2013 COMPREHENSIVE PLAN

FORGING OUR HERITAGE INTO PROSPERITY

City-Wide Element

Volume 2 of 2

City of Cumberland, Maryland

July 2013

2013 Comprehensive Plan

City-Wide Element – *Volume 2 of 2*

Prepared by the City of Cumberland – September 2011 – July 2013

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I. Introduction

Welcome to the City of ***Cumberland, Maryland***, historically known as the "***Queen City of the Alleghenies.***" Increasingly referred to today as "***The City of Steeples***" for its characteristic skyline, Cumberland has a rich history with a distinct cultural heritage that has been defined and molded by the mountains that frame it. Due to its strategic location, Cumberland was one of the major Colonial-era starting points for the initial exploration, settlement, and eventual economic development of the central Appalachian Mountains. This position made Cumberland a logical starting point for the construction of the nation's first federally-funded highway, the National Road, which became a major transportation corridor for trade and commerce between the western frontier and the major markets along the east coast.

The National Road Zero Mile Marker

Cumberland's location and emerging importance as a critical transportation and industrial hub made it a strategic staging and logistics center during the Civil War. After the war, the city flourished as a major center for new industries that were fed by the abundant natural resources in the surrounding area, including "smokeless" bituminous coal from the Georges Creek valley, as well as iron ore, sandstone, limestone, and timber. Most of the historic buildings and the city's pattern of development were constructed during the city's Golden Age between 1870 and 1929. The extensive Victorian, Queen Anne, and Italianesque architectural designs reflected in the city's historic commercial and residential buildings all hearken back to this era. Many of the city's residential neighborhoods and major industries emerged and expanded during this period.

The Baltimore Street Pedestrian Mall

As it enters the 21st century, the city's main streets still display the historic urban fabric and architectural styles of the city's Golden Era, but nowhere is the casual pedestrian obstructed from dramatic views of the forested natural slopes of the surrounding mountains and ridges. Cumberland's early growth and prosperity were fueled by the might of its heavy industries, but a blossoming arts community and tourism industry is boldly driving the city's economic renaissance. The city still serves as a financial, social, and commercial center for a distinctly rural market

that extends deep into the surrounding mountains and valleys. With a character that is neither exclusively urban nor rural in nature, but forged by and reflective of both, Cumberland offers a lifestyle that captures the best qualities of its urban and rural environments. In fact, the city *cannot* be fully understood and appreciated without comprehending the contributions of both of these influences.

A. Legislative Framework

Municipal planning in Maryland is governed by the Land Use Article of the Annotated Code of Maryland, formerly codified as Article 66b. This article of Maryland Law establishes the state-wide planning goals and visions that must be addressed in each plan, outlines all of the important topics that must be included in a plan, and explains the process by which the plan must be adopted and when it must be periodically reviewed. Recent legislation adopted in 2006 and commonly known as "House Bill 1141" made significant revisions to the basic comprehensive planning requirements of The Land Use Article that had been in effect since the early 1990's. These changes included the addition of three new comprehensive plan elements, two of which—a Water Resources Element and a Municipal Growth Element must be included in the city's plan.

A 2009 amendment to the city's 2004 Comprehensive Plan formally incorporated these two new elements into the city's former plan. This new plan will replace the 2004 Comprehensive Plan, which was a periodic update to the prior 1996 Comprehensive Plan. This complete rewrite was undertaken as an opportunity to rethink the basic premises of the prior plan in consideration of the economic boom that occurred in the first 6 years of the twenty-first century and the major recession that followed, beginning in 2007.

Another major change in the local government comprehensive planning requirements that emerged from HB 1141 was the revision and expansion of the state's planning visions from 8 to 12. The new statutory visions, which this plan has been designed to embrace, are as follows.

1. A high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment.
2. Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals.
3. Growth is concentrated in existing population and business centers, growth areas adjacent to those centers, or strategically selected new centers.
4. Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archaeological resources.

5. Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner.
6. A well-maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers.
7. A range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes.
8. Economic development and natural resource-based businesses that provide employment opportunities for all income levels within the capacity of the State's natural resources, public services and public facilities are encouraged.
9. Land and water resources, including the Chesapeake Bay and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources.
10. Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.
11. Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.
12. Strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, State, and interstate levels to achieve these visions.

In embracing these visions, the general purpose of a municipal comprehensive plan is to:

- Identify the public's needs through and intensive, formal, and meaningful public participation process;
- Inventory the natural and man-made resources that support the city and serve those needs;
- Create a unified vision for the future development and improvement of the city that addresses the public's needs, and
- Outline a coordinated action strategy to implement the vision.

While the plan is *not* a regulatory document, it provides the visionary, legal, logistical, and philosophical framework for the codes, ordinances and other strategies that the city adopts to implement its vision. Active and broad public participation in the development of the plan is necessary to legitimize its role as the guiding document for the city's vision. This engagement was accomplished for the plan through the participation of more than 100 citizens, staff, and specialists in the overall planning process.

