondents felt that the town should resolve existing issues within the community before expanding beyond its current boundaries.

Community: Apathy, the junkyard, and manufactured homes were aspects that the respondents didn't like about their community. Some respondents felt that the gas station and auto dealership were out of character with the community. A positive aspect often noted about the community was its small town atmosphere.

Economic Development: There was interest expressed in attracting small businesses into the town, perhaps by utilizing empty buildings; specialty shops, restaurants, and a game room were mentioned. Other ideas include a rest stop on U.S. Route 113, retrofitting the senior center to be a restaurant or bed and breakfast, redeveloping the mill parcel, and using the old bank building for a town hall, police station, and museum.

Historic Preservation: Residents felt that the history of Frederica is a real asset, but much more needs to be done to preserve it. Some ideas included encouraging people to fix up their homes and the creation of the museum utilizing the old bank or post office buildings.

Housing: Some respondents expressed a desire to get rid of manufactured homes in the town because they believed this type of housing does not mesh well with the character of the community. Workshop attendees also pointed out that property maintenance, including trash, was a problem.

Infrastructure: Infrastructure comments included a need for better drainage, a truck bypass, sidewalks, and amenities like benches and signage.

Institutions: It was mentioned that the firehouse takes up potential commercial space and that it may be advantageous to put it on a nearby bypass. It was also commented that the old bank building should be converted to town institutional use.

Parks and Recreation: There was a very strong desire for the town to establish parks and recreational areas on numerous sites in and around town. Ideally, these areas would cater separately to small children, teens, and adults. Some ideas were a skate park for teens and a walkway for adults. It was suggested that adults could monitor the children, and that the town could seek greenways money from the state. Several residents also recommended consideration of utilizing the old mill site for recreation.

Transportation: Many workshop attendees commented that there was too much traffic going through town. Also, many respondents felt that the number of parking spaces available in town was inadequate.

Safety: The residents expressed safety related concerns and that there was not a large enough police presence in town. A few problem areas that have developed into “hangouts” were noted. There was also a concern that too many pets were running loose in the town.

Zoning: Zoning-related comments included the desire for residential uses in areas surrounding the town and that highway commerce on Frederica Road was out of character with the rest of the community.

1-5. Overall Community Vision and Goals

In 1988 the Town of Frederica developed a Comprehensive Plan intended to serve as a guide for future growth and development of the town. An informational questionnaire was conducted by the Town Council to establish community preferences that would further be used as a basis for the development of goals and objectives of the comprehensive plan. One hundred households were surveyed, and 56 responded. Although the questionnaire was not scientifically fielded, the responses collected were considered to be the best indicators of community preferences at that time and led to the establishment of the following goals and objectives which were reaffirmed at a meeting with the town’s Planning Commission on April 30, 2003:

- a. Goal: To maintain and ensure Frederica’s small-town atmosphere and traditions.
Objective: To maintain the amenities of the residential environment while maintaining and establishing land uses that are conducive to preserving the character of the town.
- b. Goal: To maintain and ensure a stock of sound housing.
Objective: To rehabilitate or replace substandard and/or blighted housing and preserve historic buildings in the residential area.
- c. Goal: To ensure development that maximizes the use of land while minimizing the costs to the town.
Objective: To promote development within designated areas that are capable of being served by the existing infrastructures and services.
- d. Goal: To maintain and ensure a decent quality of life for present and future residents.
Objective: To resolve existing problems in preparation for the projected growth of Frederica’s population, housing, and associated development.
- e. Goal: To provide adequate and suitable open space and/or facilities for recreational purposes.
Objective: To create open space and/or recreational facilities in designated areas for present and future residents.
- f. Goal: To protect wetlands, floodplains, ground water, and other natural environments.
Objective: To promote private and public efforts towards conservation and maintenance of the natural environment.

CHAPTER 2. MUNICIPAL DEVELOPMENT STRATEGY

2-1. Local Government

The Town of Frederica has its own government structure and provides water and police services to its residents, as well as issuing its own building permits. These services are financed with taxes and user fees. Volunteers, such as the fire department personnel, and the county, state, and federal levels of government provide the remaining services to the citizens.

2-1a. Town Council

The Town Council meets on the first and third Wednesday of every month in the Town Hall, currently located at 14 East David Street. A mayor and four council members are elected and serve two-year terms with no term limit.

2-1b. Employees

The Town of Frederica currently has four employees. Table 2 lists each employee and the number of hours worked per week.

Table 2. Town of Frederica Employees, 2002

Job Title	Hours per Week
Town Clerk/Treasurer	12
Chief of Police	40
Police Officer	40
Water Technician	12

2-1c. Town Charter

Frederica's town charter is currently being revised by the Institute for Public Administration. The original adoption was in 1949, and the last known revision was in 1996. It is very important that the town charter be kept up-to-date, especially when dealing with annexation. There are three main issues that need to be dealt with in the existing charter, as follows:

1. The existing charter's description of the town boundaries is imprecise and out-of-date. For example, there is no longer a drawbridge in the town, so the boundary is difficult to determine. Latitudes and longitudes could be used as a more precise measurement of town boundaries.
2. The elections section needs to be modified and updated.
3. General language changes and updates need to be made in order for the Town of Frederica to be inline with Kent County, State of Delaware, and United States laws and regulations. The town should incorporate these changes into its legal documents.

2-1d. Recommendations

Records Management: Frederica currently does not have a very well-developed records-management system. There is no complete copy of the town's code of ordinances. Former Town Council Secretary Rager has compiled the most complete version, but there are gaps where missing ordinances are referred to in the text. This code of ordinances needs to be completely overhauled. Historic records are sporadic at best, and minutes are kept in a book and written by hand. It is recommended that records be kept on a computer and backed-up on both a disk and in hard copy and stored in separate places.

Coordination: The only coordination effort that the town has with other governments is coordination with Kent County for sewer and building permits and inspections. The Town needs to work with the state and county to ensure common land use and future growth policies. More specific coordination initiatives are summarized in Chapter 3.

Communication: The Town currently distributes a monthly newsletter. In order to foster a community atmosphere, it is recommended that the town continue this practice. Also, as adequate funding becomes available the Town should explore the option of hosting a web page that would house information on town events, meetings, history, and attractions. Another possibility would be to post a sign board outside of the town hall listing information on upcoming town events and meetings.

2-2. Land Use Planning and Regulation Process

The Town Council, the Planning and Zoning Commission, and the Comprehensive Plan Committee collectively administer the land use planning and regulation process in Frederica. The Town Council is a five-member body that includes the mayor. The Planning and Zoning Commission is a five-person group with a chair, and the Comprehensive Plan Committee is a five-member group that includes the mayor.

The town last went through the process of comprehensive planning in the late 1980s. A comprehensive plan for Frederica was completed in 1988. The document addressed community goals, existing demographic and environmental conditions in the town, and future growth projections among other information. The planning process also incorporated a questionnaire of public opinion regarding planning issues in the town, with 56 persons respondents.

2-2a. Future Needs and Critical Issues

Zoning Ordinance: The lack of a zoning ordinance and map creates problems in enforcing and administering decisions made by these planning bodies. The adoption of a zoning ordinance will be crucial in ensuring the soundness of future land use planning and regulation in Frederica by delineating where certain land uses can take place within the town.

Subdivision Ordinance: Frederica also does not have a subdivision ordinance. A subdivision ordinance supports a zoning ordinance by detailing how properties should be prepared for specific development and land uses.

Annexation process: All annexations are now required by state law to be consistent with an adopted Comprehensive Plan, follow a multi-jurisdictional public process, be zoned at the time of annexation, and include a plan of services for the parcel to ensure adequate provision of all needed public services.

Progress reports: State law requires that municipalities annually provide the Office of State Planning Coordination with a report by December 31 that describes the implementation of their comprehensive plan and identifies development issues and trends since the plan was adopted.

2-2b. Goals and Policies

The Town of Frederica's community goals should be taken into account when land use planning decisions are made and when future land use regulations are crafted. In seeking to maintain and ensure Frederica's small-town atmosphere and traditions, the town should recognize and seek to protect the largely residential character of the community. Larger-scale commercial and/or industrial uses should be separated from residential sections of the community while encouraging the future development of new residentially scaled community commercial uses in and near the town center. The following goals are relevant to the town's land use regulation and planning process:

- a. To maintain and ensure Frederica's small-town atmosphere and traditions.
- b. To maintain and ensure a stock of sound housing.
- c. To ensure development that maximizes the use of land while minimizing costs to the town.
- d. To maintain and ensure a good quality of life for present and future residents.
- e. To provide adequate and suitable open space and facilities for recreational purposes.
- f. To protect wetlands, floodplains, ground water, and other natural environments.

2-2c. Recommendations

Land Use Ordinances: Whether individually or in concert as a unified development ordinance, the town should craft a zoning ordinance, zoning map, and subdivision ordinance that reflect the goals of the community. Relevant goals include maintaining Frederica's small town atmosphere, ensuring development which maximizes the use of land while minimizing the cost of this development to the town, and providing for open space and respect for surrounding environmentally sensitive areas.

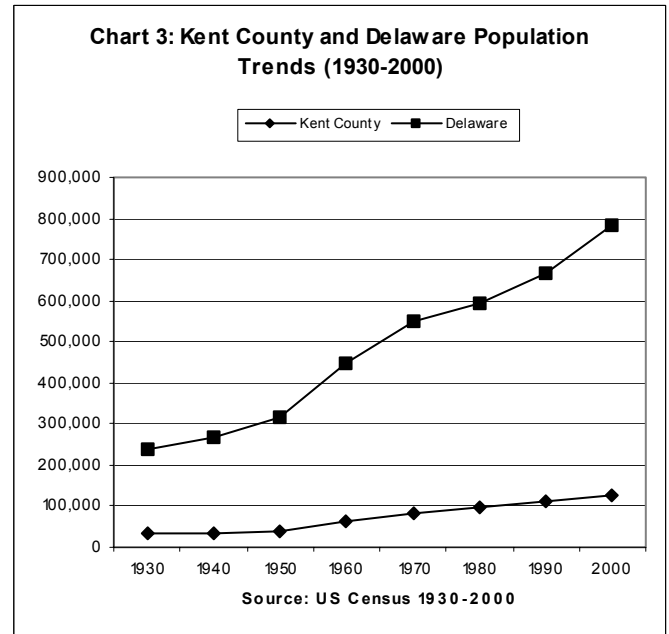
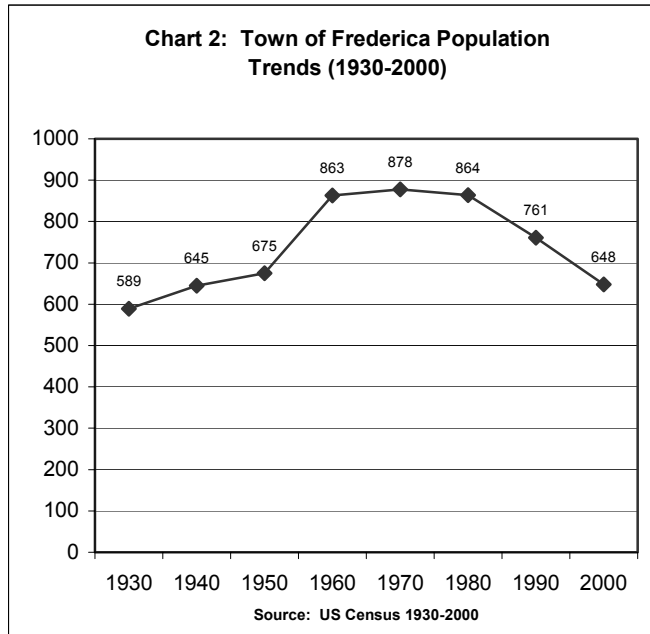
2-3. Demographics, Future Population, and Housing Growth

The following section offers a demographic profile of the Town of Frederica. Most of the data from this section has been drawn from the U.S. Census. It should be noted that there is some surveying error in these figures, so the data should not be taken as an absolute measure of the demographic conditions within the town.

2-3a. Population

According to the U.S. Census 2000, the Town of Frederica had a population of 648 residents in 1999. This was a 15% decrease from the 1990 census population of 761. During the same time period, Kent

County's population increased 14.1% and the State of Delaware's population increased 17.6%. Chart 2 depicts the population trends for the Town of Frederica for most of the past century. Chart 3 depicts population trends for Kent County and the State of Delaware over the same time span.



2-3b. Population Projections

Assuming that Frederica does not annex a significant amount of new territory, it is possible to estimate the future population. However, projections for populations as small as Frederica are very difficult to prepare accurately. The small size of the population makes it likely that slight inaccuracies or data errors in the current U.S. Census figures can become very large errors when projected into the future. These projections should not be considered accurate or binding and should be relied upon with caution.

Two simplistic population projections have been prepared for Frederica. The first method is a conservative projection we have labeled the "Low Projection." The University of Delaware's Center for Applied Demography and Survey Research (CADSR) prepares a series of population projections for the Delaware Department of Transportation based on small geographic areas called "Modified Grids." These projections are used for transportation-planning purposes.

Based upon the 2000 population of the selected study area (corresponding to an approximately 5-mile radius surrounding the town) and the proportion of this population that is made up by the population of the Town of Frederica, the future "low projection" for Frederica's population in 2010 and 2020 is given in Table 3 below. These projections are made with the assumption that the town will continue to take up 7.9% of the selected study area through the 20-year projection period. As shown in this "low projection," Frederica is expected to comprise 668 people in the year 2010, and 699 people in 2020.

Table 3. Frederica Low-Population Projection – Town as 7.9% of the Frederica Area

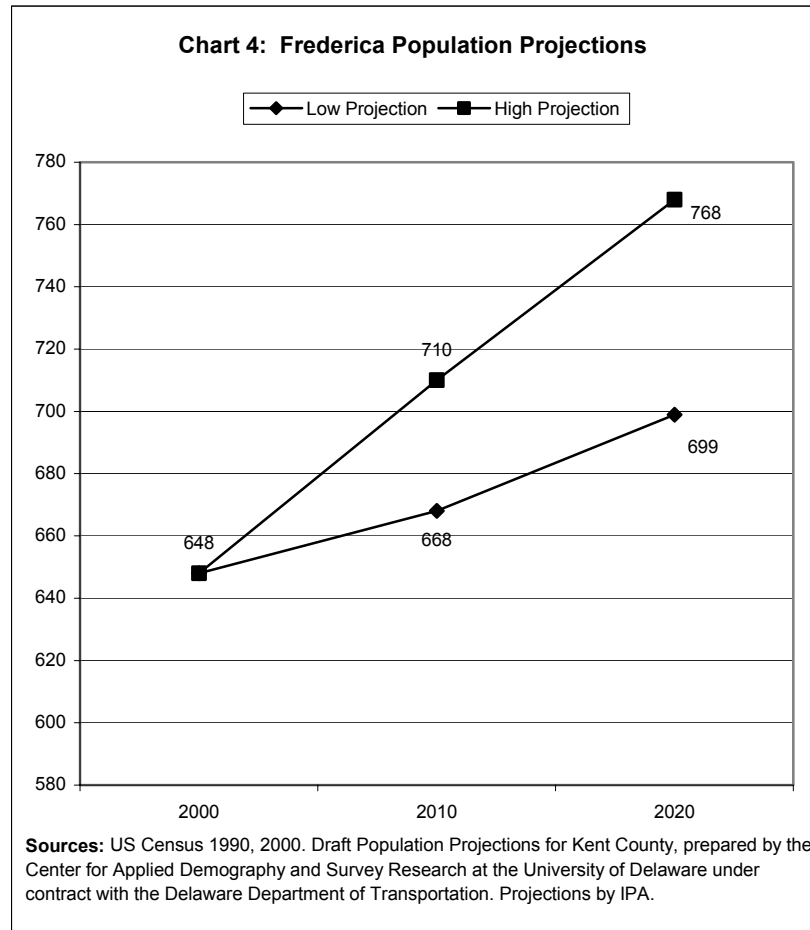
	2000	2010	2020
Study Area	8,167	8,461	8,853
Frederica (7.9%)	648	668	699
Pop. Increase	***	20	31
% Change	***	3.2%	4.6%
Sources: U.S. Census, 2000; Draft Population, Household, and Employment Projections for Kent County, prepared by CADSR at the University of Delaware under contract with the Delaware Department of Transportation, 2001. Projection by IPA.			

The second population projection is called the “High Projection.” In this projection, it is assumed that the growth rates for each decade will be the same as those projected for the remainder of Kent County by the Delaware Population Consortium. The growth rates projected for Kent County are 9.5% between 2000 and 2010 and 8.2% between 2010 and 2020. As shown in Table 4, Frederica is projected to grow to 768 residents by the year 2020 according to this method.

Table 4. Frederica High-Population Projection Using Kent County’s Decennial Growth Rates

	2000	2010	2020
Population	648	710	768
Pop. Increase	-113 (from 1990)	+62	+58
Source: U.S. Census 1990, 2000. Projection by IPA.			

Chart 4 displays a graphic comparison of both the “low projection” and “high projection” for Frederica’s population. As illustrated, the “high” and “low” projected populations differ by 42 in 2010. The projections diverge further in 2020, with a difference of 69 residents between the “high” and “low” projections for the Town of Frederica.



Using Frederica’s average household size of 2.63 from the U.S. Census 2000, it can be calculated that there will be a need for approximately 23 new houses by 2010 and 45 houses by 2020, if the high population projection is realized. The low population projection predicts the need for approximately eight new houses by 2010 and 19 new houses by 2020.

2-3c. Buildout Capacities

Discounting agricultural lands, with approximately seven vacant developable acres within the town’s boundaries, 14 houses could be constructed at two dwelling units/acre (du/acre), 21 houses could be constructed at three du/acre, and 28 houses could be constructed at four du/acre. With this rough estimate, the housing demand as projected with the high population projection would exceed the housing supply in town somewhere between 2010 and 2020, if houses were constructed at the density of four du/acre. The housing demand projected by the low population projection could be satisfied until at least 2020, if homes were constructed at the density of at least three du/acre. If the approximately 189 acres of land being used for agriculture and not constrained for development by its classification as wetlands are included in this calculation, then there is the potential for more than a sufficient amount of housing to be constructed to accommodate anticipated population growth in Frederica. With a total of 196 acres consisting of vacant, developable land plus land used for agriculture and currently classified as wetlands, 392 houses could be constructed at two du/acre, 588 houses could be constructed at three du/acre, and

784 houses could be constructed at four du/acre. A density of at least four du/acre is desired to provide for the efficient provision of sewer and water systems.

2-3d. Racial Composition and Change From 1990 to 2000

According to the U.S. Census 2000, Frederica's population of 648 comprised 455 whites, 174 blacks or African Americans, 1 American Indian or Alaskan native, 3 Asian or Pacific Islanders, 1 other, and 14 of two or more races. Table 5 lists the racial distribution for Frederica, Kent County, and the State of Delaware. Frederica's racial distribution is very similar to those found at the county and state levels. Whites represent a slightly smaller percentage (70%) of the town's population than that of the state (75%) and county (74%).