B. Purpose of the Plan

This plan element is the second of two separate documents that collectively comprise the 2013 Cumberland Comprehensive Plan. The first element, the Neighborhood Element of the plan provides a detailed overview of the city's major residential neighborhoods. It provides input on the most important features, issues, and needs in each neighborhood based on input obtained through a series of 10 neighborhood public meetings conducted in 2010. The most critical policy implications from that assessment will be carried forward into and addressed by this City-Wide Element. The Neighborhood Element was adopted by the Mayor and City Council on February 14, 2012.

The purpose of this City-Wide Element is to build upon the neighborhood needs and issues outlined in the Neighborhood Element and present an overall coordinated and comprehensive planning vision for the city in satisfaction of the state requirements outlined in The Land Use Article. In that way, this City-Wide Element represents the heart of the 2013 Comprehensive Plan and constitutes the official document that will be used to guide city policy into the future.

The plan was prepared in this way to ensure that the city's vision and its planning goals, objectives, and policies are based on a thorough knowledge and understanding of neighborhood needs. As explained in the Neighborhood Element, Cumberland is a city of distinctive neighborhoods that have colorful histories, cohesive social structures, and unique identities that contribute greatly to the city's physical and social fabric and its special character. The city's plan must explore, document, celebrate, and reinforce that basic neighborhood structure to preserve the city's unique character and charm and to create value in urban living and lifestyles. In doing so, the city hopes to entice new development investment into the city and support and expand ongoing reinvestment and revitalization in the neighborhoods.

C. Overall Plan Vision

The overarching vision of the 2013 Comprehensive Plan is to advance the ongoing revitalization and redevelopment of the City of Cumberland that has progressed since the era of the Cumberland Urban Renewal Authority of the 1960's and '70's. Although the specific objectives and direction has evolved over time, the principal goals have remained firm—to revitalize the city's economy, reverse the historic pattern of population decline, expand the city's tax base, and provide reliable employment opportunities with strong wage growth potential for its citizens. In so doing, this plan seeks to preserve, strengthen, and promote those elements of the city's environmental and cultural heritage that contribute greatly to the city's distinct character and constitute valuable assets to the city's revitalization and redevelopment efforts. The plan is written and conceived as a policy guide for a 20-year planning horizon (2013-2033). Over that period of time, the city aspires to restore a pattern of positive population and economic growth and document or establish the city's capacity to support an overall growth rate in the city's population of up to 15 percent from the 2010 Census figure of 20,859.

Any positive growth that the city is able to achieve within that potential rate of growth will be deemed consistent with this plan.

The city recognizes and acknowledges that its ability to achieve its overall vision is influenced by many forces that are not within its specific control. It is impossible for this plan (or for that matter, *any* plan) to accurately or reliably predict or determine the recovery's outcome or even when it will be complete. It is equally impossible for this plan to determine or predict in advance what additional impediments or opportunities may arise over the course of the plan's 20-year planning horizon that would require further adjustments to the plan's strategies. This plan does establish a comprehensive, coordinated course for the city based on the best information available and the most conservatively reasonable forecasts that can be made from that information at the time it is written. Therefore, the city must evaluate the plan's influence in achieving its vision on a regular basis, not to exceed the six-year evaluation cycle mandated by The Land Use Article of the Annotated Code of Maryland, to ensure that any necessary course adjustments are implemented.

II. Demographics

A basic demographic analysis is necessary to decide what policy changes and physical improvements might be needed to promote and accommodate desired future growth. Cumberland has had a colorful and vibrant history that has greatly influenced its growth patterns as well as those of the county and surrounding areas. The following narrative seeks to explain these influences to illustrate how they provide a context for understanding the city's historic growth patterns and how those influences and patterns have made the local economy so fundamentally different from the rest of Maryland.

In preparing this chapter, the primary data source was the decennial censuses conducted by the U.S. Census Bureau at the beginning of each decade. Most of the data compiled for the city covers the last three census counts in 1990, 2000, and 2010. Beginning with the 2010 Census, the U.S. Census Bureau changed the survey procedures used to collect detailed socioeconomic data. Changes in the survey methodology are likely to have the greatest impact on data features with small totals or significant changes from prior data points.[1]

[1] Prior to the most recent census count in 2010, the U.S. Census Bureau distributed two separate census forms to each household in the country—a short form and a long form. The questions on the short form were sent to and answered by every household. The data derived from these most basic questions forms the basis of the constitutionally required "100% count," which serves as a basis for Congressional redistricting.

The Census Long Form survey was sent to a stratified random sample of one out of every six households, which theoretically captured data for nearly one out of every six persons. In addition to all of the questions from the short form, the long form contained additional questions about educational levels, employment, income, housing characteristics, commuting patterns, and all of the other detailed information that people have come to expect from the U.S. Census. Although the specific questions asked in the long form have changed slightly over the years, the overall data remained directly comparable from one census to the next.

However, the 2010 Census marks an abrupt and significant change in the collection methodology for the information collected through the sample survey. While the U.S. Census Bureau continued to issue the short form to every household as it has done in all past censuses, the long form survey effort was replaced by the American Community Survey—which is an annual national sample survey conducted by the Census Bureau—the data from which is agglomerated or pooled over a period of three and five years to derive estimates that are intended to replace the former long form sample survey counts for each community. The actual methodology used is now more complex and fundamentally different from the survey methodology employed in previous censuses. The national sample size drawn for the American Community Survey in 2010 is effectively half the size of the samples that were previously drawn by the Census Bureau for the Long Form Sample Surveys. The different sample size, compilation methodology, and margins of error used for the new American Community Survey means that the resulting data *may* not be directly comparable to prior U.S. Census sample survey data, even where the same survey questions were asked and the same data points were compiled.

With that qualification in mind, this plan presents 2005-2009 American Community Survey data and draws general comparisons to prior census results for the city as a whole, but refrains from drawing definitive

Population data and trends between 1990 and 2000 for each neighborhood are discussed in detail in the Neighborhood Element (Volume 1 of 2) of this plan. Data from the 2010 Census was not available at the time that the Neighborhood Element was written (in 2011).

A. Historic Population/Household Trends & Characteristics

Cumberland's overall historical population trends have been influenced greatly by evolving national and global geopolitical, transportation, and economic influences. From its initial settlement in the 1750's through the 1800's, the city's population grew rapidly in response to major transportation investments. The first major transportation improvement to stimulate growth and economic development in Cumberland was the construction of the Cumberland Road between 1811 and 1818. This first Federally-funded national highway provided an important transportation link between the Ohio River, the undeveloped American heartland that lay beyond it, and the established Atlantic coastal markets. It made Cumberland the nation's first "Gateway to the West" and a vital staging and trade center for the growing flood of settlers heading for the new American frontier. Over time, the road was extended (both east and west) and improved to become the National Road and, eventually, U.S. Route 40. The addition of the B & O railroad in 1842 and the C & O Canal in 1850 further solidified Cumberland's position as a cultural and economic center in the central Appalachians and spurred new industrial development opportunities and growth.

By the late 1800's, the city experienced its "golden age" of economic prosperity, which peaked at the beginning of the Great Depression and lingered on through the end of World War II. Cumberland reached its peak population of nearly 40,000 near the end of this era in 1940. After World War II ended, the nation experienced major, fundamental social, transportation, and economic changes. The area's major industries closed as they became casualties of aging and outdated technology, outsourcing and competition with foreign labor in the evolving global market, lack of convenient access to markets, and declining economic vitality. This period marked a long and steady decline in the city's population that characterized the latter half of the twentieth century. By the beginning of the twenty-first century, Cumberland's population had decreased by nearly one half from its 1940 peak, as illustrated below in Table 1.

conclusions. It is important for readers to understand the fundamental differences between these data sets in drawing conclusions from the data, especially where the differences in survey methodologies might affect the specific application of the data.

Table 1 - Population Trends in Cumberland, Allegany County, & Maryland (1940-2010)

YEAR	CUMBERLAND	% CHANGE	ALLEGANY CO	CITY AS A % OF COUNTY	MARYLAND	CITY AS A % OF STATE
1940	39,483	4.60%	86,973	45.40%	1,821,244	2.168%
1950	37,679	-4.57%	89,556	42.07%	2,343,001	1.608%
1960	33,415	-11.32%	84,169	39.70%	3,100,689	1.078%
1970	29,724	-11.05%	84,044	35.37%	3,922,399	0.758%
1980	25,933	-12.75%	80,548	32.20%	4,216,975	0.615%
1990	23,706	-8.59%	74,946	31.63%	4,781,468	0.496%
2000	21,518	-9.23%	74,930	28.72%	5,296,486	0.406%
2010	20,859	-3.06%	75,087	27.78%	5,773,552	0.361%

Source: U.S. Census

The table shows 70 years of population data for Cumberland, Allegany County, and the State of Maryland. Cumberland's population as a percentage of the county's and state's populations are also provided. Although Cumberland's population has declined in absolute terms and as a percentage of the populations in Allegany County and Maryland, the overall rate of decline has slowed consistently between 1980 and 2010. Likewise, Allegany County's population leveled off in the final decade of the twentieth century and showed a slight increase in 2010—the first positive population growth for the county since 1950. Recent annual population estimates for Cumberland over the first decade of the twenty-first century also show considerable stability in the city's population. These trends suggest that the city and county's populations may have reached a relatively stable level with respect to the strength of the local economy and remaining job market to support them. If that assessment is true, it would be reasonable to conclude that expanded local job opportunities would both reduce local unemployment rates and gradually translate into renewed population growth.

Looking more closely at recent trends in the characteristics of the population sheds additional light on the patterns of demographic change occurring within the city. A critical factor in the city's population decline since 1940 has been the gradual erosion of the city and county's youth populations, as young adults have left the area seeking better job opportunities. This situation has resulted in a gradually aging population base, as illustrated below in Table 2.