Table 5. Racial Composition in 2000

Race	Frederica		Kent County		Delaware	
	Number	Percent	Number	Percent	Number	Percent
White	455	70.2	93,106	73.5	584,773	74.6
Black or African American	174	26.9	26,180	20.7	150,666	19.2
American Indian or Alaskan Native	1	0.2	806	0.6	2,731	0.3
Asian or Pacific Islander	3	0.5	2,187	1.7	16,542	2.1
Other	1	0.2	1,611	1.3	15,855	2.0
Two or more races	14	2.2	2,807	2.2	13,033	1.7
Total	648	100	126,697	100	783,600	100
Source: U.S. Census 2000.						

2-3e. Persons of Hispanic Origin and Change From 1990 to 2000

According to the U.S. Census 2000, persons of Hispanic origin represented about 3% of Frederica's population. This percentage is slightly less than the state's Hispanic population (5%) and identical to that of Kent County. While the census indicated that the Hispanic population had grown at the state and county levels, the town's Hispanic population declined from 27 in 1990 to 21 in 2000. However, it should be noted that persons of Hispanic origin are a group that have traditionally experienced census undercount. The U.S. Census 2000 reported that about 3.6% of Frederica's population spoke English less than "very well." This percentage is slightly more than the 3% of persons who reported to speak English less than "very well" at the county level and slightly less than the statewide figure of about 3.9%.

2-3f. General Demographic Characteristics

Table 6, below, notes general demographic characteristics for the State of Delaware, Kent County, and the Town of Frederica as reported by the U.S. Census 2000. A summary of the relevant findings immediately follows this table.

Table 6. Profile of General Demographic Characteristics: Delaware, Kent County, and Frederica

	Delaware	Kent County	Frederica
Total Population	783,600	126,697	648
Age:			
17 years and under	24.8%	27.3%	29.5%
62 years and older	15.4%	14.1%	15.0%
Median Age (years)	36.0	34.4	35.4
Households:			
Total Households	298,736	47,224	242
Households with individuals under 18 years	35.4%	39.3%	37.4%
Householder 65 or older living alone	9.1%	8.4%	13.4%
Households with no vehicle available	8.0%	7.8%	7.0%
Single parent households	9.6%	11.5%	13.0%
Average household size (number of people)	2.54	2.61	2.63
Housing Units:			
Total Housing Units	343,072	50,481	266
Renter Occupied Units	27.7%	30.0%	31.3%
Vacant housing units	12.9%	6.5%	10.5%
Units built before 1960	30.2%	24.9%	69.2%
Units built before 1940	10.7%	9.8%	53.8%
Median Housing Value for owner-occupied units	\$130,400	\$114,100	\$76,300
Median Gross Rent	\$639	\$573	\$503
Income:			
Median Household Income	\$47,381	\$40,950	\$30,781
Individuals below poverty level	9.2%	10.7%	16.4%
Individuals 65 and older below the poverty level	7.9%	8.8%	12.6%
Selected Characteristics:			
Population 25 and over with High School Diploma	82.6%	79.4%	65.2%
Population 25 and over with Associate's degree or higher	31.6%	25.1%	12.1%
Population 21 and over with a disability	21.5%	22.8%	34.4%
Population 18 and over Civilian Veteran	14.4%	18.6%	19.1%
Population 16 and over in labor force	65.7%	67.1%	63.4%
Population 5 years and over who speak English less than "very well"	3.9%	3.0%	3.6%
Source: U.S. Census 2000.			

2-3g. Age of Population

The median age of Frederica's residents (35.4) is slightly less than the median age of Delaware residents (36) and slightly more than the median age of Kent County residents (34.4). More specifically, residents aged 17 years or younger and residents 62 years and older comprise a slightly higher percentage of Frederica's population than they do at either the state or county level. About 30% of Frederica's

population was 17 years or younger in 2000 compared to about 25% in the State of Delaware and 27% in Kent County. Similarly, 15% of Frederica's residents were 62 years or older, compared to about 15% in the state and 14% in Kent County.

The Delaware Population Consortium projects that the average age of residents of Kent County will increase over the next 30 years. The percentage of residents age 60 or over is projected to increase from 16.7 to 17.9 between 2005 and 2030, while the percentage of residents age 24 or below is projected to decrease from 36.8 to 36.1 over the same time period. If the town follows this projected countywide trend, then it would gradually age. Table 7 notes the projected age distribution of Kent County residents from 2005-2030.

Table 7. Projected Age Distribution of Kent County Residents, 2005-2030

Age	2005	2010	2020	2030
<5 years	7.4%	7.4%	7.3%	7.3%
5 to 14	14.4%	14.2%	14.1%	14.1%
15 to 24	15.0%	14.9%	14.8%	14.7%
25 to 44	27.2%	26.8%	26.7%	26.1%
45 to 59	19.3%	19.7%	19.9%	20.1%
60 to 74	11.2%	11.2%	11.5%	11.9%
75 to 84	4.1%	4.3%	4.4%	4.4%
85 and over	1.4%	1.5%	1.6%	1.6%
Source: Delaware Population Consortium.				

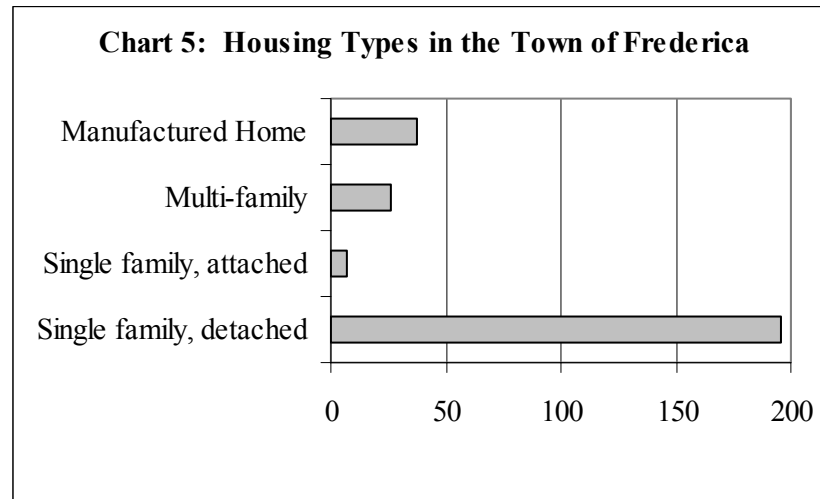
2-3h. Households

The profile of households in Frederica reveals the presence of a varied residential population. The average household size of 2.63 in Frederica is higher than the average household size at either the state (2.54) or county (2.61) level. However, a higher percentage of householders in Frederica live alone and are age 65 or older. About 13% of householders in Frederica live alone and are age 65 or older compared to about 8% at the county level and 9% statewide. The town has a higher percentage of residents age 21 or older with a disability than either the state or county. About 34% of Frederica's residents age 21 or older have a disability, while that percentage is about 23% in Kent County and about 22% statewide. Also, a slightly higher percentage of single-parent households were reported in Frederica than are found in the county or state. Finally, a slightly higher percentage of residents in Frederica have vehicles available to them than residents in the state and county. Only 7% of Frederica's residents do not have a vehicle available, while about 8% in the county and state do not have vehicles.

2-3i. Housing Units

The U.S. Census 2000 reported a decrease in the number of housing units in Frederica by 18% from 325 in 1990 to 266 in 2000. Between 1990 and 2000, the number of housing units increased by 18% in the State and by 20% in Kent County. A significant portion of the town's decrease in housing units was due to the reported decline in the number of manufactured homes, from 73 in 1990 to 37 in 2000. However,

an onsite survey of housing by IPA in October 2002 revealed there were 58 manufactured homes within the town. The composition of housing types in Frederica according to the U.S. Census 2000, is noted in Chart 5. The IPA October 2002 housing survey data are shown in Map 4.



Source: U.S. Census 2000

The vast majority (74%) of housing in Frederica is of the single-family, detached variety. Less than 10% of housing in Frederica is multi-family, with the remaining percentage made up mostly of manufactured homes.

The majority of Frederica's housing was constructed significantly earlier than that found in either Kent County or the State of Delaware. Nearly 54% of the housing in Frederica, 143 of 266 total homes, were constructed before 1939, while just over 10% of houses in the State and slightly less than 10% of houses in Kent County were built before 1939.

There is a significant population of renters in Frederica. Frederica's renter-occupancy rate of 31.3% is slightly higher than the 30% rate for Kent County and the 27.7% rate for the State of Delaware.

The median value of owner-occupied housing in the town is significantly less than the values found at the state and county levels. In 2000, the median housing values at the state and county levels were \$130,400 and \$114,100, respectively. As reported by the 2000 Census, the median housing value for owner-occupied housing in Frederica was \$76,300. As of February 2003, there were 12 Section 8 housing units within the town, as reported by the U.S. Department of Housing and Urban Development.

According to the U.S. Census 2000, nearly 90% of housing in Frederica was occupied. This is a slightly higher occupancy rate than the 87%-occupancy rate found in the state and slightly lower than the 94%-occupancy rate found in Kent County.

2-3j. Economic and Educational Characteristics

According to the 2000 Census, median household income in Frederica was \$30,781. This was significantly less than both the median household income in Kent County (\$40,950) and the median household income in the State (\$47,381). A larger percentage of Frederica's residents live below the poverty level than do residents at the county or state level. Approximately 16% of the town's population lived below the poverty level, while 11% and 9% of Kent County's and the State of Delaware's population, respectively, lived below the poverty level.

Reflective of a community with a significant retirement-age population, about 36% of Frederica's households receive social-security income, compared to about 27% in the state and about 26% in Kent County. Further reflecting this retirement population is that nearly 37% of Frederica's population age 16 and older is not in the labor force. This number is higher than the figures for both the county (33%) and state (34%). According to the U.S. Census 2000, about 26% of Frederica's residents who work are in sales and office occupations and about 21% work in production, transportation, and material moving occupations.

On average, residents of Frederica age 25 or older have less formal education than Kent County or State of Delaware residents. Approximately 65% of Frederica's residents have at least a high school diploma, and roughly 9% of Frederica's residents have a bachelor's degree or higher.

2-3k. Implications, Issues, and Future Needs

Housing and Property Maintenance: Nearly a third of the respondents to the February 2003 public questionnaire ranked property maintenance as the most important issue along the main roads in Frederica and in the immediate area. The age of the housing stock in the town creates both maintenance and public-safety concerns. Older homes are generally associated with an increased need for and greater expense related to maintenance. Also, older homes are often more susceptible to serious fires. The higher-than-average renter-occupancy rate in the town also raises concerns regarding housing maintenance. Generally, rental properties do not have as much attention paid to maintenance. Frederica's higher-than-average percentage of residents living below the poverty level, significant elderly population, higher-than-average percentage of single-parent households, and higher-than-average percentage of residents age 21 or older with a disability could inhibit the ability of these residents to maintain their homes.

Recreation and Childcare: A higher-than-average percentage of Frederica's population is 14 years of age or younger. This feature, coupled with the high percentage of single-parent households in Frederica, may result in significant demand for services such as recreation and childcare. More than 60% of respondents to the town questionnaire rated a town park as an important potential new facility. Some participants in the public workshop noted a lack of recreational opportunities for youth in the community. The adequacy of recreation opportunities and childcare facilities should be examined to ensure that this segment of Frederica's population is sufficiently served at present and in the future.

Medical Services: A higher than average percentage of Frederica's population is age 65 or older. The Delaware Population Consortium projects that the average age of residents of Kent County will gradually increase. If Frederica's population follows this trend, then there will likely be an increased need for services tailored to an elderly population. Combined with Frederica's large number of residents with disabilities, this elderly population may increase the need for the town to cooperate with EMS services to ensure that an adequate service level is maintained. Similarly, the town may need to cooperate with the local senior center and DART First State to ensure that adequate transportation is available for elderly and disabled residents to nearby healthcare facilities.

Adequate Access to Services: The presence of several groups of residents in the town, namely seniors, single-parent households, individuals living with disabilities, and lower income persons, may create the need for access to certain services including social services, public transportation, and affordable housing.

Non-English Speakers: Currently, According to the U.S. Census 2000, the number of non-English speakers in Frederica is not large. However, other communities in Delaware have experienced a large influx of Spanish-speaking persons. In the future, the town may need to take steps to ensure that adequate services and information are provided to non-English speaking residents.

2-4. Future Land Use and Annexation

2-4a. Strategies for State Policies and Spending

Pursuant to Titles 9 and 22 of the Delaware Code, most decisions concerning land use are made at the local and county levels; however, the state does influence the way development occurs through its spending and management policies. The state can reduce the negative effects of unfocused growth by making carefully considered decisions about building and managing highways, water and sewer systems, and other public facilities.

The state "Strategies for Policies and Spending" uses the following terms for the range of developed-through-undeveloped areas: communities, urban centers, employment centers, developing areas, environmentally sensitive developing areas, secondary developing areas, and rural areas. According to these classifications, the area within Frederica's municipal boundaries is considered a community area (see *Map 5. State Investment Strategies*). The state encourages new development and redevelopment and reinvestment in community areas. This includes the largely developed area west of U.S. Route 113 and a completely undeveloped area east of U.S. Route 113, currently classified as agricultural land and not included in the state agricultural preservation districts.

The area to the east of town is classified as a rural area. The state does not want significant development in these areas. To the west of town, most of the area surrounding Frederica lies within the state's secondary developing area. This area is drawn to reflect the boundaries of Kent County's growth zone, discussed below. A large agricultural parcel to the northwest of town has had its development rights purchased in perpetuity by the state through the Farmland Preservation Program. There are two other

agricultural parcels to the south of town that have entered the Farmland Preservation Program and are eligible to have their development rights purchased.

2-4b. Kent County Comprehensive Plan and Zoning of Adjacent Areas

The portion of Frederica west of U.S. Route 113 lies within Kent County's growth overlay zone, as defined by Kent County's Comprehensive Plan, adopted in March of 2002 (see *Map 6. Adjacent Areas*). This zone comprises the areas within two miles of the county's wastewater pumping stations. The County's growth overlay zone is bounded on the east by State Route 1 and runs north to south from Smyrna to Milford and east to west from Felton to Frederica. The county would like to see growth focused in this area since the infrastructure to support such growth is in place.

The areas adjacent to Frederica's boundaries are zoned by the county for low-density development in the form of Agricultural Conservation. This zoning classification allows for development in the form of 1–2.9 du/acre. The majority of the land surrounding Frederica on all sides is zoned in this manner. A few parcels located to the southeast of town along U.S. Route 113 are zoned for General Business Use. This use does not have a maximum density for development. Just to the west of town, lying to the north of Johnnycake Landing Road, are a few parcels zoned for medium and high-density development. The Medium-Density classification allows for 3–5.8 dwelling units per acre while the High-Density classification allows for 5.9–21 dwelling units per acre. To the south of Johnnycake Landing Road lies a collection of parcels zoned for Single-Family Residential and Agricultural Residential uses. The Single-Family Residential classification allows for 3.5 du/acre, while the Agricultural Residential classification allows for 1–2.9 du/acre. With exceptions noted, the vast majority of the area surrounding the Town of Frederica is zoned for low-density development.

2-4c. Public Participation Findings Relevant to Future Land Use and Annexation

The public participation process revealed several findings relevant to future land use:

- Items ranked as important community features included neighborhood shopping, parks, and open spaces.
- A majority of respondents to the community questionnaire felt there were not enough single-family homes on large or more modest-sized lots within town.
- A majority of respondents felt there were far too many manufactured homes within town.
- The most desirable future land use within the current town boundaries was commercial, while the least desirable future land use was industrial.
- Respondents generally favored local commercial and highway commercial uses over warehousing, construction storage, and heavy manufacturing uses.
- The most important potential new facilities to respondents were senior housing, a town park, more medical facilities, and more businesses and jobs for town residents.

The public participation process also revealed several findings relevant to annexation:

- A majority of respondents to the community questionnaire agreed or strongly agreed that the town should seek to annex new areas of land adjacent to the current town boundaries.

- Some residents who attended the public-participation workshop demonstrated a strong desire for expansion in order to acquire tax revenue to maintain adequate services in the town.
- Some residents at the public-participation workshop said that the town should resolve existing issues within the community before expanding beyond the current boundaries.

2-4d. Future Land Use within Existing Town Boundaries

The future land uses for areas within Frederica's existing boundaries are delineated on *Map 7. Proposed Land Use and Annexations* and are discussed in more detail below. The majority of the future land uses in town will remain residential. Residential uses are predominant in the area of town that lies west of Frederica Road. Future commercial uses are placed to coincide with existing commercial uses in town. Similarly, future institutional uses within town are generally placed to correspond with existing institutional uses. The few mixed-use sites scattered throughout town are also meant to represent the presence of existing mixed uses. Future agricultural uses will be situated on the two parcels lying east of U.S. Route 113.

It is recommended that open space uses be located near the wetland regions surrounding the Murderkill River, surrounding Frederica Road as it enters the town from the north, to the west of the school, and to the west of Frederica Road at the southern edge of town. In an effort to provide the town with opportunities for recreation, it is hoped that parks or recreation areas can be sited on those open space areas that are not environmentally constrained by the presence of wetlands. To promote economic growth in a location and of a scale that will not disrupt the community's small-town character, it is recommended that an office complex use be located south of the Murderkill River between U.S. Route 113 and Frederica Road. A town center should be established in the area approximately bordered by Market, Front, and David Streets and the Murderkill River. The town center can be described as a central business and community district containing residential, commercial, institutional, and recreational uses. It is hoped that this area will serve as a focal point for the community by providing central access to residential, neighborhood commercial, and recreational uses.

Recommendations

Zoning for Town Center: It is recommended that the town center future land use area be zoned to allow for single-family residential, local commercial, mixed community, and recreational uses. Proposed uses in the town center include a recreation area along the waterfront, moving the town hall and police station, and developing a proposed town museum into the now-vacant bank building. Also, it is suggested that part of the bank's parking lot be used as a recreation area for younger children.

Waterfront: It is recommended that some portion of the parcels currently being used for commercial purposes along the Murderkill River be redeveloped for use as a community recreation area.

Residential Manufactured Housing Zoning District: Manufactured homes fill the need for affordable housing for many of Frederica's residents. It is recommended that the town adopt a Residential Manufactured-Housing zoning district that seeks to balance the need for affordable housing with the aesthetic concerns of locating manufactured homes in and near the town's historic core. This district

could be located in the southwest portion of town where manufactured housing is now prevalent (see *Map 4. Housing Types*).

Historic Overlay Zoning District: When creating the new code, consider creating a historic-overlay zone of the Historic Register District, and establishing a Historic Review Board, to provide an additional layer of oversight for development and redevelopment in this area of historic structures (see *Map 8. Historic Resources*).

Reclassify State Strategies: The Town should work with the state to ensure that wetland regions east of U.S. Route 113, currently classified as Community Areas, be reclassified as Rural to reflect their environmentally sensitive nature.

2-4e. Proposed Annexations

The town has labeled two types of areas on its growth plan—Short-Term Growth Areas and Areas of Concern. The Short-Term Growth Areas are parcels that the town wants to annex within the next five years. Areas of Concern are lands about which the town would like to have some degree of input or control on land use and development activity because of the impact that may incur within the boundaries of Frederica. These areas may also be potential candidates for future annexation. The town would like to be informed by Kent County of any proposed development activity on this land and will agree to reciprocate and inform the county of any proposals brought to the town for consideration.