According to the census data shown below, nearly half of the city's total population is over the age of 45 and the median age of the population has increased by 2 years since 1990 to more than 41 years. This compares to a 2010 median age of 38 years for the state as a whole. The relative stability of the age distribution over the past 30 years reflects the increasing stability in the city's overall population. It is interesting to note that the greatest change in the age composition of the city's population in the last three decades has occurred in the 45-64 age group. People at these ages tend to be at the peak of their careers (and income potential) and have declining household sizes (due to the maturity of their children as they enter adulthood and move away to begin their independent lives). Consequently, these

households represent a good potential market for residential real estate in the city and may be an indication that, despite the erosion that has occurred in the city's employment base, the city is becoming attractive to a more established, financially secure, and stable population. This trend, if correct, could be occurring in response to both the aging of Baby Boom generation citizens and the growing, pre-retirement attraction of older working adults to the area's abundant recreational amenities, attractive and relaxing natural setting, and emerging arts and entertainment base.

Table 2 - City of Cumberland Age Characteristics (1990-2010)

	PERCENT OF POPULATION BY AGE RANGE (IN YEARS)				
YEAR	**< 5**	**5-19**	**20-44**	**45-64**	**65+**
1990	7%	18%	32%	21%	22%
2000	6%	19%	31%	23%	21%
2010	6%	19%	30%	26%	20%

	MEDIAN AGE OF RESIDENTS
YEAR	**AGE**
1990	39.5
2000	40.6
2010	41.4

SOURCE: U.S. Census Bureau

As discussed in the Neighborhood Element (Volume I of this plan), the city's population retains much of its historic ethnic and cultural diversity. This ethnic diversity contributes to the distinct characters of the city's various residential neighborhoods, which were settled during a period of heavy European immigration in the early years of the Industrial Revolution. According to the 2010 American Community Survey data, the city's population reflects a number of western European ancestries, with 34.1% of the population having a German ancestry, 14.6% being of Irish ancestry, and 12.5% reporting English or American ancestry. Other significant ancestries reported included Scottish (including Scotch-Irish), Italian, Polish, and Dutch (which is commonly known as Pennsylvania Dutch or German).

Table 3 - City of Cumberland Racial Characteristics (1990-2010)

YEAR	WHITE	% OF TOTAL	BLACK	OTHER RACES	HISPANIC	TOTAL
1990	22,471	94.8%	1,047	188	107	23,706
2000	19,913	92.5%	1,088	517	150	21,518
2010	18,655	89.4%	1,325	879	252	20,859

NOTE: Hispanic population counts are not mutually exclusive from other races.

SOURCE: U.S. Census Bureau.

Another distinguishing characteristic of the city's population that contrasts sharply with the rest of the state is the distribution of the population by race. Maryland is known as one of the most racially diverse states in the nation with a 2010 population that is 58% White, 29% African American, 8% Hispanic, and 5.5% Asian. Cumberland's current and historic racial composition, shown in Table 3 above, is quite different.

Although the city's population is gradually diversifying over time, it remains predominantly White. African Americans, while representing the largest minority group in the population, comprised just over 6 percent of the city's population in 2010. Minority groups as a whole constitute about 10% of the city's population. Since the vast majority of Cumberland's growth occurred at a time when Maryland's population (and the population of the country as a whole) was considerably less racially diverse, it should be no surprise that it would remain that way absent any infusion of new growth during the period in time when the state's population was diversifying. The trend towards greater diversification of the city's population over the past 20 years indicates that the city's population is beginning to diversify. Renewed employment growth would invariably open additional opportunities for greater racial diversification of the area's population.

One of the most positive demographic influences in recent years has been the improving educational attainment levels of the city's population. Educational achievement relates strongly and directly into higher incomes, which are necessary to drive economic vitality, expansion, and diversification. Improvement in educational achievement also makes the local labor force more attractive to new employment opportunities. Consequently, the city's overall economic development strategy places a strong emphasis on expanding higher educational opportunities in the city and forging stronger relationships between educational facilities and the business sector. The data below in Table 4 illustrates trends in educational attainment within the city's population from 1990 through 2009.

The patterns show gradual improvement in educational attainment over time. The percentage of residents who attended some college or earned at least a bachelor's degree increased significantly between 1990 and 2010. Correspondingly, the percentage of city residents that never completed high school has dropped significantly, with the greatest rate of decline occurring in the recent decade.

Table 4 -Educational Attainment of Cumberland Residents (1990-2009)

MAXIMUM EDUCATION LEVEL ACHIEVED	1990	2000	2005-2009	% CHANGE 1990-2009	% CHANGE 2000-2009
Population Aged 25+	16,297	14,996	13,915	-14.62%	-7.21%
Less Than High School	5,192	3,098	1,887	-63.66%	-39.09%
High School Diploma or GED	5,920	6,010	5,829	-1.54%	-3.01%
Some College - No Degree	2,411	2,762	2,908	20.61%	5.29%
Associate's Degree	1,012	1,172	1,143	12.94%	-2.47%
Bachelor's Degree or Higher	1,762	1,954	2,148	21.91%	9.93%
% High School Degree or Higher	68.1%	79.3%	86.4%	18.3%	7.1%
% Bachelor's Degree or Higher	10.8%	13.0%	15.4%	4.6%	2.4%

SOURCES: U.S. Census for 1990 & 2000.
American Community Survey (2005-2009 Estimates).

Overall household trends in the City of Cumberland are presented in Table 5. The table provides Census data on trends in the number of households, average household size, and median household income between 1990 and 2010.

Overall trends in total households are similar to the city's overall population, with a consistent decline since 1990, but a reduction in the pace of decline over time. It is interesting to note that the trend has tracked closely enough with the overall population trend to result in no significant change in average household size over the past three decades.

Table 5 - City of Cumberland Household Trends (1990-2010)

YEAR	NUMBER OF HOUSEHOLDS	PERSONS PER HOUSEHOLD	MEDIAN HH INCOME
1990	10,266	2.2	$16,442
2000	9,538	2.2	$25,142
2010	9,223	2.2	$29,923

SOURCES: U.S. Census Bureau (1990, 2000, and 2010).
2010 Median HH income from 2005-2009 American Community Survey.

The trend in median household income is promising, even though the actual figures remain relatively low. Overall, the census data shows a gradual increasing trend over the past three decades. By comparison, the 2010 median household incomes for Allegany County and Maryland are $36,810 and $69,475, respectively. These comparative figures show that incomes for city residents fall below the county level and are less than half the state estimate. However, that figure must, to some degree, be placed in the context of the cost of living differential between Cumberland and the state, which is comparably significant. This issue is discussed in greater detail in the housing affordability section of the Housing chapter.

According to 2005-2009 American Community Survey data for the United States (a level at which the sample of households surveyed is likely to be more representative than for the city), the national median household income is $51,425. This figure shows that both Cumberland and Allegany County fall closer to the national median in income than to the state (which, on average, is one of the wealthiest states in the country).

As might be expected from the income data discussed above, the city has a relatively high and persistent incidence of poverty. Table 6 shows that the percentage of all families and persons aged 65 and over with incomes that fall below the poverty level are consistently higher over the past three decades in Cumberland than in Allegany County and the state. While the gap between the county and city with respect to all families has narrowed significantly since 1990, estimates indicate that the poverty index for individuals aged 65 and over appears to have increased in Cumberland, while it continued to decline in the county. It also represents an important concern because the city's population continues to age with the greatest relative growth in the city's population is occurring in the 45-64 age group, many of which can be expected to age into the 65 and over age group over the lifespan of this plan.

As mentioned earlier, an important factor that, to a large degree, qualifies and offsets the gap in median household incomes and poverty rates between Cumberland and Allegany County and the rest of the state and nation is the relative cost of living. Since the threshold income used to establish the poverty level is a *national* standard, it does not recognize local or regional differences in the overall cost of living that can affect the standard of living one can expect to achieve from incomes earned locally. The Cumberland metropolitan area ranks as one of the lowest cost housing markets in the nation. This aspect of the overall standard of living must be taken into account, and they give the area a higher overall affordability index despite local income levels.

B. Employment/Economic Trends & Patterns

General information on the city's and county's labor forces (respectively) is provided in Tables 7 and 8 below. The tables show trends in the number of residents over the age of 16 engaged in different aspects of the local labor force and the resulting employment and unemployment rates over the past three decades.

Table 6 -Income & Poverty Trends (1990-2010)

	1990	2000	2005-2009	% CHANGE 1990-2009	% CHANGE 2000-2009
Median Household Income:					
Cumberland	$16,442	$25,142	$29,923	82.0%	19.0%
Allegany County	$21,546	$30,821	$36,810	70.8%	19.4%
Maryland	$39,386	$52,868	$69,475	76.4%	31.4%
% With Incomes Below Poverty Level:					
All Families:					
Cumberland	22.7%	15.3%	14.0%		
Allegany County	12.8%	9.7%	9.6%		
Maryland	6.0%	6.1%	5.5%		
Persons 65 Years & Over:					
Cumberland	15.3%	9.8%	13.8%		
Allegany County	13.1%	9.0%	8.7%		
Maryland	10.0%	8.0%	8.1%		

SOURCES: U.S. Census for 1990 & 2000.
American Community Survey (2005-2009 Estimates).

Employment levels and opportunities in Cumberland, Allegany County and most of Western Maryland have consistently ranked very low in comparison with the rest of the state. This pattern results from the longstanding erosion in the local economic base. Over the past three decades, the county's civilian unemployment rate first increased from 1990 to 2000 then decreased slightly in 2009. In contrast, the city's overall civilian unemployment rate decreased from 1990 to 2000 then increased again to a slightly higher level in 2009. Generally, the county's unemployment rate has shown greater stability over time than the city's, and remained lower in two of the three decades. Allegany County's unemployment rate for 2009 was close to the national rate of 7.2% according to the 2005-2009 American Community Survey.