Frederica would like to annex land to ensure that the land uses in adjacent areas mesh with the town's existing community character and that there will be an adequate tax base to provide sufficient services to residents. It is the goal of the town to see that this land is developed efficiently, that open space is preserved, and that the ecology of the area is protected. That being said, the town's initial focus after the adoption of this plan should be to develop ordinances that allow the town to better control development both in the existing community and in any proposed annexation areas. The following section lays out areas the town may consider for annexation once the proper ordinances have been drafted and adopted. More details on these areas are provided on *Map 7. Proposed Land Use and Annexations*.

Short-Term Growth Areas

To the east, the town would like to annex one parcel of 27.7 acres. The owner of this property owns parcels at the eastern boundary of the town and would like to have all his property within the town's jurisdiction. The proposed use for this parcel is open space.

To the south, 13 parcels that total 120 acres would be used as residential, and it is recommended that they be zoned for cluster development. Most of these parcels are currently being used residentially. Also in the south, between U.S. Route 113 and Frederica Road, the town would like to provide a nearby location for employment uses. Five parcels that total 26 acres would be zoned commercial for higher-intensity use. These would differ from the character of the community's existing business district.

To the west of town, where there are already plans for residential development, the town would like to annex 15 parcels. These parcels total 84 acres; some of the parcels are already being used residentially. It is recommended that these parcels be zoned for cluster development.

Frederica's proposed annexation area includes plans to annex one parcel for open space use, 28 parcels for residential use, and five parcels for commercial use. This total of 34 parcels makes up approximately 257.7 acres. The town currently consists of about 451 acres and would grow to approximately 708.7 acres if the town were to annex all of the proposed area.

If the 204 acres annexed for residential use were developed at the density of four du/acre, this annexation and development would result in 816 new homes in the town. Using a household size of 2.63 persons, it can be projected that, at full build-out, Frederica's proposed annexation area would result in an increase in population from 648 persons as reported in the 2000 census to 2,794 persons.

Areas of Concern

The Town has identified a total of ten parcels as Areas of Concern. Four parcels are adjacent to the northeast boundary of Frederica, just to the east of U.S. Route 113, and do not include the Barrett's Chapel property. Five parcels are adjacent to the southern boundary of town along Frederica Road and form a contiguous area east of the Murderkill River. The last parcel is outside the town's northwestern boundary and is adjacent to the property that Frederica wishes to annex. This parcel is located due north of Route 12.

Recommendations

Moratorium: Frederica should enact a moratorium on annexations and new development pending the preparation and adoption of zoning and subdivision regulations.

Develop Ordinances: It is of critical importance that Frederica develop a comprehensive development ordinance, including zoning and subdivision regulations, in order to better manage land uses within its existing boundaries. It is also critical that the town adopt a zoning map. This step should be completed before the town pursues any annexation of land.

Cluster Development: It is recommended that those parcels annexed for residential uses be zoned for cluster development. Cluster-development techniques regulate the density of development on a parcel while allowing some design flexibility in order to preserve open space. Smaller lots, narrower streets, and public open space are some characteristics of cluster development.

Development in Surrounding Area: It is important that Frederica remain aware of new development proposals in areas surrounding the town. The town should enter into a memorandum of agreement with Kent County for reciprocal notification and coordination on land use and development activities within the area of concern.

2-5. Provision of Utilities, Community Services and Facilities, and Transportation

2-5a. Utilities

Utilities include services such as water, sewer, electricity, cable television, and propane. These services are essential to town residents and businesses.

Water System

The Town of Frederica operates a central water system that supplies water for properties within the municipal boundaries. There are no bulk users on the system. A licensed water operator works part-time for the town (approximately 12 hours per week). There are two wells in town identified as Well #3 and Well #4. Pumping alternates between the two wells, although well #4 is the primary source. As has been done in the past, the two pumps could run together. A treatment plant is located at each well site and there is the capability to add fluoride to the water at Well #3 although this is not currently being done. Well #3 is located at the water tower on Water Alley between Frederica Road and Market Street. Well #4 is located behind Lake Forest East Elementary. Both wells draw water from the Frederica Aquifer at a depth of 143 feet. The Frederica Aquifer is not currently identified as a restricted water source.

Frederica is authorized by the state to pump no more than 300,000 gallons of water per day and no more than 3.9 million gallons of water in any month. In the year 2000, the average daily use was 71,021 gallons. The peak monthly usage for the year 2000 was 2.421 million gallons. Accounting for this peak monthly usage, it can be calculated that Frederica's water system has an available monthly capacity of 1.479 million gallons, or 49,300 gallons per day. With 49,300 gallons per day available, Frederica's water system could accommodate approximately 164 new homes at a consumption rate of 300 gallons of water per day. This could easily support the 21 new homes that would comprise a full build-out of the town's vacant developable land. However, a residential build-out of land within the town's boundaries being used for agriculture combined with a build-out of the town's proposed annexation area would require that the town seek additional capacity and storage. A build-out of the lands within the town boundaries and in the proposed annexation area at a density of 4 du/acre could add 1,600 homes to Frederica's water system and consume approximately 480,000 gallons of water per day, in addition to current consumption.

Sewage System

The sewer service within the Town of Frederica is provided by Kent County. The county reports that the limiting factor in most systems is the pump station. In this case, the pump station is operating far below capacity. The current flow-rate capacity is 620 gallons per minute, or 893,000 gallons per day. The system's reserve is 686,000 gallons per day. Currently, the system's average use is 69,000 gallons per day. The pumping station is located on the south end of Market Street at the lowest point in town. Assuming that new houses would use approximately 300 gallons per day of wastewater capacity, the sewer system could support more than 2,000 new houses with this system reserve of 686,000 gallons per day—enough to serve all projected growth during this planning period.

Electricity

Conectiv, a private electric company, provides electricity for the Town of Frederica.

Cable Television

Comcast Cable provides cable television service for the Town of Frederica's residents. Comcast Cable provides a variety of cable plans, including digital cable, as well as high-speed Internet access.

Propane

Many residents in the Town of Frederica have propane tanks. The residents choose their own propane provider. Several companies in the area provide propane, and they are responsible for the upkeep of the tanks and related equipment.

2-5b. Community Services and Facilities

Community services constitute a network of interrelated public and semi-public activities that give each jurisdiction its own identity. Examples of community services include police, fire, and health care services. These services not only affect the attractiveness of a community as a place to live, work, and do business, but also influence a jurisdiction's growth pattern. This section discusses the governmental and community services available to the residents of Frederica.

Postal Service

Frederica is served by a United States Post Office. The post office is located at 128 Front Street, just inside the western boundary of the town. Everyone within the town limits is required to have a post office box and those outside the limits may rent a box.

Senior Services

There is one senior center in Frederica. The Frederica Senior Center is located at 201 South Market Street. It is a privately run nonprofit organization (Frederica Adult Center, Inc.) that was started in 1974. Its current director is Troy Dennis. It is not an assisted living center, but it does provide outreach, community activities, and meals to 50 to 75 community members daily. The closest senior services outside of Frederica are in Milford and Harrington.

Health Care

Table 8 lists health care facilities in close proximity to Frederica.

Table 8. Health Care Facilities Serving Frederica, 2002

Facility Name	Milford Memorial Hospital	Kent General Hospital
Location	21 W. Clarke Avenue, Milford	640 S. State Street, Dover
Distance from Frederica	11 miles	11.5 miles
Founded	1938	1927
No. of Beds	168	231
Additional Services	Audiology, Diagnostic Imaging	Dialysis, Intensive Care

Social Service Centers

The closest state service centers to Frederica are the James W. Williams State Service Center in Dover and the Milford State Service Center Campus in Milford. Both these centers are located approximately ten miles from the town.

Places of Worship

There are three places of worship in the town. Trinity United Methodist Church and the Church of God are located on Front Street; Hubert AME is located on Jackson Street.

Trash Removal

Browning-Ferris Industries Waste Systems (BFI) performs trash removal services in the town on Mondays. The trash is manually picked up and taken to the Kent County landfill. The town contracts with BFI and bills residents individually for trash removal services. There is no curbside recycling. The nearest recycling center is located at 1289 Frederica Road within the town boundaries and is open to the general public. It accepts newspapers, magazines, phonebooks, plastic narrow-neck bottles, steel, aluminum, empty aerosol cans, clear, brown, and green glass, corrugated cardboard, household batteries, motor oil, oil filters, and plastic grocery bags.

Stormwater Management

There are no stormwater management systems maintained by the town, which is typical of other communities of similar size and age. Stormwater quantity and quality management in the developing areas of town are being addressed through stormwater retention/detention ponds. The Senior Center is the only facility in town that has a stormwater management plan approved by the Kent County Conservation District. This is of special concern for the former mill site, which drains directly into the Murderkill River.

Fire Services

The Town of Frederica has one fire company within the town limits. The Frederica Volunteer Fire Company, Station 49, serves the town and the surrounding area. The official boundaries of the station's area include Canterbury Road, Reynolds Road, and Indian Point Road (about a five-mile radius). The station is located at the intersection of Front Street and Frederica Road. It has four trucks, a heavy rescue vehicle, a tanker, a cab pumper, and a refurbished 1936 REO Speedwagon. In addition, it has a search-and-rescue boat that the majority of volunteers are trained to operate. If scuba search and rescue is required, the State Police are called. The fire company has 80 volunteers, of which approximately 20 are very active and 40 are active. The current fire chief is Telford Rager; the assistant chief is Craig Beebe.

In addition to fire services, the Frederica Volunteer Fire Company also provides a paid ambulance every other weekday, Monday through Friday. There are seven ambulance members within the fire company. By agreement, the Bowers Beach Volunteer Fire Company provides coverage on the other days.

Emergency Medical Services

Kent County Paramedics provide emergency medical services (EMS) to Frederica. Kent County EMS provides the advanced-life-support paramedic unit, while local fire companies provide ambulances used to transfer people to a nearby hospital. Table 9 shows the three EMS locations in Kent County.

Table 9. Kent County Emergency Medical Services, 2002

Station	Location	Town
Medic Station / North	Wheatley's Pond Road	Smyrna
Medic Headquarters	911 Public Safety Building	Dover
Medic Station / South	52 Hanley Street	Harrington

Police Services

The Town of Frederica currently employs two full-time police officers. The police office is in town hall, and a garage stores two vehicles. Speed enforcement along U.S. Route 113 has been a particularly troublesome issue for Frederica since the legislature passed Senate Bill 162, which requires municipalities to post signs designating speed enforcement zones on major state highways if they wish to ticket motorists for speeding. Frederica was recently given permission by the state to resume limited highway patrols.

State Police Troop 3, located at 3036 Upper King Road in Dover, provides backup service to the town.

Library Services

The two libraries closest to Frederica are Harrington Public Library and Milford District Free Public Library. The Harrington Public Library is located at 110 Center Street in Harrington, 12 miles away

from Frederica. The library has 15,000 books, 26 periodicals, and five newspapers, as well as the Delaware Collection. The library provides photocopier access and InterLibrary Loan (ILL) Service.

The Milford District Free Public Library is located at 11 South East Front Street in Milford, eight miles away from Frederica. It is restricted to residents of Delaware. The library has 48,000 books, 100 periodicals, 7 newspapers, and 1,500 videos, as well as the Milford Chronicle from 1883–1992 on microfilm. The library provides microcomputer access, photocopier access, and InterLibrary Loan (ILL) Service.

The Kent County Library provides the Kent County Bookmobile. It comes to the Front Street Church parking lot in Frederica once per week on Mondays from 12 noon to 6 p.m.

Schools

The Town of Frederica is located within the Lake Forest School District. It covers approximately 170 square miles and serves a total of 3,470 students in southern Kent County as of 2001. There are nine schools in the district as listed in Table 10. There are six school board members including a president, a vice president, and an executive secretary.

Table 10. Lake Forest School District, 2002

Name	Location	Grades
Lake Forest East Elementary	Frederica	K to 4
Lake Forest North Elementary ILC	Felton	Special
Lake Forest North Elementary	Felton	K to 4
Low Incident Special Programs	Felton	Special
Lake Forest South Elementary	Harrington	K to 4
Delaware Early Childhood Center	Harrington	Special
W. T. Chipman Middle School	Harrington	7 & 8
Lake Forest High School	Felton	9 to 12
Lake Forest Central Elementary	Felton	5 & 6

Lake Forest East Elementary lies within Frederica's borders at 124 West Front Street. It has approximately 350 public school students in kindergarten through fourth grade. Children living in Frederica go to this school, which also has a playground for the students and the community.

After attending Lake Forest East Elementary, Frederica public school students go to Lake Forest Central Elementary for fifth and sixth grades, then to W. T. Chipman Middle School for seventh and eighth grades, then finally on to Lake Forest High School for grades nine through twelve.

The Delaware Department of Education recommends that the Town of Frederica work with current and future developers to set aside lands for school construction. Lands can be held for school use for a period of time and then revert back to the developer for additional development if the lands are not required.

Recreation and Open Space

The elementary school in the town provides the only recreational facilities in Frederica. Nearby parks include Lebanon Landing County Park in Dover and Killens Pond State Park in Felton, which offers fishing, boating, swimming, and other recreational activities.

Critical Issues and Future Needs

Police Services: Citizens have expressed concern about a lack of local police and that the state police take too much time to respond to a call. The results of the public-opinion questionnaire of January 2003 indicate a general dissatisfaction with police services in town. They feel that the problem could be solved if Frederica would hire more officers. The large number of single-parent households in town also suggests that the town may need additional police coverage, as most youth crime typically takes place between the hours of 3 p.m. and 6 p.m., when children may be left unsupervised. If the town wanted to have 24-hour coverage, it would need a minimum of five full-time officers. This is based on each officer working 2,080 hours (8 hours/day x 5 days/week x 52 weeks/year) with 280 hours of leave for vacation, sick days, etc. However, this ignores other duties that make an officer unavailable for patrol and assumes that one officer could patrol the entire town. These considerations should be taken in account in order to provide the proper level of police protection.

Fire Services: Frederica should inform the fire company about new development, particularly when development involves buildings higher than two stories, in order to ensure that the firefighters have the proper training and equipment.

Parks: Both younger and older residents of Frederica could benefit from the recreational opportunities afforded by a park or other recreational facility. The elementary school's playground provides the only recreational area within the town. It should be noted that a town playground for younger residents (under school age) would be beneficial as the school playground tends to be used by older children. Delaware's Greenway and Trail Program, administered by the State Department of Natural Resources and Environmental Control, Division of Parks and Recreation, is a "statewide initiative to preserve and protect corridors of open space, and where appropriate, enhance these areas with trails and paved pathways." This Division annually awards funds on a competitive basis through the Delaware Land and Water Conservation Trust Fund for parkland and greenway-corridor-land acquisition, construction of outdoor recreation facilities, and the construction of trails and river walks. For more information, contact DNREC's Grants and Community Assistance Administrator at 302-739-5285.

Senior Services: There is a significant elderly population within the town. Currently the Senior Center in town is in the process of relocating across the street. The median age of residents of Kent County is projected to increase; if this trend affects Frederica then the adequacy of senior services in the town should be examined.

Social Services: There are many residents in Frederica who may benefit from social services programs. Senior citizens, low-income persons, persons with disabilities, and single-parent households are among the groups who may qualify for social services. While the number of Spanish-speaking persons in town

is now low, other areas in Delaware have experienced a rapid growth in their non-English-speaking population. The town should examine population trends to ensure that their population has adequate levels of transportation and access to the James W. Williams State Service Center in Dover or the Milford State Service Center Campus in Milford, which are both located within ten miles of Frederica.

Water System: The town's water system is owned and maintained by the town. Annual system maintenance is not budgeted for, with periodic maintenance being completed and paid for out of the general fund. However, the system is relatively new and recently upgraded, and there are not many water-main breaks each year. However, there have been some recurring problems along the streets in town that experience a lot of truck traffic. The January 2003 questionnaire of public opinion found that 48% of respondents were very unsatisfied with drinking-water services in town.

Stormwater Management: Numerous residents expressed concerns over drainage issues during the public participation workshop. Because the town does not have a stormwater-management system, rainwater and pollutants are free to enter streams and wetlands via sheet runoff and a series of ditches. This has the potential to seriously foul the town's environmental resources. If at some point, the town grows to the extent that one of the state-maintained roads needs to be widened or otherwise upgraded, the state will be required to upgrade the stormwater-management system in that corridor. In that eventuality, Frederica will need to work closely with DelDOT to ensure that stormwater-management facilities are carefully located to minimize the impact on historic and aesthetic resources.

DNREC has been developing some new, low-impact stormwater regulations that may reduce the need for stormwater-management basins. However, it is possible that these regulations may or may not be compatible with the character that the town would like to maintain. When they become available, it will be important for the town to review them carefully and adopt those parts that are compatible with their small-town character.

Goals and Policies

The following community goals are relevant to the provision of community services in the Town of Frederica:

- a. To maintain and ensure Frederica's small town atmosphere and traditions.
- b. To maintain and ensure a decent quality of life for present and future residents.
- c. To provide adequate and suitable open space and facilities for recreational purposes.
- d. To protect wetlands, floodplains, ground water, and other natural environments.

Recommendations

Police Services: To ensure adequate police service in town, Frederica needs to continue to cooperate with State Police until the point at which they are able to provide their own additional full-time officers. The town should also consider contacting the Delaware Criminal Justice Council at 302-577-5030 to inquire about eligibility for various local law enforcement grant programs.

Public Safety: The Town should consider instituting a volunteer-based “Crime Watch” program so town residents can take an active part in community safety. Also, a volunteer-based “Kid Watch” program may be considered so that recreation areas could be supervised by parents on a rotating basis.

Parks: To ensure sufficient quality of life for town residents and provide viable and worthwhile recreation opportunities within town, options should be explored to site a town park on vacant town land. In seeking to provide residents with adequate open space and recreation opportunities when developing a zoning and subdivision code, the Town should require that any new developments set aside a percentage of unconstrained land for recreational purposes and ensure that existing open spaces are protected from development that prohibits their recreational use.

School: The Town should investigate the possibility of using school facilities for community purposes. The building may be able to provide indoor facilities for town programs and activities.

Water System: The Town should consider instituting a capital improvements program to help deal with repairs and upgrades to the water system in a systematic manner. Also, in response to apparent dissatisfaction with the town’s drinking water, the town should attempt to clarify what residents do not like about drinking water in town and aim to correct that problem.

Stormwater Management: To better address drainage issues, the Town should work with the Kent County Conservation District to make stormwater management improvements as possible and assure that all new development addresses stormwater quality and quantity issues. The Kent County Conservation District can be contacted at 302-697-6176.

2-5c. Transportation

The Town of Frederica is located directly west of U.S. Route 113 (See *Map 2. Roads and Boundaries*). A traffic count conducted by DelDOT in 1996 estimated that 42,060 vehicles use the highway daily. This creates many transportation concerns for the town, such as increased traffic in and around the town, speeding concerns, and pollution. Many respondents to the public-opinion questionnaire administered in January 2003 mentioned that there was too much traffic in the town during the summer and generally too much truck traffic.

The Delaware Department of Transportation maintains the four major streets throughout the town—DuPont Boulevard (Maintenance Road #8), David Street, from Front Street to DuPont Boulevard (Maintenance Road #10, 34 East Bound), Front Street, from Dupont Boulevard to the western town limits (Maintenance Road #10, 34 West Bound), and Market Street, from the Murderkill River to DuPont Boulevard (Maintenance Road # 389). The Department currently has no plans for any upgrades to these streets.