Table 7 -Cumberland Employment Trends (1990-2009)

EMPLOYMENT STATUS	1990	2000	2009
Persons Aged 16 and Over	19,060	17,387	16,820
Total In Labor Force	9,491	9,184	9,429
Civilian Labor Force	9,470	9,172	9,392
Employed	8,468	8,507	8,383
Unemployed	1,002	665	1,009
Armed Forces	21	12	37
Not In Labor Force	9,569	8,203	7,391
% Employed (Civilian)	89.4%	92.7%	89.3%
% Unemployed (Civilian)	10.6%	7.3%	10.7%
% Not In Labor Force	50.2%	47.2%	43.9%

SOURCES: U.S. Census for 1990 & 2000.
American Community Survey (2005-2009 Estimates).

Table 8 -Allegany County Employment Trends (1990-2009)

EMPLOYMENT STATUS	1990	2000	2009
Persons Aged 16 and Over	50,450	61,607	60,882
Total In Labor Force	32,439	32,996	33,153
Civilian Labor Force	32,374	32,962	33,027
Employed	29,731	30,031	30,226
Unemployed	2,643	2,931	2,801
Armed Forces	65	34	126
Not In Labor Force	18,011	28,611	27,729
% Employed (Civilian)	91.8%	91.1%	91.5%
% Unemployed (Civilian)	8.2%	8.9%	8.5%
% Not In Labor Force	35.7%	46.4%	45.5%

SOURCES: U.S. Census for 1990 & 2000.
American Community Survey (2005-2009 Estimates).

It is important to note that the overall labor forces in both Cumberland and Allegany County expanded slightly from 2000 to 2009, a period marked by two significant economic recessions. To some degree, these data may reflect a lower overall impact of the 2007 Recession on the local economy and provide further support for the earlier observation that, after 60-70 years of decline, the area's population may have reached an economically stable level.

Table 9 below shows actual employment trends of city residents by economic or industrial sector from 1990 through 2009. The data covers all economic sectors that employed 200 or more workers during that period. The figures represent employment of Cumberland residents, regardless of where they work, not employment by businesses located exclusively within city limits.

Table 9 -Cumberland Employment Trends By Industry (1990-2009)

SELECTED TOP EMPLOYMENT SECTORS	1990	2000	2005-2009	% CHANGE 1990-2009	% CHANGE 2000-2009
Construction	598	382	461	**-22.91%**	20.68%
Manufacturing	872	823	620	**-28.90%**	-24.67%
Transportation	537	604	614	**14.34%**	1.66%
Wholesale Trade	269	250	157	**-41.64%**	-37.20%
Retail Trade	1,940	1,168	1,049	**-45.93%**	-10.19%
Finance, Insurance, Real Estate	373	455	390	**4.56%**	-14.29%
Professional & Related Services	2,604	2,598	2,880	**10.60%**	10.85%
Public Administration (Government)	467	655	608	**30.19%**	-7.18%
Total Working Age Population (Aged 16+)	19,060	17,387	16,820	**-11.75%**	-3.26%

SOURCES: U.S. Census for 1990 & 2000.
American Community Survey (2005-2009 Estimates).

According to the table, the largest sources of jobs for city workers are in the Professional and Related Services and Retail Trade sectors of the economy. The data clearly shows the ongoing transformation of the area's employment base away from its historic manufacturing origins. Manufacturing employment continued to decline as a source of jobs for city residents at a generally steady pace. The strongest and most persistent employment growth occurred in the sector employing the largest share of the city's workers—Professional & Related Services. This sector includes education and health services, which embraces three of the largest single employers within city limits—Allegany College, Western Maryland Regional Hospital, and the Allegany County Health Department (all located on Willowbrook Road on the city's east side).

Another important trend reflected in Table 9 is the apparent sharp decline in workers in the retail trade sector of the economy. Although the city's retail base has declined significantly since the 1950's—due to competition from suburban shopping centers that were built outside Cumberland during this period—that shift does not adequately explain the losses. Census data reflects the employment patterns of city residents regardless of where they work, and retail employment within the broader local economy expanded over that period.

A more plausible explanation for this retail sector employment decline is that a significant number of resident workers left jobs in the retail sector for new jobs in other sectors. This explanation, combined with overall population shifts within the labor force, appears to be considerably more plausible given the improved educational attainment levels illustrated in Table 4 and the significant growth that occurred in Professional and Related Services employment, despite an overall decline in the working age population. The overall employment growth in this sector of the economy may be the most encouraging economic trend for the city, since the sector promises high wages to help improve local incomes and strong job growth potential (due to continued aging of the population). Furthermore, professional employees are most attracted to the amenities of urban living.

C. Projections

When deciding how the city desires to grow, it is important to understand that growth projections should not be used to dictate the city's desired future growth rate. Projections are usually based on past growth trends, which may show more or less growth than the city can or desires to support or promote. Therefore, population projections should be used to understand how the city *might* or *could* grow or decline in the future, assuming the city takes no specific actions that would alter past population growth patterns.