The Corridor Capacity Preservation Program was established in 1996 under Title 17, Section 145 of the Delaware Code to preserve selected existing transportation facilities. The portion of U.S. Rt. 113 that runs through Frederica is one road section that has been targeted for preservation under this program. The Corridor Capacity Preservation Program has five primary goals:

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

In pursuit of these goals, DelDOT is converting this corridor to a limited-access highway. In Frederica, two interchanges are planned that will facilitate this conversion. The Town will need to coordinate with DelDOT regarding land use that may impact the SR1/U.S. Rt. 113 corridor.

The town is responsible for maintaining approximately 2.1 miles of local streets. Jackson Street recently experienced repaving. There is no long-term budgeting for the maintenance and repair of local streets and sidewalks. Funding for repairs comes through Municipal Street Aid Funds. It should be noted that 34% of respondents to the January 2003 public-opinion questionnaire were not satisfied or were very unsatisfied with street maintenance in town.

Frederica contracts for snow removal on streets on an as needed basis. Town residents are responsible for removing snow from their sidewalks. Over 60% of respondents to the public-opinion questionnaire indicated they were either satisfied or very satisfied with snow removal in town.

According to the town's charter, the Town Council may "direct the paving or improving of the sidewalks [in town]," and the Town may charge owners for improvements to sidewalks if residents do not comply with a resolution to improve sidewalks. Generally, sidewalks are extensive near the historic core of the community and become scarcer as one ventures away from the town center. There are no sidewalks along Frederica Road as you enter town, and this area of the community is generally not very pedestrian-friendly. The town-center area between Front Street and St. Agnes Street is generally lined with sidewalks. Also, sidewalks line Front Street from the Fire Company to the elementary school. Sidewalks are incomplete in the southwest portion of town, south of St. Agnes Street, and in the two blocks north of Front Street. Where sidewalks do exist, they could benefit from repair as many segments have cracked or shifted over time.

There is Paratransit service in Frederica, offered as a "demand-response" form of transit. Eligible residents must call at least 24 hours ahead of time to receive the service and are picked up at their home. This service is offered six days a week; it is not available on Sundays. Persons must meet the Americans with Disabilities Act (ADA) requirements to be eligible for this service. There are no DART First State stops in the town. The closest DART First State Park-and-Ride locations are at the Holy Cross Church in South Dover (on Bus Route 303) and the Faith Community Church on South DuPont Highway, on both Bus Route 303 and Bus Route 104. Bus Route 303 runs from Dover (north of Frederica) to Milford (south of Frederica).

According to the 2000 U.S. Census, no residents use public transportation to commute to work, while 20% carpool to work. Sixteen percent of these residents are employed outside of Kent County. Seven percent of Frederica's households do not have access to a vehicle. Of those Frederica residents 16 and older who work outside of their home, the mean travel time to work is 23.4 minutes. This figure

generally corresponds to the 86% of community questionnaire respondents who indicated that they have an average commute distance of more than 20 miles.

Critical Issues and Future Needs

Street Maintenance: As mentioned above, the public opinion questionnaire indicated some dissatisfaction with the way that streets are maintained in town. The Delaware Center for Transportation (302-831-1446) at the University of Delaware provides training and assistance to towns in order to establish maintenance schedules, inspections, lifecycle costing, and budgeting for town maintained streets.

New Construction: The Delaware Department of Transportation has plans for two new interchanges affecting Frederica that are noted on *Map 2. Roads and Boundaries*. There is a conceptual plan for an interchange connecting Frederica Road and State Route 20 about one mile south of town. This would eliminate the need for trucks to cross SR 1/U.S. Rt. 113. Funding has already been allocated for an interchange about one mile north of town connecting Market Street to SR 1/U.S. Rt. 113, thereby eliminating the need for merging vehicles to cross oncoming traffic. This interchange is projected to be completed sometime before the end of fiscal year 2009. Access will be provided to SR 1/U.S. Rt. 113 north and south from both interchanges.

Metropolitan Planning Organization–Identified Issues: The Dover MPO Future Transportation Assessment projected several transportation segments to be deficient by 2020. One of these was SR1/U.S. Rt. 113 from Frederica north to State Route 9. One planning alternative included all the roadway upgrades, widening, and new construction that the MPO members agreed they could support in terms of location and scope. Another of the upgrades suggested was to SR 1/U.S. Rt. 113 from Frederica south to SR 1 at Milford.

Public Transportation: The complete lack of bus service in Frederica is a concern. The prevalence of carpooling suggests that there may be a market for public transportation to employment centers. While the U.S. Census 2000 reported that only 7% of Frederica's households did not have a vehicle available, the relatively high percentage of town residents who either live below poverty level, are elderly, or live with a disability suggest that access to public transportation would be beneficial to a significant portion of Frederica's population. Further supporting this potential demand for public transportation in Frederica is the fact that 62% of respondents to a January 2003 questionnaire either agreed or strongly agreed with the statement that there is not adequate public transportation linking Frederica to larger towns like Harrington, Milford, Dover, and the resort areas.

Pedestrian Orientation: The compact nature of the town and the existence of sidewalks along most of the main streets enable Frederica to be fairly easy to navigate on foot. In seeking to maintain Frederica's small-town atmosphere, it is crucial that this remain the case. Ensuring future pedestrian-friendly infrastructure will entail maintaining and expanding the sidewalk network, where appropriate, to encompass those areas closest to the town center not currently serviced by sidewalks.

New Development: A majority of respondents to the public-opinion questionnaire indicated that they either strongly agreed or agreed with the idea that new roads should be designed to link to the existing town street system. This opinion should be taken into account as future development occurs.

Truck Traffic: Many respondents to the public-opinion questionnaire indicated that there was too much truck traffic going through town. This can cause an increased need for street maintenance and result in a dangerous situation, as large trucks travel down narrow streets. Also, heavy trucks traveling on streets may result in an increased need for maintenance to the town's water mains and older buildings.

Recommendations

General Maintenance: Frederica needs to determine where street maintenance is a problem. Then, the Town can coordinate with DelDOT in order to assure timely upkeep of major roadways and develop a maintenance schedule and budget for town-maintained streets.

Capital Improvements Program: In order to deal with street and sidewalk maintenance in a more timely and efficient manner, the Town should consider establishing a capital improvements program so that necessary improvements can be identified, sources of funding can be located, and the bidding and project-scheduling process can be accomplished in an orderly fashion.

Truck Bypass: The Town should enter into discussions with DelDOT concerning the feasibility of a bypass that would re-route truck traffic around town to reduce the stress put on local roads.

Public Transportation: Begin discussions with DelDOT aimed at bringing DART First State service to Frederica.

Encourage Pedestrian-Friendly Design: The Town should actively seek to maintain the pedestrian orientation of the town by adequately maintaining existing sidewalks and, where possible and appropriate, expanding the sidewalk network to those areas of town closest to the town center that are not already served by sidewalks. The formation of a capital improvements program would be helpful to guide this effort. Also, it is recommended that an ordinance be adopted to require that new developments have sidewalks and that the new code include pedestrian-friendly provisions such as requiring trees along streets in new developments, limiting lot sizes, making residential driveways one-vehicle-wide at the curb, and minimizing the presence of large parking lots.

Integrate New Streets: In seeking to maintain a small-town atmosphere while growing, the Town should require that streets in new developments link to the existing town street network.

2-6. Natural Resources

Frederica is located in an upland area that contains some of the best farming soils in Delaware. The nature of the surrounding environment includes a marshy region to the east, along the Murderkill River, which is the primary environmental feature of the area. The river is 19-miles-long and flows east past Frederica and through Killen's Pond State Park. The Murderkill is navigable from Frederica to the

Delaware Bay at Bowers Beach. Historically, Frederica was a heavily wooded area. Currently, there is an evergreen forest to the northwest and a deciduous forest in the southwest portion of the town.

The town is located at the confluence of the Murderkill River and Spring Creek. These tidal waterways provide a critical habitat corridor between the vast forests and wetlands of the Milford Neck region to the east of town and those of Killens Pond State Park and Norman G. Wilder Wildlife Area to the west. The wetlands and associated riparian forest buffers adjacent to the town itself also provide habitat for a host of both common and rare and threatened species of terrestrial and aquatic plants and animals. Bald eagles were seen just south of Frederica in 2003 by DNREC staff. Thus, DNREC would like to see Frederica's plan protect this area.

Much of the land adjoining the town is in a State Resource Area due to their unique conservation and recreational value. Some of this land near the town is in the State's Natural Areas Inventory due to unusual flora and fauna, or has biotic, geological, scenic, or archaeological features of scientific or educational value. Additionally, the State has targeted lands within Frederica's identified Areas of Concern for potential protection or acquisition based on the value of existing natural features. DNREC has recommended that the town investigate the protection options that are available and make them known to the current landowners of these areas.

The topography of Frederica is relatively flat, with the land gradually sloping downward towards the banks of the Murderkill River. The maximum elevation of 20 feet is located in the northwest part of town. The general elevation is between 10 and 15 feet on the western side of town and gradually changes to an elevation between 5 and 10 feet on the eastern side.

2-6a. Floodplains and Wetlands

The majority of land in Frederica consists of well-drained, upland areas that are suitable for agricultural and development uses. The well-defined floodplain is located along the Murderkill River (see *Map 9. Environmental Resources*). This area is necessary for proper drainage and natural stormwater management. The region consists of marshland, typified by poorly drained soils that retain water year-round. Root mats and other wetland vegetation are responsible for slowing floodwaters and distributing floodwaters more evenly, which helps prevent erosion and reduce flooding. In addition, these wetlands perform many valuable ecological functions for area wildlife and are best left undisturbed. The wetlands along the Murderkill are classified Tidal and are subject to state regulation.

The surface area of Frederica has been determined by DNREC as having excellent recharge properties that the Town should consider protecting. The Frederica aquifer is primarily formed of sand and gravel. Because the aquifer is located near the ground surface, it is vulnerable to contamination and is not generally used as a drinking-water source. Recharge of the Frederica aquifer occurs in its subcrop area of sand overlain by the Columbia Formation.

2-6b. Soils

According to the *USDA-NRCS Soil for Kent County, Delaware* (1971), the soils in the immediate town limits belong to the Sassafras Series. This group of soils, which is formed in very old, sandy sediments,

is generally easy to work with, being suitable for most uses. The majority of Frederica consists of SaB, Sassafras sandy loam, which has a gradient of a two-to-five-percent slope. The survey points out SaB is “one of the most productive soils in the country, and it is the most extensive of the well-drained soils. It is intensively cropped, especially where it occurs in large areas.”

Other classifications of Sassafras soils exist in small amounts such as SaA and SaC2 in the north of town and SaC3 in the south. The difference in classification is determined by the slope and level of erosion in these areas. The area east of Frederica is primarily Tidal Marsh, a soil that is brackish and consists of stratified sand and clay. This soil is not used for farming, and mainly provides food and cover for wildlife.

2-6c. Total Maximum Daily Loads (TMDLs)

Frederica is located in the mid-Murderkill River segment (DE220-003), a 9.2-mile stretch between McCauley and Coursey Ponds to the confluence with Spring Creek. Because of high nutrient and bacteria levels, DNREC has identified this segment as quality-limited water. Section 303(d) of the 1972 Federal Clean Water Act requires the determination of TMDLs to quality-limited waters. A TMDL is the maximum amount of a pollutant that a waterbody can assimilate without violating the water-quality standards of that state. The proposed TMDL for the entire Murderkill River, promulgated in 2001 by DNREC, is 966.3 pounds per day (lbs/d) for nitrogen, 123.3 lbs/d for phosphorous, and 672.1 lbs/d for oxygen consuming compounds (CBOD5).

Critical Issues and Future Needs

Water Quality: It is imperative that Frederica and Kent County preserve water quality for the residents and address TMDLs set by the state through DNREC. Currently, the Kent County Wastewater Treatment Plant, a point-source contributor affecting the Murderkill River, is exceeding TMDL releases of nitrogen and phosphorus, even though the plant has not reached its maximum capacity of 15 million gallons per day. The wastewater treatment plant is located approximately two miles to the south of town on the Murderkill River. As for non-point contributors, such as agricultural runoff, DNREC is requiring a 30-percent reduction of nitrogen and 50-percent reduction of phosphorus as stated by regulated TMDLs.

Goals and Policies

The following community goal should guide the Town of Frederica’s policies regarding natural resources:

Goal: To protect wetlands, floodplains, ground water, and other natural environments.

Recommendations

Compliance with TMDLs: To comply with current state regulatory TMDL requirements, it is recommended that Frederica carefully monitor Kent County Wastewater Treatment Plant activities that may impact the town and any potential redevelopment along the Murderkill River. At this time there

will be no action by the state to restrict new connections to the treatment plant, but the Town should consider adopting Best Management Practices (BMPs) as part of new codes that will reduce non-point nutrient loads. These include creating Riparian buffers along waterways and ditches, limiting the use of fertilizers in public areas, and vigilance in protecting the wetlands and forests. Furthermore, the Murderkill Tributary Action Team, a diverse group of citizens and state and county officials, is drafting a Pollution Control Strategy to achieve non-point TMDL requirements. It is suggested that the town become involved with the actions of this team.

Protection of Wetlands: It is recommended that Frederica protect the wetlands that line the shore of the Murderkill River by adopting protections for these areas in the new code. These areas have an ecological value associated with flood protection and wildlife habitat. These areas are consistent with floodplain soils, the development of which is unwise. The mid-section of the Murderkill River is considered Tidal and is subject to the jurisdiction of state and federal agencies, such as DNREC and the Army Corps of Engineers. State regulations governing the use of these lands are promulgated in accordance with the provisions of 7 Del.C. 7212.

Source Water Protection Areas: As part of the new code, Frederica needs to adopt regulations to protect public water supply wells, and the excellent aquifer-recharge areas as identified on *Map 9*.

Environmental Resources. The regulations should limit or prohibit the storage and transfer of toxic materials in these areas as well as limit the amount of impervious cover.

2-7. Community Character and Design

In planning for its future, the Town of Frederica must consider both its existing community character and the implications of possible growth and development. The town's goals, policies, and municipal development strategy will be instrumental in guiding its response to future challenges.

Frederica is a community whose character and use can be primarily described as small-town residential. A survey of housing and land use performed in October–November 2002 by IPA confirmed that residential uses comprise a majority of the land uses in the town. Residential uses far outnumber commercial, institutional, and other land uses within the community. Residential uses are distributed throughout the majority of the community, with commercial uses concentrated along Market Street, Frederica Road, and the western portion of Front Street. Institutional uses in town include three churches located on Front and Jackson Street, Lake Forest East Elementary School, and the Post Office located on West Front Street.

The majority of the homes in town, particularly throughout the central portion of the community are single-family ranch or two-story houses. Some of them are being utilized as multi-family homes. Nearly two-thirds of respondents to the January 2003 questionnaire felt there were too many large, older homes that have been converted to apartments within town. The IPA survey also found that there is a larger number of manufactured houses in the town than was indicated by the U.S. Census 2000. Similarly, just over 50% of respondents to the January 2003 questionnaire felt there were far too many manufactured homes within town. This housing type is concentrated in the north central and the

southwest sections of town. There are no large apartment complexes within the town; however, there are a few buildings that appear to have been designed for use as apartments.

The existing commercial and institutional uses generally mesh nicely with the residential character of the town. These uses are not overly large in scale, with the school, post office, health center, and firehouse having the largest footprints. The sidewalk network and central location of commercial establishments on Market Street and the location of the fire company and town hall off David Street allow relatively easy pedestrian access to a variety of community facilities. While still within easy walking distance for most residential sections of the town, facilities located closer to the fringes of town, such as the elementary school, post office, and medical center, are more oriented to access by car.

One of the defining features of Frederica's community character is the town's large historic district (see *Map 8. Historic Resources*). The district covers 25 acres and encompasses nearly the entire historic core of the town along Market, Front, and David Streets. It was listed as a historic district on the National Register of Historic Places in 1977. As a result, building owners who improve their properties may be eligible for state, federal, and/or county tax credits.

Reflecting the largely residential character of the community, Frederica's historic district primarily comprises residential uses. Most of the structures in the district date from the middle of the eighteenth century to the late nineteenth century. The majority of the buildings in the district are of frame construction, sit close to the road, and have two stories and an attic. Some unifying details among houses in the district include the size of buildings, usually being less than five bays, and the presence of tin-plated roofs. Architectural styles represented in the district include Georgian, Greek Revival, Italianate, and Gothic Revival. Some of the older structures in the district and a few commercial buildings along Market Street are of brick construction. The commercial structures in the district are not overly large and mesh nicely with the residential scale of the community.

Natural resources also contribute to the community character of Frederica by creating strong boundaries. The town developed both economically and geographically around the Murderkill River. Wetland regions within the town surround the river and dominate almost the entire eastern portion of the town. There are also forests located in the north and southwest areas of the town. There are also agricultural uses both within and surrounding the town's boundaries.

2-7a. Critical Elements and Issues

Zoning Ordinance: The Town of Frederica does not currently have a zoning ordinance or map. Such an ordinance would specify the types of uses permitted in town and, in combination with a map, would delineate where certain uses could be located. Without a zoning ordinance or map, the town is unable to legally prevent possible new uses from disrupting the prevailing residential scale of the community.

Subdivision Ordinance: Frederica also currently lacks a subdivision ordinance. Subdivision refers to the process of splitting up or assembling land for development. This will be particularly problematic if the town wants to annex and incorporate undeveloped land. Subdivision regulations stipulate how vacant land can be made suitable for development by outlining such items as lot sizes, open space

requirements, and required provision of services. Subdivision regulations can be separate from zoning regulations or be combined in a single land-development ordinance.

Historic District: While the town's many older homes do create an increased need for maintenance and repair, the presence of a nationally recognized historic district within the town is also a valuable resource to the community. The significant historic district within Frederica adds historic flavor to the town's character that newer developments lack. In the event of future development pressures, it is important to recognize the value of this resource to Frederica's sense of community. The presence of a historic district creates some funding opportunities for improving the condition of structures that contribute to this district. There are several funding sources available that offer low-interest loans, tax credits, and grants to rehabilitate structures within a nationally recognized historic district.

Natural Resources: Frederica exists amidst numerous ecologically important elements. Wetland and forested regions within the town serve ecologically important functions and create a desirable greenbelt that separates the community from surrounding traffic and developments. Future development should be guided by recognition of the ecological and aesthetic value of these elements.

Housing Types: The proliferation of manufactured homes throughout town raises issues of historic preservation, aesthetics, and affordable housing, which will have to be dealt with in a comprehensive and open fashion. The first step in dealing with this issue is to adopt a zoning code and map, which defines, locates, and regulates mobile homes.

Parking: The conversion of older buildings to apartments with little or no provision for off street parking has created serious parking issues along downtown streets. Aesthetic concerns have also arisen because of this parking issue. Parking has occurred on lawns and has generally disrupted the historic character of the town.

Pedestrian Orientation: In general, the town is fairly pedestrian-friendly with sidewalk lined streets and streetlights. While few trees line the streets, there are grass strips that buffer passersby from traffic as well as street parking on at least one side throughout most of the town. Even without these barriers, the irregular and narrow street pattern slows traffic considerably. Maintaining a pedestrian orientation will be important to preserving Frederica's small-town atmosphere.

Existing Development Principles: The "Main Street" program has been successfully instituted in other Delaware towns to promote economic activity while maintaining a small-town atmosphere. Even if the town does not become formally involved in the program, it would likely be helpful to follow a "Main Street" approach, which focuses on design, organization, promotion, and economic restructuring. More information on the Main Street program can be found on the national website at www.mainst.org or on Delaware's Main Street website at www.delawaremainstreet.com. Ideas expressed at the public-participation workshop for amenities like benches and signage provide some evidence for public support of these design principles.

Noise Disturbances: One problem elicited from the public-participation process was that noise levels, particularly from automobile radios, disturb many of the community's residents. Frederica may want to investigate noise ordinances in other towns to determine what options might be feasible to enforce.

2-7b. Goals and Policies

The following goals pertain to community character and design in the Town of Frederica.

- a. To maintain and ensure Frederica's small town atmosphere and traditions.
- b. To maintain and ensure a stock of sound housing.
- c. To maintain and ensure a decent quality of life for present and future residents.
- d. To provide adequate and suitable open space and facilities for recreational purposes.
- e. To protect wetlands, floodplains, ground water, and other natural environments.

2-7c. Recommendations

Create Ordinances: A primary goal of the town should be to create and implement a zoning ordinance, zoning map, and a subdivision ordinance, whether in the form of separately adopted ordinances or in the form of a unified land-development ordinance. Ordinances should be crafted with the aim of maintaining Frederica's small-town atmosphere, respecting the predominantly residential character of the community, ensuring adequate service levels to properties within the town, and preserving environmentally sensitive areas. The zoning ordinance should be structured to support the future land use portion of this comprehensive plan (see *Map 7. Proposed Land Use and Annexations*). Issues that should be addressed in the new code include promoting a pedestrian orientation, providing for adequate parking, locating manufactured housing, dealing with the conversions of old, larger homes, codifying noise issues, parking, zoning for cluster development, and planning for stormwater management.

Noise Disturbances: The acceptable level of noise from residential and automobile sources should be codified to enable enforcement of noise standards and keep noise-related disturbances to a minimum.

Manufactured Housing: Manufactured homes fill the need for affordable housing for many of Frederica's residents. It is recommended that the town adopt a Residential Manufactured Housing zoning district that seeks to balance the need for affordable housing with the aesthetic concerns of locating manufactured homes in and near the town's historic core.

Historic Overlay District: When creating the new code, consider creating a historic overlay zone of the Historic Register District, with a Historic Review Board, to provide an additional layer of oversight for development and redevelopment in this area of historic structures.

Explore Historic District Funding Sources: The presence of a historic district creates some funding opportunities for improving the condition of structures that contribute to this district. There are several funding sources available that offer low-interest loans, tax credits, and grants to rehabilitate structures within a nationally recognized historic district. The Town should work with Delaware's State Historic Preservation Office and Kent County's Preservation Planner to publicize the availability of these funds

and to assess the capability for rehabilitation or adaptive reuse of structures within Frederica's historic district.

Address Parking Issues: The Town should codify issues related to parking to ensure that adequate parking is available for new houses or subdivisions of existing properties. Also, a parking ordinance should address how parking should be appropriately designed to fit within town. Some enforcement mechanism will be necessary to ensure that a parking ordinance is followed.

Noise Contour: The Town of Frederica lies within "the so called 65 dB noise contour, as defined in Kent County's 1999 Air Installation Compatible Use Zone (AICUZ) Amendment to the Kent County Code." The county and the City of Dover have both enacted sound attenuation ordinances requiring homes to be insulated against the noise of air traffic from Dover Air Force Base. Frederica should develop an ordinance, in consultation with the county, requiring new homes to be equipped with sound insulation. The county and Dover use such ordinances to protect Dover Air Force Base's mission by minimizing the noise disturbance to citizens.

2-8. Redevelopment

Maintenance concerns will likely impact the ability of Frederica to maintain its current community character. An onsite survey of housing in October–November 2002 found there were varying levels of housing conditions in the town. Most housing in the town is in relatively good condition, with some examples of excellently maintained structures. Within the historic district there are some houses that are in need of repairs, ranging from major construction to simple painting.

The onsite survey also examined the occupancy status of structures within the town. It was observed that approximately seven houses were vacant. The Town also expressed both a desire for community commercial uses (e.g., a small grocery) and difficulty in maintaining such uses.

2-8a. Critical Issues and Future Needs

Waterfront: Frederica's location on the Murderkill River has been a critical part of the town's history. The public-participation process revealed that many residents would like the waterfront area to be accessible to the community for recreational uses. At present, old industrial sites that currently support commercial operations occupy this area. Also, the environmental condition of this site is unclear.

Property Maintenance: The U.S. Census 2000 reported that 31% of housing in Frederica is renter-occupied. This is a higher-than-average percentage and has implications related to property maintenance. Often, rental properties are not as well maintained as owner-occupied housing, since the renter does not have as great an incentive to maintain the property's value. The U.S. Census 2000 also reported that a significant percentage of Frederica's population is over the age of 65. Also, the town has a higher-than-average population over the age of 21 with disabilities and a higher-than-average percentage of single-parent families. These factors have implications related to property maintenance. Those in the elderly population and those living with a disability are often less able to adequately maintain their properties. Also, single-parent families may have difficulty finding the time to maintain

their properties. Finally, the fact that the majority of homes in Frederica were built prior to 1940 suggests that these homes will likely need more attention to maintenance issues than newer homes might. These factors heighten the attention that should be paid to property-maintenance issues within the town. These demographic issues are further supported by the results of a questionnaire conducted for the 1988 Comprehensive Plan for the Town of Frederica, which found the respondents' most-preferred improvements to be the cleanup of yards, streets, and alleys. The results of the January 2003 questionnaire also found property maintenance to be one of the most important issues to respondents.

Commercial Vacancies: Existing commercial uses within Frederica primarily serve the needs of Frederica's residents. These uses are of significant benefit to residents who would rather not drive out of town to make purchases. These businesses serve a valuable function to residents, and it will be important to help ensure their continued existence within the town. While there are not a large number of commercial vacancies within the town, there has been concern expressed about the ability of the community to maintain small grocery markets within town. There is also concern about the bank on Market Street, which is now vacant except for the ATM on the premises.

Residential Vacancies: Vacant houses within town raise both aesthetic and public-safety issues. Vacant properties that are not maintained may be an eyesore in the areas where they are located. Also, vacant properties may pose a risk to residents' safety within the town.

Conversion of Homes: The community questionnaire revealed significant opposition among respondents to large, older homes being converted to apartments. Conversion of these homes for uses other than single-family homes may be requested, because the cost of maintaining these homes is more than the cost to maintain a more modern home.

2-8b. Recommendations

Focus on the Town Center: If Frederica is to maintain its small-town atmosphere, it is crucial that existing features of the community remain intact and vibrant. One of the characteristic features of Frederica, as opposed to suburban development, is the existence of an identifiable town center. As development occurs outside the current boundaries of Frederica, it will become increasingly important for the town to be vigilant in keeping the focus on the Town Center, so as not to draw important services and community features away from the center of town. With this in mind, it is recommended that the Town adopt a Town Center zoning district that allows for varied uses in this area of the town, including local government uses, recreational uses, and apartments located above commercial establishments.

Waterfront: While the town's waterfront area has not been identified as a Hazardous Substance Release Site, underground storage tanks near the waterfront suggest the potential need for environmental remediation before redevelopment for recreational purposes can occur. DNREC's Site Investigation and Restoration Branch within the Division of Air and Waste Management "is responsible for the identification, evaluation, and remediation of hazardous waste sites in the state." The Town should contact this branch to initiate an investigation into the presence of any environmental barriers to redeveloping its waterfront for recreational use. If the site is certified as a Brownfield by DNREC, the town may be eligible for monetary assistance through the DEDO Brownfields Assistance Matching

Grants Program. Also, the Town should contact the Delaware Greenway and Trail Program's Grants and Community Assistance Administrator to investigate the availability of funding to redevelop Frederica's waterfront for recreational use.

Code Enforcement: Kent County has the responsibility for building inspections within the Town of Frederica. Currently, the county utilizes BOCA's International Building Code 2000 for commercial structures and BOCA's International One & Two Family Dwelling Code 1998 for residential structures. To address issues related to property maintenance within the town, the Town should negotiate with the county to increase the frequency of inspections. Further, the Town should consider adopting the same building code to help improve the maintenance of rental housing.

Publicize Funding Sources for Redevelopment: There are several programs available to residents of Frederica that are designed to aid in the repair and redevelopment of housing and related infrastructure.

- *Community Development Block Grant:* Frederica is eligible to apply for Community Development Block Grants through Kent County's Housing and Community Development Coordinator. This grant program provides funding to maintain or improve existing housing and for the provision of infrastructure in support of housing development for low- and moderate-income persons.
- *Community Redevelopment Fund:* This fund is a matching-capital-grant program administered by the Office of the Budget with the assistance of the Office of the Comptroller General. Local governments can receive up to 40% of project costs to be used for community redevelopment and revitalization and capital projects that will improve the economic, cultural, historical, social, and recreational health of Delaware's communities.
- *Housing-Rehabilitation Loan Program:* This statewide program, coordinated by the Delaware State Housing Authority, provides loans of up to \$35,000 at an interest rate of 3% to low and moderate-income homeowners and loans of up to \$25,000 to landlords who rent to low-income tenants. Applicants are eligible for loans if their properties are in need of State Housing Code-related repairs or handicap-accessible modifications.
- *Historic-Homes Funding Sources:* Structures that contribute to Frederica's National Historic District are eligible for funding to aid in the rehabilitation historically significant structures.
 - *Tax-Credit Programs:* Federal, state, and county tax incentives are available for assistance in rehabilitating properties of significance in a National Register of Historic Places district. Information on these programs can be obtained from Delaware's State Historic Preservation Office.
 - *First State Preservation Revolving Fund:* Preservation Delaware, Inc., offers short-term, low-interest loans and grants for rehabilitation and stabilization projects through the First State Preservation Revolving Fund. Eligibility criteria include ownership of a property that is a contributing element in a National Register of Historic Places district and adequate creditworthiness.

Provide Maintenance Support: Consider some low cost methods to support the maintenance and rehabilitation of housing within the town.

- Start a library of information on the repair and upkeep of older homes and products.
- Publicly recognize well-maintained and newly fixed-up properties.
- Maintain a list of approved contractors.
- Ask churches, Boy Scouts, or other community groups to provide maintenance assistance to residents in need.

Encourage Community Commercial Establishments: The Town should actively seek to maintain existing commercial establishments that primarily service the needs of its residents. Further, the Town should promote the redevelopment of vacant commercial property for use either as new community commercial establishments or to house town facilities such as the town hall and police station.

Address Residential Vacancies: Vacant properties within town should be examined with assistance from Kent County's Building Inspector to assess their capability for rehabilitation and to ensure that the properties do not pose a public safety risk to the town's residents. Further, the Town should consider drafting and adopting an ordinance to deal with vacant and neglected properties in a systematic manner.

Conversion of Homes: The Town should work with the State Historic Preservation Office and Kent County's Preservation Planner on a case-by-case basis to handle the potential conversion of large, historic homes to multi-family or commercial uses.

2-9. Development of Adjacent Areas

2-9a. Issues and Preferences

The public-participation process associated with this plan revealed that respondents generally agreed with statements that development should be balanced with farmland protection and open space, Frederica's small-town atmosphere should be preserved, and development should be encouraged primarily outside of the current town boundaries.

The lands west of Frederica are included in Kent County's growth zone, which means sizable developments may be constructed at the town's boundaries. Some residents have mentioned evidence of plans for development in areas surrounding Frederica. However, as of May 2003, Kent County's Planning Department had no official plans on record for future development on the parcels surrounding Frederica.

This plan recommends consultation with state and county officials in pursuit of a unified development plan for the areas adjoining Frederica. It may be possible to create a "greenbelt" of land where development surrounding the town would be discouraged. This policy would protect Frederica's distinct character from the suburban sprawl associated with rural development. Any "greenbelt" strategy would likely link those lands already in the state's agricultural preservation program, wetlands, and

environmentally sensitive areas into a greater zone of limited development, encircling Frederica and its proposed annexation areas.

Recommendations

Agricultural Preservation: There is a significant amount of agricultural land surrounding Frederica. In an effort to maintain these surrounding agricultural uses, the Town should coordinate with Delaware's Department of Agriculture to publicize the Delaware Agricultural Lands Preservation Program to Frederica-area farmers.

Development in Surrounding Area: It is important that Frederica remain abreast of any development taking place in areas surrounding the town. With this in mind, the town should enter into a memorandum of agreement with Kent County for reciprocal notification and coordination on land use and development activities within the area of concern.

CHAPTER 3. IMPLEMENTATION

3-1. Summary of Recommendations and Actions

3-1a. Code-Related Recommendations

Delaware law requires that “the comprehensive plan shall be the basis for the development of zoning regulations,” and further specifies that a jurisdiction, “shall, within 18 months of the adoption of a comprehensive development plan or revision thereof, amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive development plan.” (22 Del. C. 1953, § 702; Del. Laws, c. 415, § 1.) The fact that the Town of Frederica does not have a zoning code or zoning map in place means that translating the future land use map from this plan into a zoning map will involve the actual crafting of a new zoning code. Considering the lack of an existing zoning or subdivision ordinance, and the fact that the public participation process revealed concerns regarding property maintenance, the primary and most urgent recommendation of this plan is that the Town of Frederica develop and approve land use ordinances in the form of a zoning ordinance, zoning map, and subdivision ordinance and develop an ordinance addressing property maintenance. Frederica has committed to enacting a moratorium on new development and annexation, pending the development and adoption of zoning and subdivision regulations.

In order to achieve the timely and effective drafting of these ordinances, the Town should remain focused on the initial step involved in the process, relevant community goals, and specific issues that should be addressed in these ordinances. This step will be completed before it contemplates any annexation.

Initial Steps

Acquire Funding: The Town of Frederica has already submitted a grant application to the Office of State Planning Coordination for funds to develop a zoning code.

Moratorium: Frederica should enact a moratorium on annexations and new development pending the preparation and adoption of zoning and subdivision regulations.

Relevant Community Goals and Objectives

- a. Goal: To maintain and ensure Frederica’s small town atmosphere and traditions.
Objective: To maintain the amenities of the residential environment while maintaining and establishing land uses that are conducive to preserving the character of the town.
- b. Goal: To maintain and ensure a stock of sound housing.
Objective: To rehabilitate or replace substandard and/or blighted housing and preserve historic buildings in the residential area.

- c. Goal: To ensure development that maximizes the use of land while minimizing the costs to the town.
Objective: To promote development within designated areas that are capable of being served by the existing infrastructures and services.
- d. Goal: To maintain and ensure a decent quality of life for present and future residents.
Objective: To resolve existing problems in preparation for the projected growth of Frederica's population, housing, and associated development.
- e. Goal: To provide adequate and suitable open space and/or facilities for recreational purposes.
Objective: To create open space and/or recreational facilities in designated areas for present and future residents.
- f. Goal: To protect wetlands, floodplains, ground water, and other natural environments.
Objective: To promote private and public efforts towards conservation and maintenance of the natural environment.

Specific Code Related Recommendations

Focus on the Town Center: If Frederica is to maintain its small-town atmosphere, it is crucial that existing features of the community remain intact and vibrant. One of the characteristic features of Frederica, as opposed to suburban development, is the existence of an identifiable town center. As development occurs outside the current boundaries of Frederica, it will become increasingly important for the town to be vigilant in keeping the focus on the town center, so as not to draw important services and community features away from the center of town. With this in mind, it is recommended that Frederica adopt a Town Center zoning district that allows for varied uses in this area of the town, including local government uses, recreational uses, and apartments over commercial establishments.

Integrate New Streets: In seeking to maintain a small-town atmosphere while growing, the Town should require that streets in new developments link into the existing town street network.

Historic Overlay District: When creating the new code, consider creating a historic overlay zone of the Historic Register District, with a Historic Review Board, to provide an additional layer of oversight for development and redevelopment in this area of historic structures.

Manufactured Housing: Manufactured homes fill the need for affordable housing for many of Frederica's residents. It is recommended that Frederica adopt a Residential Manufactured-Housing zoning district that seeks to balance the need for affordable housing with the aesthetic concerns of locating manufactured homes in and near the town's historic core.

Address Parking Issues: The Town should codify issues related to parking to ensure that adequate parking is available for new houses or subdivisions of existing properties. Also, a parking ordinance should address how parking should be appropriately designed to fit within town. Some enforcement mechanism will be necessary to ensure that a parking ordinance is followed.

Protection of Wetlands: It is recommended that Frederica protect the wetlands that line the shore of the Murderkill River by adopting protections for these areas in the new code. These areas have an ecological value associated with flood protection and wildlife habitat. These areas are consistent with floodplain soils, the development of which is unwise. The mid-section of the Murderkill River is considered Tidal and is subject to the jurisdiction of state and federal agencies, such as DNREC and the Army Corps of Engineers. State regulations governing the use of these lands are promulgated in accordance with the provisions of 7 Del.C. 7212.

Source-Water Protection Areas: As part of the new code, Frederica should adopt regulations to protect public water supply wells, and the excellent aquifer-recharge areas as identified on *Map 9*.

Environmental Resources. The regulations should limit or prohibit the storage and transfer of toxic materials in these areas as well as limit the amount of impervious cover.

Noise Contour: The Town of Frederica lies within “the so called 65 dB noise contour, as defined in Kent County’s 1999 Air Installation Compatible Use Zone (AICUZ) Amendment to the Kent County Code.” The county and the City of Dover have both enacted sound attenuation ordinances requiring homes to be insulated against the noise of air traffic from Dover Air Force Base. Frederica should develop an ordinance, in consultation with the county, requiring new homes to be equipped with sound insulation. The county and Dover use such ordinances to protect Dover Air Force Base’s mission by minimizing the noise disturbance to citizens.

Address Residential Vacancies: Vacant properties within town should be examined with assistance from Kent County’s Building Inspector to assess their capability for rehabilitation and ensure that the properties do not pose a public-safety risk to the town’s residents. Further, the Town should consider drafting and adopting an ordinance to deal with vacant and neglected properties in a systematic manner.

Noise Disturbances: The acceptable level of noise from residential and automobile sources should be codified to enable enforcement of noise standards and keep noise-related disturbances to a minimum.

Code Enforcement: Kent County has the responsibility for building inspections within the Town of Frederica. Currently, the county utilizes BOCA’s International Building Code 2000 for commercial structures and BOCA’s International One & Two Family Dwelling Code 1998 for residential structures. To address issues related to property maintenance within the town, the Town should negotiate with the county to increase the frequency of inspections. Further, the Town should consider adopting the same building code to help improve the maintenance of rental housing.

Cluster Development: It is recommended that those parcels annexed for residential uses be zoned for cluster development. Cluster development techniques regulate the density of development on a parcel, while allowing some design flexibility in order to preserve open space. Smaller lots, narrower streets, and public open space are some characteristics of cluster development.

Pedestrian-Friendly Design: Adopt an ordinance to require that new developments have sidewalks and that the new code include pedestrian-friendly provisions such as requiring trees along streets in new

developments, limiting lot sizes, making residential driveways one-vehicle-wide at the curb, and minimizing the presence of large parking lots.