Published population growth projections are not derived for cities and towns in Maryland. The state data center only generates population projections for counties. The state's most recent (2012) population projections for Allegany County indicated continued slow growth through the forecast period from the 2010 Census count of 75,087 to an estimated 77,550 by 2040. This trend represents an overall growth rate of about 3.3 percent over the next 30 years. The city remains hopeful that it can eventually achieve a higher overall growth rate than these projections would suggest.

The city has determined that, from a public policy standpoint, the recent declines in population that the city has experienced over the past 70 years are unacceptable and should be reversed. More recent population trends in Cumberland and Allegany County suggest that the area may have reached a point of stability and slow recovery in population growth in the first decade of the twenty-first century. Cumberland should continue to promote and support growth consistent with the overall vision for this plan as articulated in the introduction chapter of this City-Wide Element.

This plan has been designed to establish the city's capacity to support an overall growth rate over the 20-year planning horizon (2013-2033) of fifteen percent over the 2010 Census population levels. If that rate of growth is realized, the city's population would grow from 20,859 to approximately 24,000, an overall increase of 3,141 persons over the next 20 years. Such rates of growth are not uncommon in other areas of Maryland. While this level of growth may be greater than the city and county can expect to receive over the next 20 years, it establishes a reliably safe benchmark to document the city's substantial capacity to accommodate renewed growth.

III. Natural & Historic Resources

A rugged mountain setting and numerous National historic sites make Cumberland unique. This chapter highlights the ongoing actions to preserve both. These elements are also driving its growing tourism industry.

GOALS

1. **Protect and manage natural resources and sensitive environmental areas.**
2. **Preserve and promote the city's historic resources for future generations and in support of the city's growing tourism industries.**

The City of Cumberland in the Allegheny Mountains

The City of Cumberland is located entirely within the Potomac River Basin and the Ridge and Valley geologic province. Within this visually stunning geologic setting, Cumberland is located near the headwaters of both the Potomac River Basin and the larger Chesapeake Bay watershed, approximately 15 miles west of the Eastern Continental Divide. Dans Mountain forms the leading ridgeline of the

Allegheny Front, a prominent mountain escarpment which is the dividing point between the high Allegheny Plateau and the Ridge and Valley geological province within which the city is located. Although Dans Mountain, the county's highest point with a peak elevation of 2,898 feet, is not the highest point in the state, it is the state's *tallest* mountain as measured by its maximum "vertical rise/prominence" or overall change in elevation from the highest base elevation to the top of the ridgeline.

North Branch of the Potomac River

All creeks, streams, and drainageways within the city empty or discharge into the North Branch of the Potomac River, which forms the city's southern boundary with the State of West Virginia. Although numerous smaller sub-watersheds, including Wills and Evitts Creeks, Dry Run, and Willow Brook divide the city, none are contained wholly within Cumberland. These natural watersheds have minimal bearing on the city's stormwater discharge patterns, because substantial portions of these creeks and streams have been altered by historic urban development and past flood control projects, and the vast majority of the city's stormwater is collected and discharged directly into the North Branch of the Potomac.