3-1b. Infrastructure Recommendations

Adequate infrastructure is necessary in order to both maintain a sufficiently high quality of life for town residents and allow for future growth. Recommendations that support these key infrastructure recommendations are as noted.

Parks: To ensure sufficient quality of life for town residents and provide viable and worthwhile recreation opportunities within the town, options should be explored to site a town park on vacant town land. In seeking to provide residents with adequate open space and recreation opportunities when developing a zoning and subdivision code, the Town should require that any new developments set aside a percentage of unconstrained land for recreational purposes and ensure that existing open spaces are protected from development that prohibits their recreational use.

Capital Improvements Program: In order to deal with street and sidewalk maintenance in a more timely and efficient manner, the Town should consider establishing a capital improvements program so that necessary improvements can be identified, sources of funding can be located, and the bidding and project scheduling process can be accomplished in an orderly fashion.

Water System: The Town should consider instituting a capital improvements program to help deal with repairs and upgrades to the water system in a systematic manner. Also, in response to apparent dissatisfaction with the town's drinking water, the town should attempt to clarify what residents do not like about drinking water in town and aim to correct that problem.

Encourage Pedestrian-Friendly Design: Maintain the pedestrian orientation of the town by adequately maintaining existing sidewalks and, where possible and appropriate, expanding the sidewalk network to those areas of town closest to the town center that are not already served by sidewalks. The formation of a capital improvements program would be helpful to guide this effort.

General Maintenance: Frederica needs to determine where street maintenance is a problem. Then, the town can coordinate with the Delaware Department of Transportation in order to assure timely upkeep of major roadways and develop a maintenance schedule and budget for town maintained streets.

Truck Bypass: The town should enter into discussions with DelDOT concerning the feasibility of a bypass that would route truck traffic around town to reduce the stress put on local roads.

Public Transportation: Begin discussions with DelDOT aimed at bringing DART service to Frederica.

Compliance with TMDLs: To comply with current state regulatory TMDL requirements, it is recommended that Frederica carefully monitor Kent County Wastewater Treatment Plant activities that may impact the town and any potential redevelopment along the Murderkill River. At this time there will be no action by the state to restrict new connections to the treatment plant, but the Town should

consider adopting Best Management Practices (BMPs) as part of new codes that will reduce non-point nutrient loads. These include creating Riparian buffers along waterways and ditches, limiting the use of fertilizers in public areas, and vigilance in protecting the wetlands and forests. Furthermore, the Murderkill Tributary Action Team, a diverse group of citizens and state and county officials, is drafting a Pollution Control Strategy to achieve non-point TMDL requirements. It is suggested that the town become involved with the actions of this team.

Stormwater Management: To better address drainage issues, the Town should work with the Kent County Conservation District to make stormwater-management improvements as possible, and assure that all new development addresses stormwater quality and quantity issues. The Kent County Conservation District can be contacted at 302-697-6176.

3-1c. Governmental and Community Services

Police Services: To ensure adequate police service in town, Frederica needs to continue to cooperate with State Police until the point at which they are able to provide their own additional full-time officers. The town should also consider contacting the Delaware Criminal Justice Council at 302-577-5030 to inquire about eligibility for various local law enforcement grant programs.

Public Safety: The Town should consider instituting a volunteer-based “Crime Watch” program so town residents can take an active part in community safety. Also, a volunteer-based “Kid Watch” program may be considered so that recreation areas could be supervised by parents on a rotating basis.

School: The Town should investigate the possibility of using school facilities for community purposes. The building may be able to provide indoor facilities for town programs and activities.

Communication: The Town currently distributes a monthly newsletter. In order to foster a community atmosphere, it is recommended that the town continue this practice. Also, as adequate funding becomes available the Town should explore the option of hosting a web page that would house information on town events, meetings, history, and attractions. Another possibility would be to post a sign board outside of the town hall listing information on upcoming town events and meetings.

3-1d. Community Character and Redevelopment

Publicize Funding Sources for Redevelopment: There are several programs available to residents of Frederica that are designed to aid in the repair and redevelopment of housing and related infrastructure.

- *Community Development Block Grant:* Frederica is eligible to apply for Community Development Block Grants through Kent County’s Housing and Community Development Coordinator. This grant program provides funding to maintain or improve existing housing and for the provision of infrastructure in support of housing development for low- and moderate-income persons.

- *Community Redevelopment Fund:* This fund is a matching-capital-grant program administered by the Office of the Budget with the assistance of the Office of the Comptroller General. Local governments can receive up to 40% of project costs to be used for community redevelopment and revitalization and capital projects that will improve the economic, cultural, historical, social, and recreational health of Delaware's communities.
- *Housing Rehabilitation Loan Program:* This statewide program, coordinated by the Delaware State Housing Authority, provides loans of up to \$35,000 at an interest rate of 3% to low and moderate-income homeowners and loans of up to \$25,000 to landlords who rent to low-income tenants. Applicants are eligible for loans if their properties are in need of State Housing Code-related repairs or handicap-accessible modifications.
- *Historic Homes Funding Sources:* Structures that contribute to Frederica's National Historic District are eligible for funding to aid in the rehabilitation historically significant structures.
 - *Tax-Credit Programs:* Federal, state, and county tax incentives are available for assistance in rehabilitating properties of significance in a National Register of Historic Places district. Information on these programs can be obtained from Delaware's State Historic Preservation Office.
 - *First State Preservation Revolving Fund:* Preservation Delaware, Inc., offers short-term, low-interest loans and grants for rehabilitation and stabilization projects through the First State Preservation Revolving Fund. Eligibility criteria include ownership of a property that is a contributing element in a National Register of Historic Places district and adequate creditworthiness.

Provide Maintenance Support: Consider some low cost methods to support the maintenance and rehabilitation of housing within the town:

- Start a library of information on the repair and upkeep of older homes and products.
- Publicly recognize well-maintained and newly fixed-up properties.
- Maintain a list of approved contractors.
- Ask churches, Boy Scouts, or other community groups to provide maintenance assistance to residents in need.

Encourage Community Commercial Establishments: The Town should actively seek to maintain existing commercial establishments that primarily service the needs of its residents. Further, the Town should promote the redevelopment of vacant commercial property for use either as new community commercial establishments or to house town facilities such as the town hall and police station.

Waterfront: While the town's waterfront area has not been identified as a Hazardous Substance Release Site, underground storage tanks near the waterfront suggest the potential need for environmental remediation before redevelopment for recreational purposes can occur. DNREC's Site Investigation and Restoration Branch within the Division of Air and Waste Management "is responsible for the identification, evaluation, and remediation of hazardous waste sites in the state." The Town should contact this branch to initiate an investigation into the presence of any environmental barriers to

redeveloping its waterfront for recreational use. If the site is certified as a Brownfield by DNREC, the town may be eligible for monetary assistance through the DEDO Brownfields Assistance Matching Grants Program. Also, the Town should contact the Delaware Greenway and Trail Program's Grants and Community Assistance Administrator to investigate the availability of funding to redevelop Frederica's waterfront for recreational use.

3-2. Intergovernmental Relations and Coordination

3-2a. *With Kent County*

Wastewater Infrastructure: Continue to maintain communication with Kent County to ensure that any future developments can be adequately serviced by existing or planned wastewater infrastructure.

Building Permits and Inspections: Negotiate with Kent County's Division of Inspections and Enforcements to ensure that adequate inspections are conducted in town.

Kent County Preservation Planner: The Town should work with Kent County's Preservation Planner to publicize the availability of funds to rehabilitate historic structures and assess the capability for rehabilitation or adaptive reuse of structures within Frederica's historic district.

Development in Surrounding Area: Enter into a memorandum of agreement with Kent County for reciprocal notification and coordination on land use and development activities within the identified area of concern.

3-2b. *With the State of Delaware*

Office of State Planning Coordination: State law requires that the town submit an annual progress report on the implementation of the town's comprehensive plan to the Office of State Planning Coordination. The Town should coordinate with this office to ensure that this report is filed in compliance with appropriate guidelines and deadlines. The Town should also coordinate with this office to utilize forthcoming community design guidelines. The Town should contact the Office of State Planning Coordination for both funding and technical assistance during the drafting of land use ordinances. The Town should also work with the state to ensure that wetland regions east of U.S. Route 113, currently classified as Community Areas, be reclassified to reflect their environmentally sensitive nature. Finally, the Town needs to coordinate with the Office of State Planning Coordination on any annexations.

Transportation: The State of Delaware Department of Transportation is responsible for maintaining and planning upgrades to the four major streets in Frederica. Also, the state is responsible for maintaining and planning upgrades to highways and roads in the surrounding area. The Town should strive to maintain communication with DelDOT in order to notify the state of issues regarding safety, access, and congestion and remain knowledgeable about planned service improvements that may cause changes in traffic patterns in the surrounding area. Also, any plans for DART First State service in Frederica or a truck bypass in town would require coordination with DelDOT.

Surrounding Environment: Frederica's location along the Murderkill River and amidst wetlands creates the need for cooperation with the state on environmental issues. The Town should cooperate with DNREC, Kent County, and the Murderkill Tributary Action Team to ensure that TMDL standards are met for the Murderkill River. Also, the Town should coordinate its actions with DNREC to ensure that wetlands within the town remain properly protected. Additionally, any plans for the former industrial sites on the Murderkill River will require assistance from and coordination with the state.

State Police: Continue to coordinate efforts with the Delaware State Police to ensure that the town receives adequate police coverage.

State Historic Preservation Office: The Town should contact the State Historic Preservation Office to inquire about funding sources to help in the rehabilitation of historic structures and technical assistance in drafting a historic overlay zone district. In addition, the Town should work with the State Historic Preservation Office and Kent County's Preservation Planner on a case-by-case basis to handle the potential conversion of large, historic homes to multi-family or commercial uses.

Department of Agriculture: There is a significant amount of agricultural land surrounding Frederica. In an effort to maintain these surrounding agricultural uses, the Town should coordinate with Delaware's Department of Agriculture to publicize the Delaware Agricultural Lands Preservation Program to Frederica-area farmers.

Kent County Conservation District: The Town should work with the Kent County Conservation District to develop stormwater management regulations in order to better handle drainage issues within Frederica.

APPENDIX A. Community Questionnaire

Frederica Comprehensive Plan Community Questionnaire January 2003

Instructions:

The Town of Frederica is in the process of developing a Comprehensive Land Use Plan that will guide growth and development in the town for the next ten years. Please share your thoughts and opinions with us by completing this survey and returning it to Swazanna Donaway at the Frederica Town Hall. It may be dropped off in person, or mail it to P.O. Box 294, Frederica, DE 19946. Please return no later than **February 15, 2003**.

The results of this survey will be presented at a **Community Workshop** scheduled for **Saturday, March 8, 2003** from 10 am to 2 pm at the Frederica Town Hall.

Please Tell Us About Your Household:

Please mark the appropriate response. Do not write your name on the form. **All responses are confidential, and will not be attributed to any individual.**

- 1) I live in the Town of Frederica. ☐ YES ☐ NO
If yes, please answer question 2. If no, please skip to question 3.

- 2) I would describe my residence as:

- ☐ A mobile home.
☐ An apartment.
☐ A duplex.
☐ A single-family home.
☐ Other _____

- 3) I own property in Frederica. ☐ YES ☐ NO
If yes, please answer question 4. If no, please answer question 5.

- 4) I own property in Frederica, and I use it for the following (check all that apply):

- ☐ Commercially (for a business).
☐ Residentially (I live there).
☐ To rent to someone else for commercial use.
☐ To rent to someone else for residential use.
☐ My property is vacant.

- 5) I do not own property in Frederica, however:

- ☐ I rent my residence in Frederica.
☐ I rent commercial/industrial space in Frederica.

- 6) I work in the Town of Frederica. ☐ YES ☐ NO
If yes, please skip to next section. If no, please answer question 7.

- 7) I work _____ miles outside of town.

For the majority of the questions, you will be asked to indicate your preferences using a scale. To complete the question, please enter the number indicating your preference in the far right column or circle the number in the box across from your preference.

- 1) Please prioritize the following community features on a scale from 1 to 7, with 1 being the most important to you and 7 being the least important. Please use each number only one time.**

Parks and open spaces near your neighborhood	
Streets that connect to adjacent neighborhoods	
Sidewalks along residential streets	
Bike paths along main roads	
Mature trees and new tree plantings and landscaping	
Neighborhood shopping (convenience stores, etc.) nearby, within walking distance	
Other (please specify):	

- 2) How do you feel about the current amount of various housing types in Frederica?**

Far Too Many	Slightly More than Enough	Enough	Slightly Less than Enough	Far Too Little
1	2	3	4	5

Apartments	1	2	3	4	5
Town Houses	1	2	3	4	5
Manufactured Housing (i.e. "mobile homes or trailers")	1	2	3	4	5
Single family homes on larger lots	1	2	3	4	5
Single family homes on modest lots, within walking distance of Market Street and Front Street	1	2	3	4	5
Large, older homes converted to apartments	1	2	3	4	5
Condominium living: no maintenance responsibilities	1	2	3	4	5

- 3) The following is a list of potential issues along the main roads in Frederica (Market Street, Front Street, and David Street) and in the immediate area. Please prioritize the following community features on a scale from 1 to 8, with 1 being the most important to you and 8 being the least important. Please use each number only one time.**

Traffic Congestion	
Shopping Opportunities	
Crime / Safety	
Parking	
Preservation of Historic Buildings	
Property Maintenance	
Pedestrian/Bicycle Safety	
Other (please specify):	

4) Please rate how much you agree with the following statements about transportation issues in Frederica using the following scale:

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1	2	3	4	5

There are too many cars using the main streets (Market/David/Front Streets).	1	2	3	4	5
There are too many trucks using the main streets.	1	2	3	4	5
There is too much traffic during the summer.	1	2	3	4	5
There is not adequate public transportation linking Frederica to larger towns like Harrington, Milford, Dover, and the resort areas.	1	2	3	4	5
There are not adequate sidewalks along the main roads in and around town.	1	2	3	4	5
There are not adequate bike routes along the roads in town.	1	2	3	4	5

5) The following are some services that are provided in Frederica. Please note your satisfaction with the current provision of these services.

Very Satisfied	Satisfied	No Opinion	Not Satisfied	Very Unsatisfied
1	2	3	4	5

Snow Removal	1	2	3	4	5
Street Maintenance	1	2	3	4	5
Drinking Water	1	2	3	4	5
Sewer Service	1	2	3	4	5
Trash Removal	1	2	3	4	5
Firefighting Service	1	2	3	4	5
Police Service	1	2	3	4	5
Emergency Medical Service	1	2	3	4	5
Stormwater Management	1	2	3	4	5
Other (please specify):	1	2	3	4	5

6) There is some vacant land within Frederica. How do you feel about the following types of land uses for vacant lands within the existing Frederica boundaries?

Highly Desirable	Desirable	Acceptable	Undesirable	Highly Undesirable
1	2	3	4	5

Residential Uses: new housing	1	2	3	4	5
Institutional Uses: churches, government buildings, etc.	1	2	3	4	5
Commercial: food stores, specialty shops, services, etc.	1	2	3	4	5
Industrial Uses: manufacturers and other industry	1	2	3	4	5
Parks and Recreation Facilities	1	2	3	4	5
Agricultural Uses: continue the existing use for cropland	1	2	3	4	5
Office Uses	1	2	3	4	5

7) There might be the opportunity for additional commercial or industrial land uses in and around the town. What types of these land uses are desirable for the future of Frederica?

Highly Desirable	Desirable	Acceptable	Undesirable	Highly Undesirable
1	2	3	4	5

Local commercial (stores to serve the local community).	1	2	3	4	5
Highway commercial (stores to serve the local community as well as regional travelers).	1	2	3	4	5
Mixed commercial/business uses with big box retail outlets and offices.	1	2	3	4	5
Business park including uses such as offices, research & development facilities, etc.	1	2	3	4	5
Warehousing involving the storage and trucking/shipment of products.	1	2	3	4	5
Building contractor yards for storing construction equipment and materials.	1	2	3	4	5
Light manufacturing involving the assembly of products.	1	2	3	4	5
Heavy manufacturing involving the development of a product.	1	2	3	4	5

8) There is a great deal of vacant and agricultural land just outside of Frederica's boundaries. How should these areas be managed?

Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1	2	3	4	5

Frederica's small town atmosphere should be preserved.	1	2	3	4	5
Development should be encouraged primarily within the current boundaries.	1	2	3	4	5
Development should be encouraged primarily outside of the current town boundaries.	1	2	3	4	5
The town should seek to annex new areas of land adjacent to the current town boundaries.	1	2	3	4	5
New developments should be linked to the existing town with sidewalks and bike paths.	1	2	3	4	5
New roads should be designed to link in with the existing town street system, where possible.	1	2	3	4	5
Development should be balanced with protection of farmland and open space in the Frederica area.	1	2	3	4	5
Other (please specify):	1	2	3	4	5

9) The following items are new or additional facilities or institutions that the residents of Frederica may want for the town. How important are each of these items to you?

Extremely Important	Important	No Opinion	Not Important	Extremely Unimportant
1	2	3	4	5

More shopping opportunities.	1	2	3	4	5
More convenience stores.	1	2	3	4	5
Expanded dining opportunities (new restaurants).	1	2	3	4	5
Housing suitable for young families.	1	2	3	4	5
Senior housing and/or more facilities for the elderly population.	1	2	3	4	5
More businesses and more jobs for town residents.	1	2	3	4	5
More medical facilities.	1	2	3	4	5
More childcare facilities.	1	2	3	4	5
A town park with active recreational activities, like baseball and soccer fields, basketball courts, playgrounds, etc.	1	2	3	4	5
A town park with passive recreational activities, like a picnic pavilion, walking trails,	1	2	3	4	5






Appendix B. Useful Contacts

Agency	Topic	Contact	Phone Number
Department of Natural Resources & Environmental Control	Land Protection	Land Protection Office, Division of Parks and Recreation	302-739-3423
	Total Maximum Daily Load Program	TMDL Staff	302-739-4590
	Parks Funding	Grants and Community Assistance Administrator	302-739-5285
Department of Agriculture	Farmland Preservation	Staff	302-698-4500
DelDOT	General Contact	Gary Laing, Public Relations	302-760-2080
	Corridor Capacity Preservation Program	Drew Boyce, Subdivision Engineer	302-760-2165
	Maintenance	Vasuki Hiraesave, Central District Engineer	302-760-2424
	Public Transportation	Wayne Henderson, Service Development Planner	302-577-3278 ext. 3553
	Truck By-Pass	Stephen Treut, Traffic Studies Engineer	302-659-2020
	Transportation Enhancements and Bicycle and Pedestrian Issues	Joseph Cantalupo, Assistant Director, Statewide & Regional Planning	302-760-2112
Delaware Center for Transportation	Street Maintenance Training & Assistance	Staff	302-831-1446
Delaware Criminal Justice Council	Local Law Enforcement Grant Programs	Staff	302-577-5030
Kent County Conservation District	Stormwater Management	Staff	302-697-6176
Office of State Planning Coordination	Ordinance Development and Review of Development Plans	David Edgell, Principal Planner	302-739-3090

APPENDIX C. MAPS

- Map 1. Aerial View
- Map 2. Roads and Boundaries
- Map 3. Existing Land Use
- Map 4. Housing Types
- Map 5. State Investment Strategies
- Map 6. Adjacent Areas
- Map 7. Proposed Land Use and Annexations
- Map 8. Historic Resources
- Map 9. Environmental Resources



-  Municipal Boundary
-  Parcel Boundaries
-  Roads
-  Hydrology
-  Rivers, Lakes, and Ponds

Town of Frederica, Delaware

Map 1. Aerial View

0 460 920 1,840 2,760 3,680 Feet

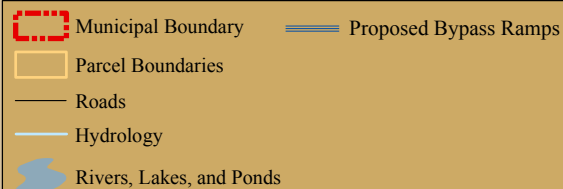
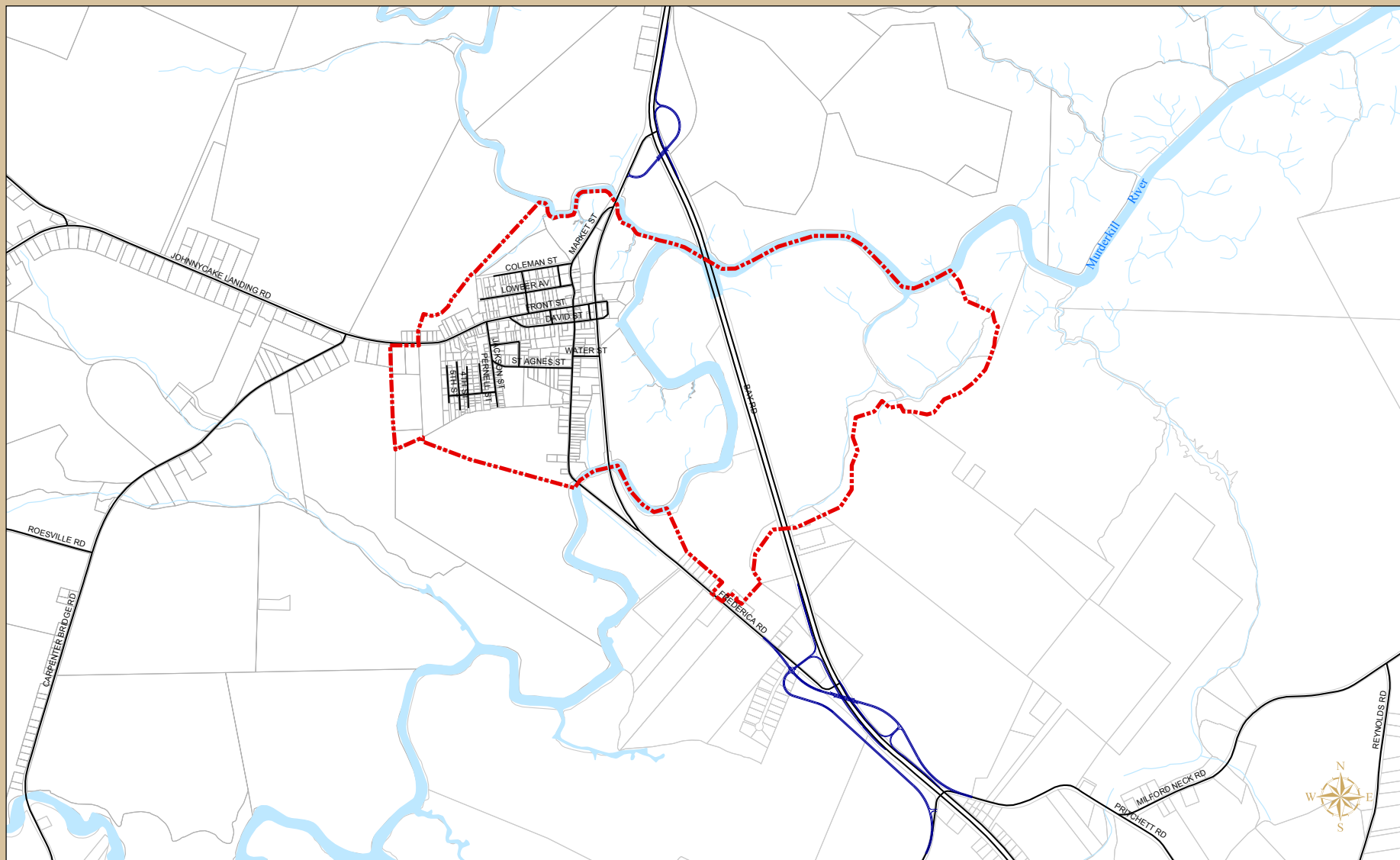
Sources:
 Parcel Boundaries - Kent County Planning Department, and Thompson Mapping, 2003.
 Base map - Delaware Department of Transportation centerline file (1997) created from
 Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative
 agreement between the State of Delaware and the USGS (1991-1993).
 Digital orthophotography - Produced by Earth Data International in False Color Infrared at a scale
 of 1 / 2,400 with a 1 foot pixel resolution, March 2002.

Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference
 purposes and is subject to change without notice. No claims, either real or assumed, as to the
 absolute accuracy or precision of any data contained herein are made by the IPA, nor will the
 IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





Town of Frederica, Delaware

Map 2. Roads and Boundaries



Sources:

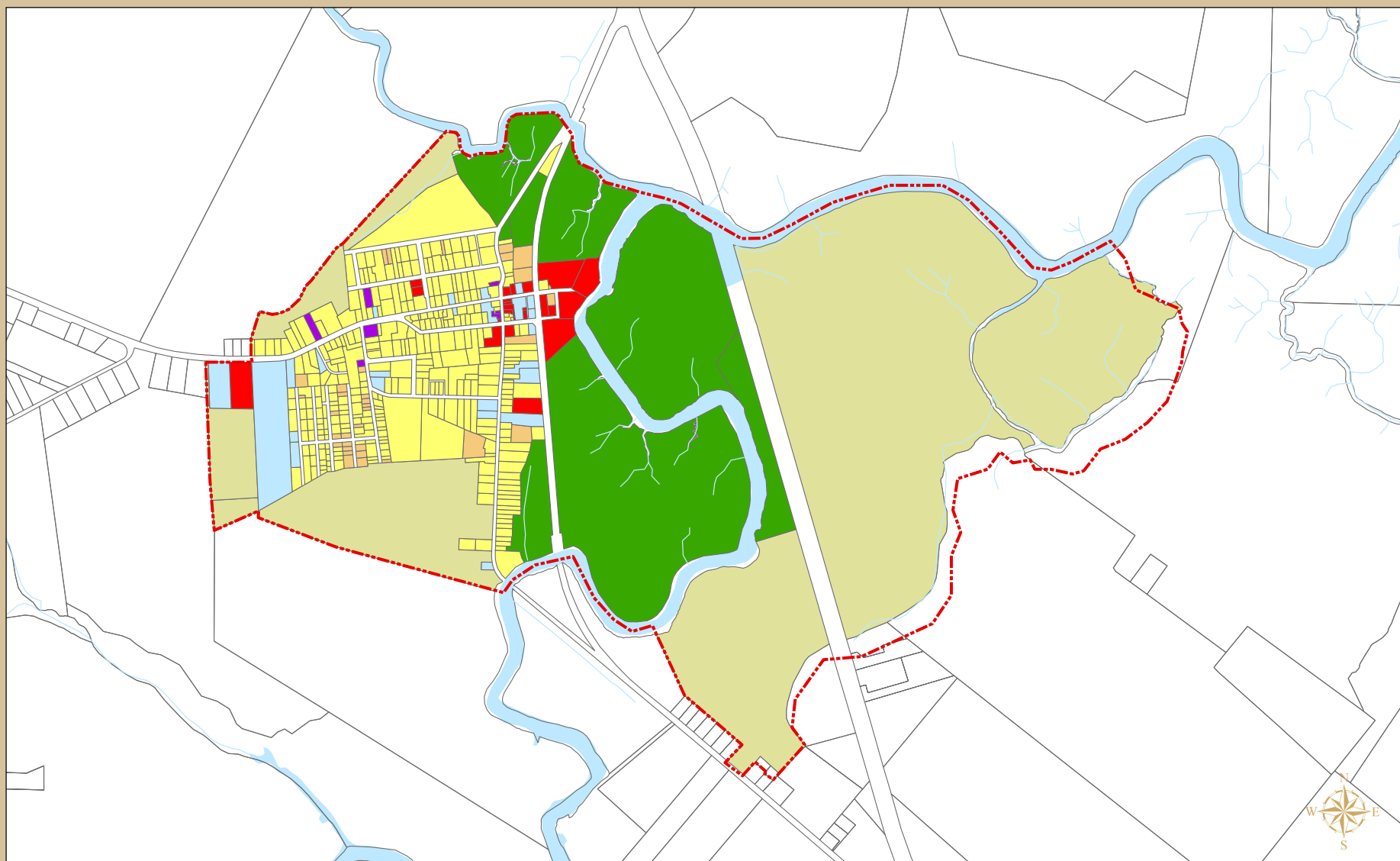
Parcels - Kent County Planning Department and Thompson Mapping, 2003.
 Proposed Bypass Ramps provided by Century Engineering, Inc. INTL and Delaware Department of Transportation (DelDOT), 2003.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).

Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





- | | |
|---|---|
| Residential | Town Boundary |
| Commercial | Parcel Boundaries |
| Institutional | + Railroads |
| Mixed Use | Hydrology |
| Agricultural | Rivers, Lakes, & Ponds |
| Open Space | |
| Vacant | |

Town of Frederica, Delaware

Map 3. Existing Land Use

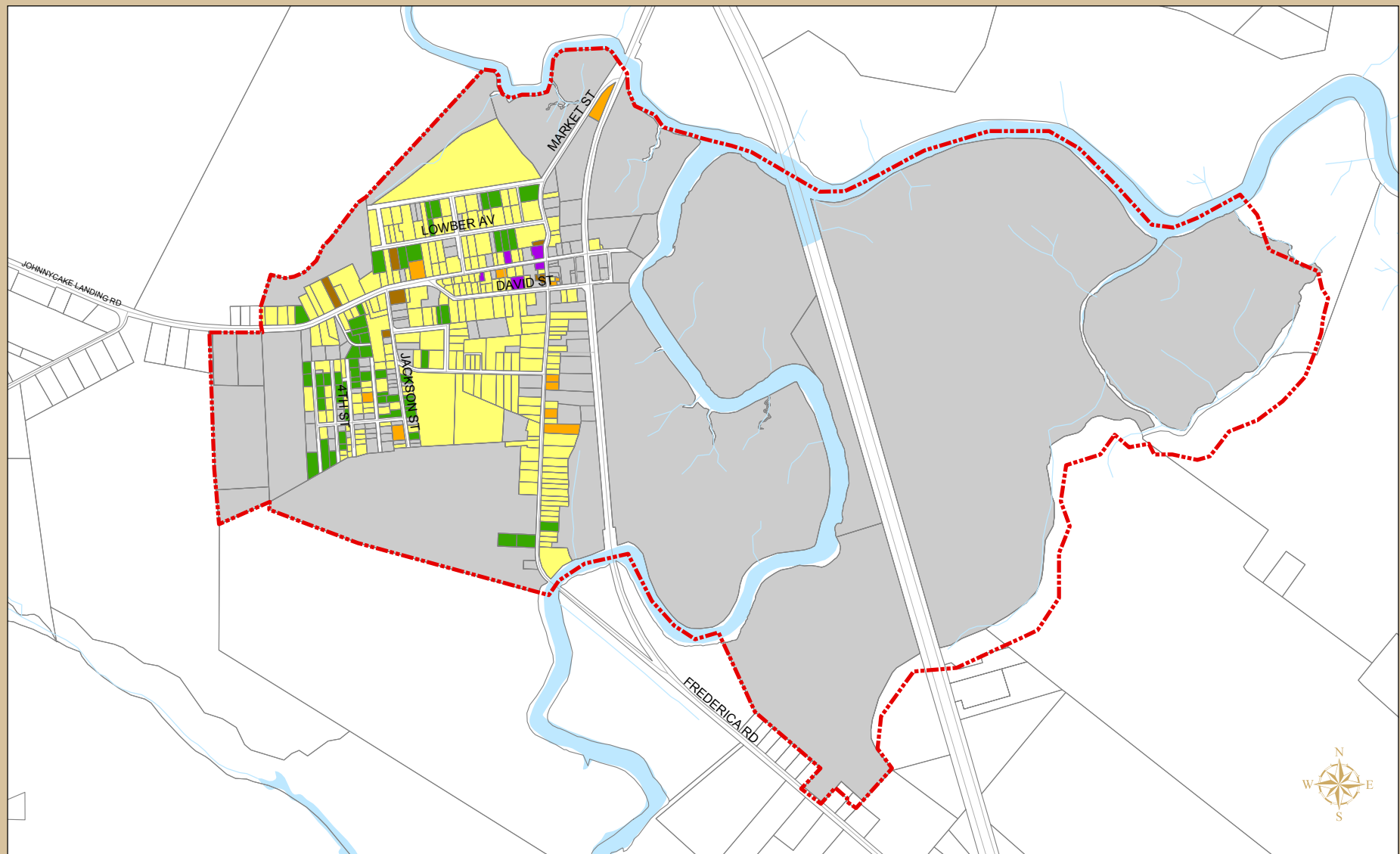
0 500 1,000 2,000 3,000 4,000 Feet

Sources:
 Parcels - Kent County Planning Department and Thompson Mapping, 2003.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Land Use - Land Use Survey was compiled by the Town of Frederica and the Institute for Public Administration, University of Delaware, 2003.

Note:
 This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





- | | |
|--|--|
| Single Family | Town Boundary |
| Multi-Family | Tax Parcels |
| Duplex | Roads |
| Manufactured Homes | Railroads |
| Mixed Use | Hydrology |
| N/A | Rivers, Lakes, & Ponds |

Town of Frederica, Delaware

Map 4. Housing Types

0 460 920 1,840 2,760 3,680 Feet

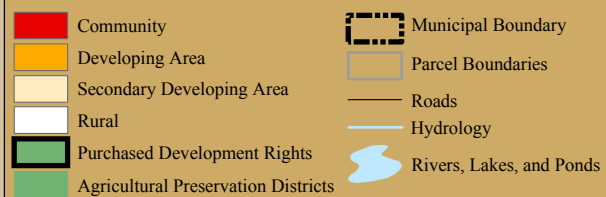
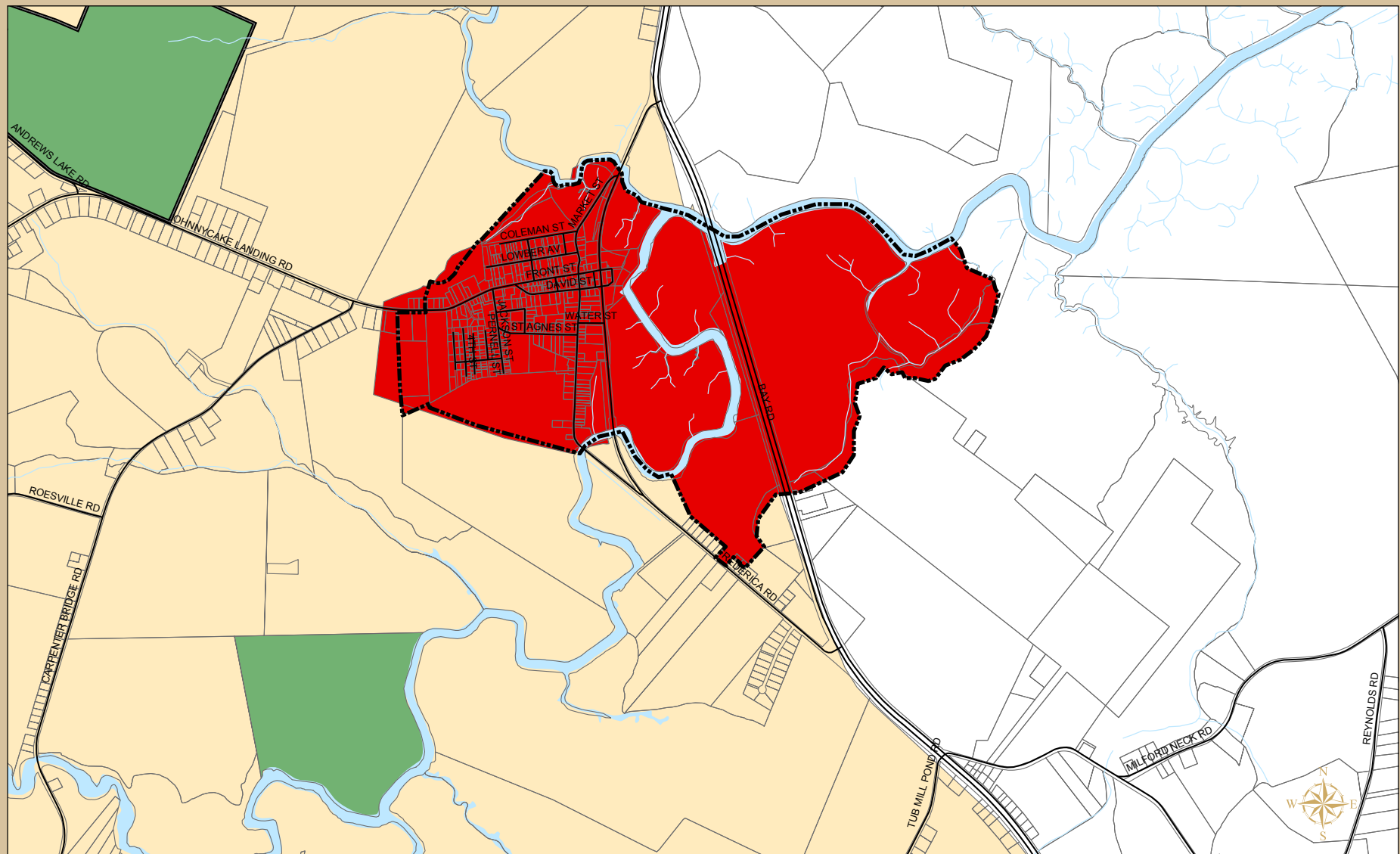
Sources:
 Parcels - Kent County Planning and Thompson Mapping, 2003.
 Housing Type - Determined by the Institute for Public Administration, 2003.
 Base map - Delaware Department of Transportation centerline file (1997) created from
 Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement
 between the State of Delaware and the USGS (1991-1993).

Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





Town of Frederica, Delaware

Map 5. State Investment Strategies



Sources:

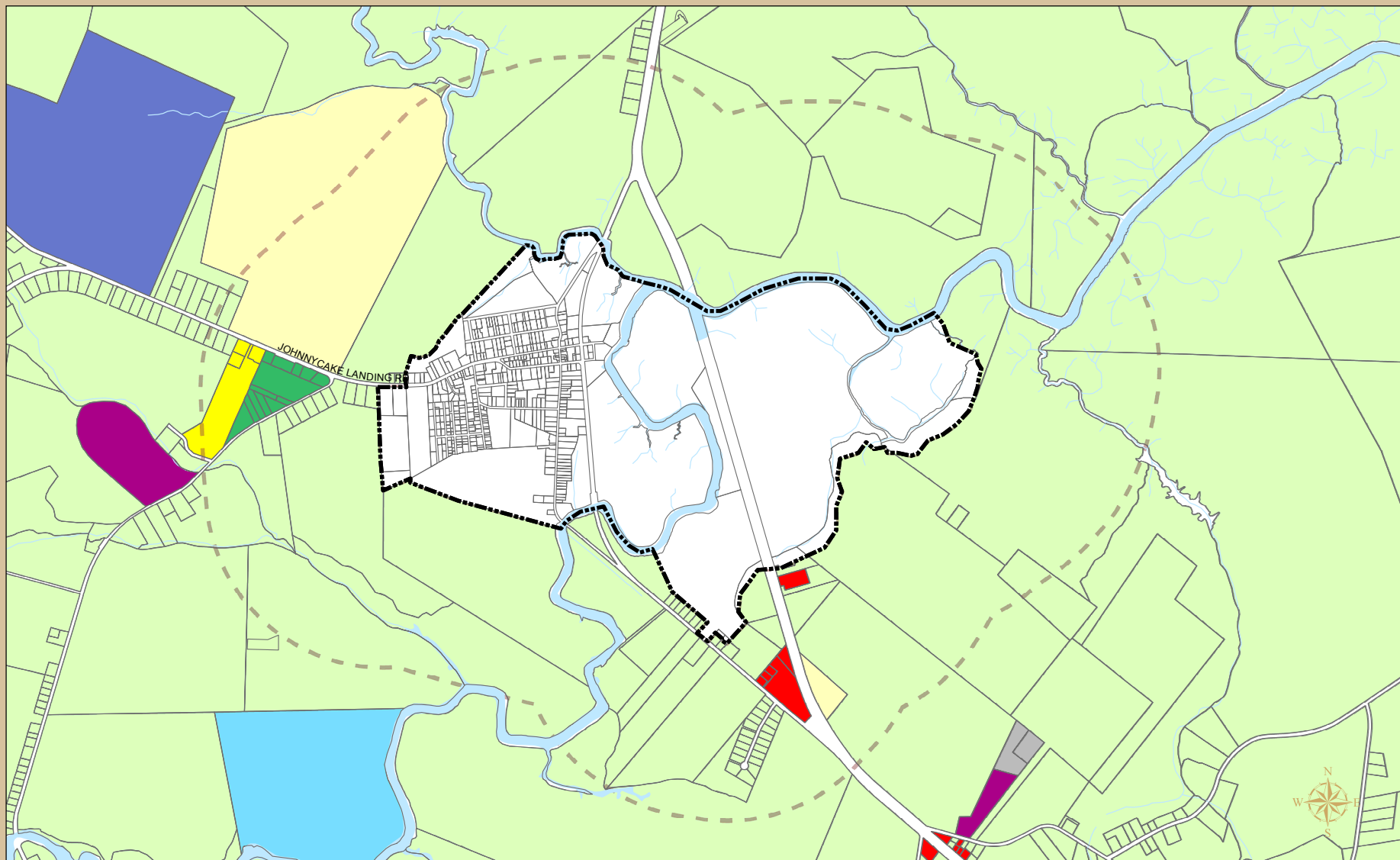
Parcels - Kent County Planning Department and Thompson Mapping, 2003.
 Base map - Delaware Department of Transportation centerline file (1997) created from
 Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the
 State of Delaware and the USGS (1991-1995).
 State Investment Strategies and Agricultural Districts - Office of State Planning Coordination, 2002.

Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





Zoning

AC	I-G	Municipal Boundary
AR	MULTI	Parcel Boundaries
RS1	PDR	1/2 Mile Buffer
BG	AP/TC	Hydrology
IS	NO DATA	Rivers, Lakes, and Ponds

Town of Frederica, Delaware

Map 6. Adjacent Areas

0 800 1,600 3,200 4,800 6,400 Feet

Sources:

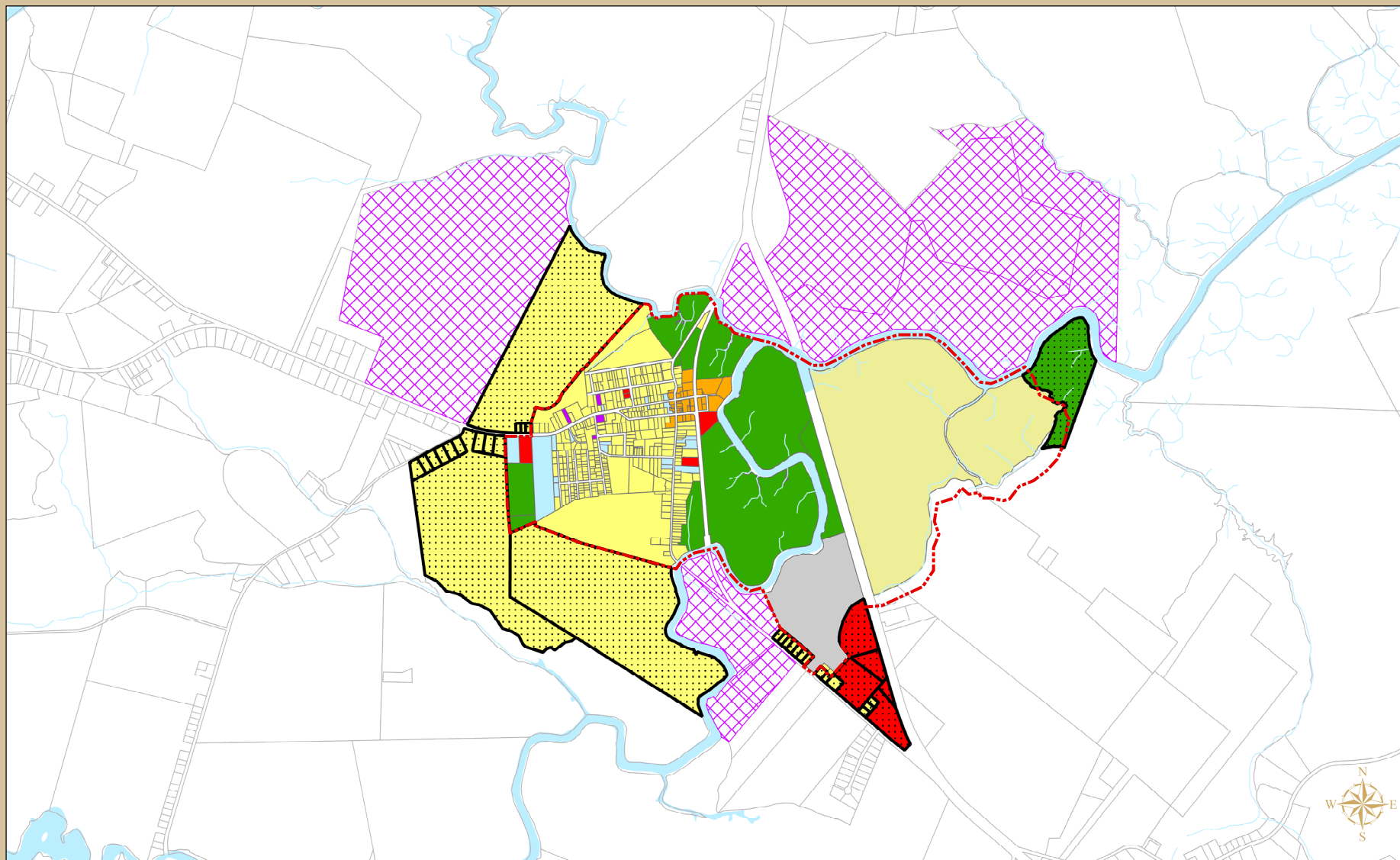
Parcels - Kent County Planning and Thompson Mapping, 2003.
 Zoning - Kent County Planning Department, 2002.
 Base map - Delaware Department of Transportation centerline file (1997) created from
 Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the
 State of Delaware and the USGS (1991-1993).

Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





- | | |
|---|---|
| Residential | Town Center |
| Commercial | Areas of Concern |
| Institutional | Future Land Use & Potential Annexations |
| Mixed Use | Town Boundary |
| Agricultural | Hydrology |
| Open Space | Rivers, Lakes, & Ponds |
| Office Complex | |

Town of Frederica, Delaware

Map 7. Proposed Land Use and Annexations

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

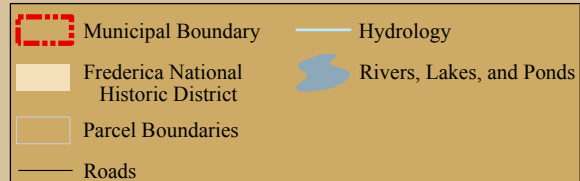
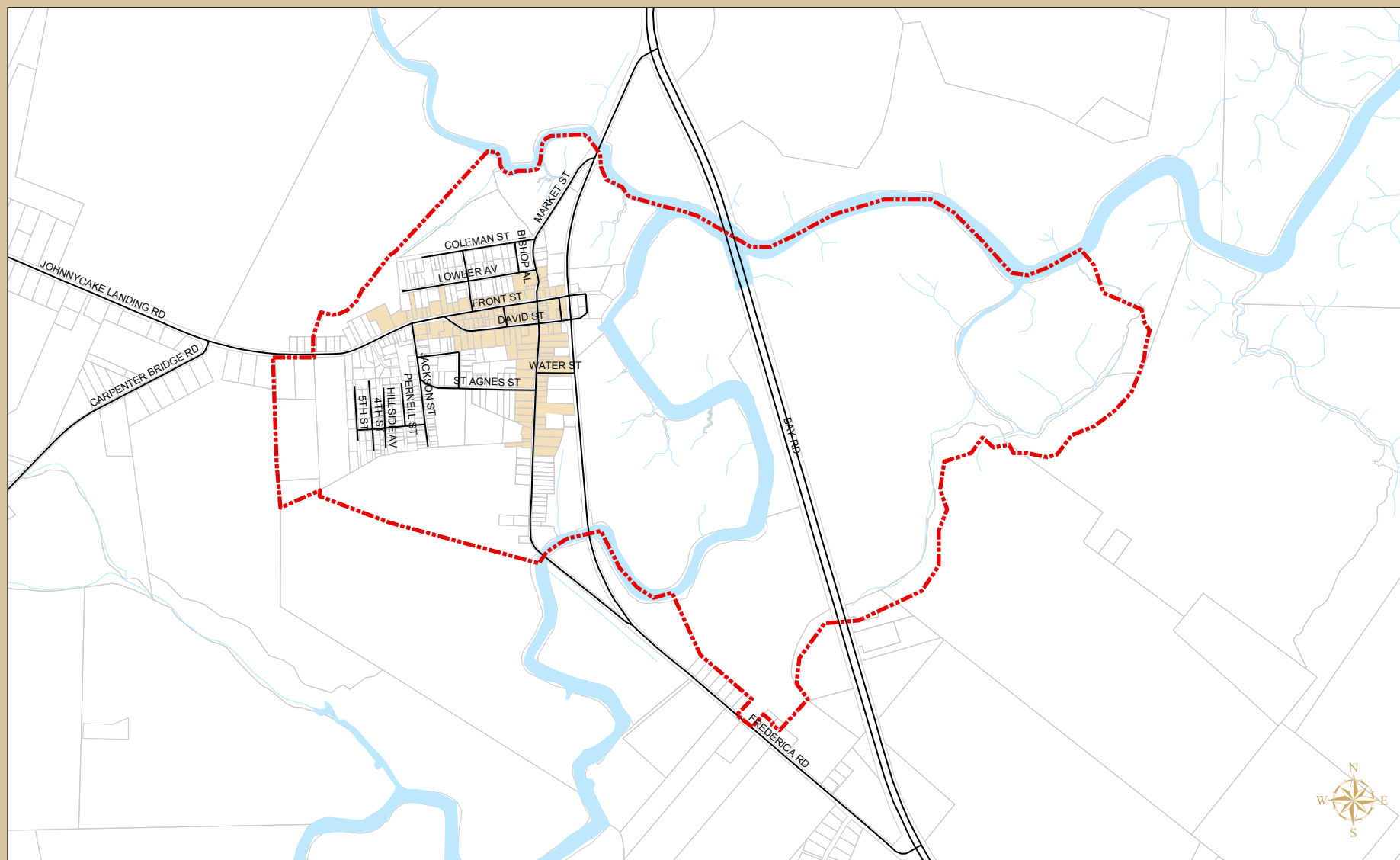
Sources:
 Parcels - Kent County Planning Department and Thompson Mapping, 2003.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Land Use - Land Use Survey was compiled by the Town of Frederica and the Institute for Public Administration, University of Delaware, 2003.

Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





Town of Frederica, Delaware

Map 8. Historic Resources



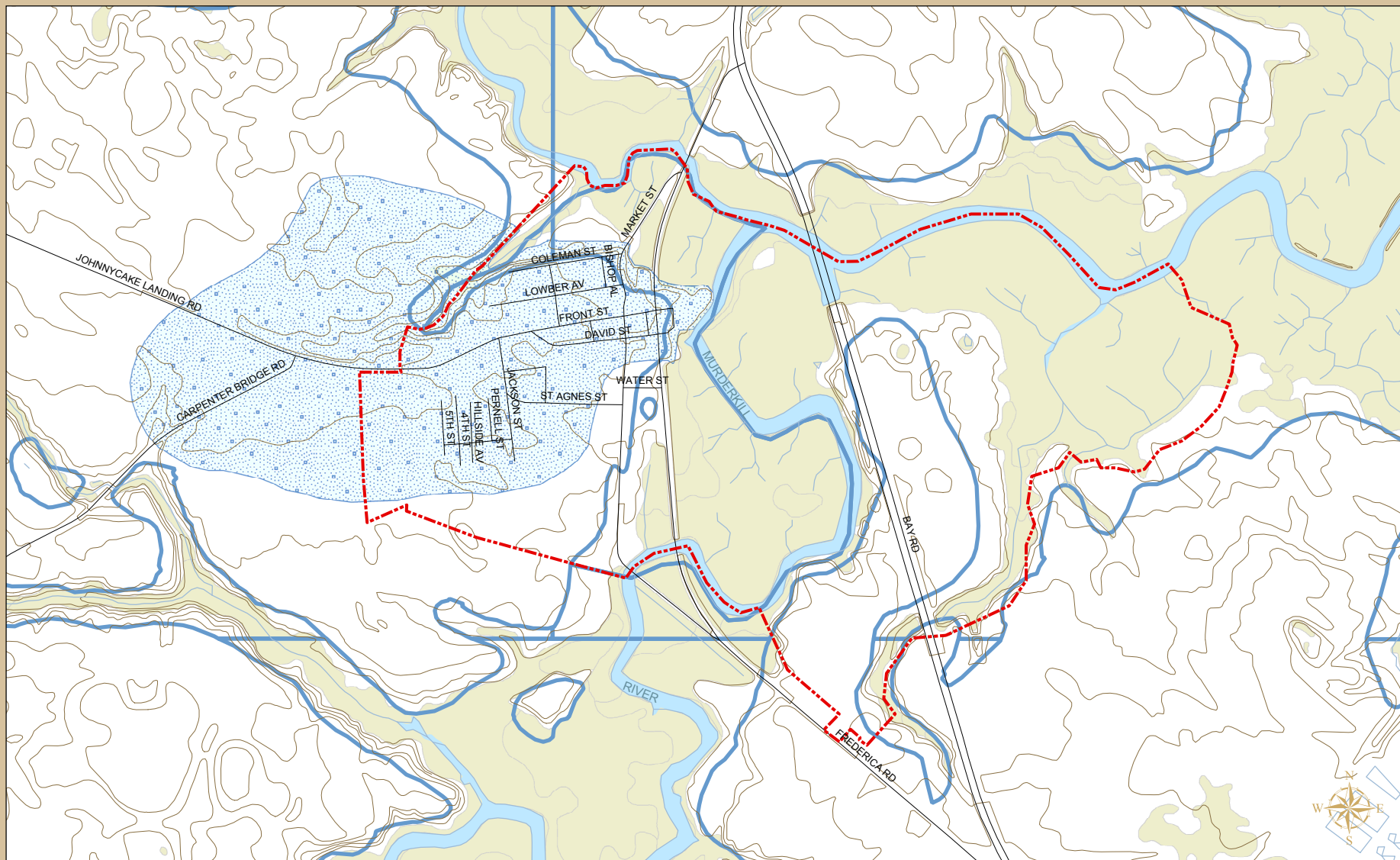
Sources:
 Historic Resources - Delaware State Historic Preservation Office, Div. of Historical and Cultural Affairs, January 2003.
 Parcels - Kent County Planning Department and Thompson Mapping, 2003.
 Base map - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).









Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004





- | | |
|--|--|
|  Excellent Recharge Areas |  Roads |
| Flood Plain |  Hypsography |
|  Zone AE - 100 Year w/Elevation |  Hydrology |
|  Statewide Wetlands (SWMP) |  Rivers, Lakes, & Ponds |
|  Town Boundary | |

Town of Frederica, Delaware

Map 9. Environmental Features

0 600 1,200 2,400 3,600 4,800 Feet

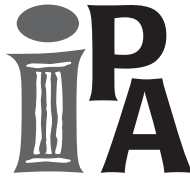
Sources:
 Basemap - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
 Statewide Wetlands (SWMP) - Delaware Department of Natural Resources & Environmental Control, Division of Water Resources, 1996.
 Excellent Recharge Areas - Delaware Department of Natural Resources & Environmental Control, Division of Water Resources, 2001.
 Federal Emergency Management Agency (FEMA).
 Hypsography - Extracted from USGS Topographic Map Series, Delaware Geologic Survey, 2000.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Delaware Office of State Planning and Coordination (OSPC), 2003.

Note:

This map is provided by the Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by the IPA, nor will the IPA be held responsible for any use of this document for purposes other than which it was intended.

March 2004



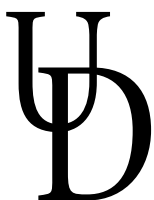


***Institute for Public Administration
College of Human Services, Education & Public Policy
University of Delaware
180 Graham Hall
Newark, DE 19716-7380***

phone: 302-831-8971 e-mail: ipa@udel.edu fax: 302-831-3488

www.ipa.udel.edu

The Institute for Public Administration (IPA) is a public service, education and research center that links the resource capacities of the University of Delaware with the complex public policy and management needs of governments and related nonprofit and private organizations. IPA provides direct staff assistance, research, policy analysis, training, and forums while contributing to the scholarly body of knowledge. Program areas include civic education, conflict resolution, health care policy, land use planning, organizational development, school leadership, state and local management, water resources planning, and women's leadership. IPA supports and enhances the educational experiences of students through the effective integration of applied research, professional development opportunities, and internships. Jerome Lewis is the director of the Institute and can be reached at 302-831-8971.



An Equal Opportunity/Affirmative Action Employer

The University of Delaware is committed to assuring equal opportunity to all persons and does not discriminate on the basis of race, color, gender, religion, ancestry, national origin, sexual orientation, veteran status, age, or disability in its educational programs, activities, admissions, or employment practices as required by Title IX of the Education Amendments of 1972, Title VI of the Civil Rights Act of 1964, the Rehabilitation Act of 1973, the Americans with Disabilities Act, other applicable statutes and University policy. Inquiries concerning these statutes and information regarding campus accessibility should be referred to the Affirmative Action Officer, 305 Hullihen Hall, (302) 831-2835 (voice), (302) 831-4563 (TDD).