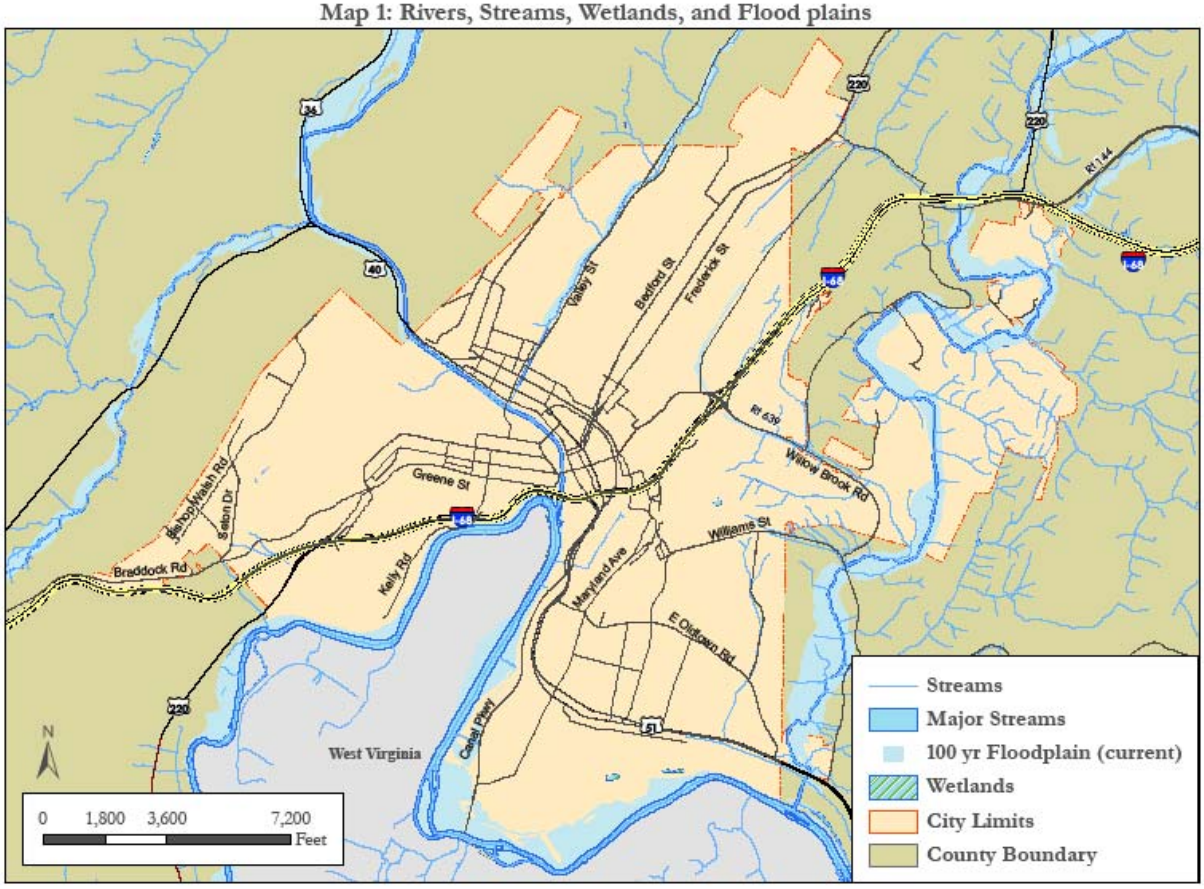
A. Sensitive Resources & Habitat Areas

Under The Land Use Article of the Annotated Code of Maryland, a municipal Comprehensive Plan must consider measures to protect environmentally sensitive areas that could be impacted by planned development within the city and its municipal growth area. Maryland law directs that this assessment should address streams, wetlands, floodplains, threatened and endangered species habitats, steep slopes, agricultural and forest lands designated for protection or conservation, and other potential sensitive areas identified in the plan. This plan has identified prominent ridgelines as additional sensitive areas by virtue of their inherent value to the city's scenic skyline and the sensitive habitat areas that they support.

The rugged, steep topography of the Ridge and Valley Geologic Province in Allegany County confines wetlands and floodplains to the valley floors adjacent to all major creeks and rivers. The locations of these resources are shown in Map 1. Wetlands associated with river headwaters and floodplains are generally classified as "riparian wetlands," which means that they are functionally and ecologically linked to the adjoining river or stream. The most extensive riparian wetlands in the immediate Cumberland area are associated with and located within the floodplains of Evitts Creek, the Potomac

River, Wills Creek, Willow Brook, and Elk Run. These floodplain areas are delineated on the Flood Insurance Rate Maps (FIRM) prepared and updated periodically by the Federal Emergency Management Agency (FEMA). Major wetland areas associated with those floodplains are depicted on the National Wetland Inventory (NWI) Maps prepared by the U.S. Fish and Wildlife Service and some of the wetlands also appear on the Soil Survey Maps prepared by the Natural Resources Conservation Service. Wetlands in Cumberland constitute approximately 32.63 acres (0.5 percent) of the city's total land area, while 100-year floodplains overlay 465.73 acres or 7.2 percent of the city's total land area.

Map 1: Rivers, Streams, Wetlands, and Flood plains



The official floodplain maps for the City of Cumberland were being revised and updated during the writing of this Plan. The proposed new floodplain maps recommend expansion of the 100 year floodplain primarily in the areas that lie along Evitts Creek. These expanded floodplains may affect many of the properties that have been annexed into the City since 1997 and are largely undeveloped at this time.

Three small wetland areas within the city are not located within or adjacent to the delineated floodplains. They include a small wetland adjacent to the CSX rail yard in South Cumberland, the city's Fort Hill Reservoir adjacent to Reservoir Avenue, and the duck pond in Constitution Park. Only one of them (the duck pond) can be considered a "natural" wetland. The first delineated non-riparian wetland

area is located on property owned by CSX. It is a pre-treatment holding pond for the railroad's discharge into the city's sewer system. The last two of these three wetland areas are owned and managed by the city and consequently, are currently protected from future encroachment or development.

Development activity within potentially sensitive wetlands and floodplains is managed and regulated in a number of ways. The city's Zoning Ordinance and Subdivision Regulations contain standards and requirements to limit development impacts on both floodplains and wetlands. Section 6.10 (Development Within Floodplains, Streams, and Buffer Areas) of the Cumberland Zoning Ordinance specifically requires compliance with the city's Floodplain Management Ordinance (No. 3104) for all development activity within a floodplain identified on the Flood Insurance Rate Maps. While this ordinance does not prohibit all development within the floodplain, it does impose specific standards on development in those areas that reduces the intensity of development that can occur and reduces the potential for property damage from flooding. The ordinance also requires vegetated buffers to be established and maintained along all associated rivers and streams to minimize erosion and ensure proper streambank integrity. These regulations comply with both FEMA and MDE standards. In addition, Section 6.11 (Preservation of Habitats of Threatened and Endangered Species) of the Zoning Ordinance provides habitat protection standards that can be applied to the most sensitive wetland areas (which also serve as important habitats for many rare and endangered species).

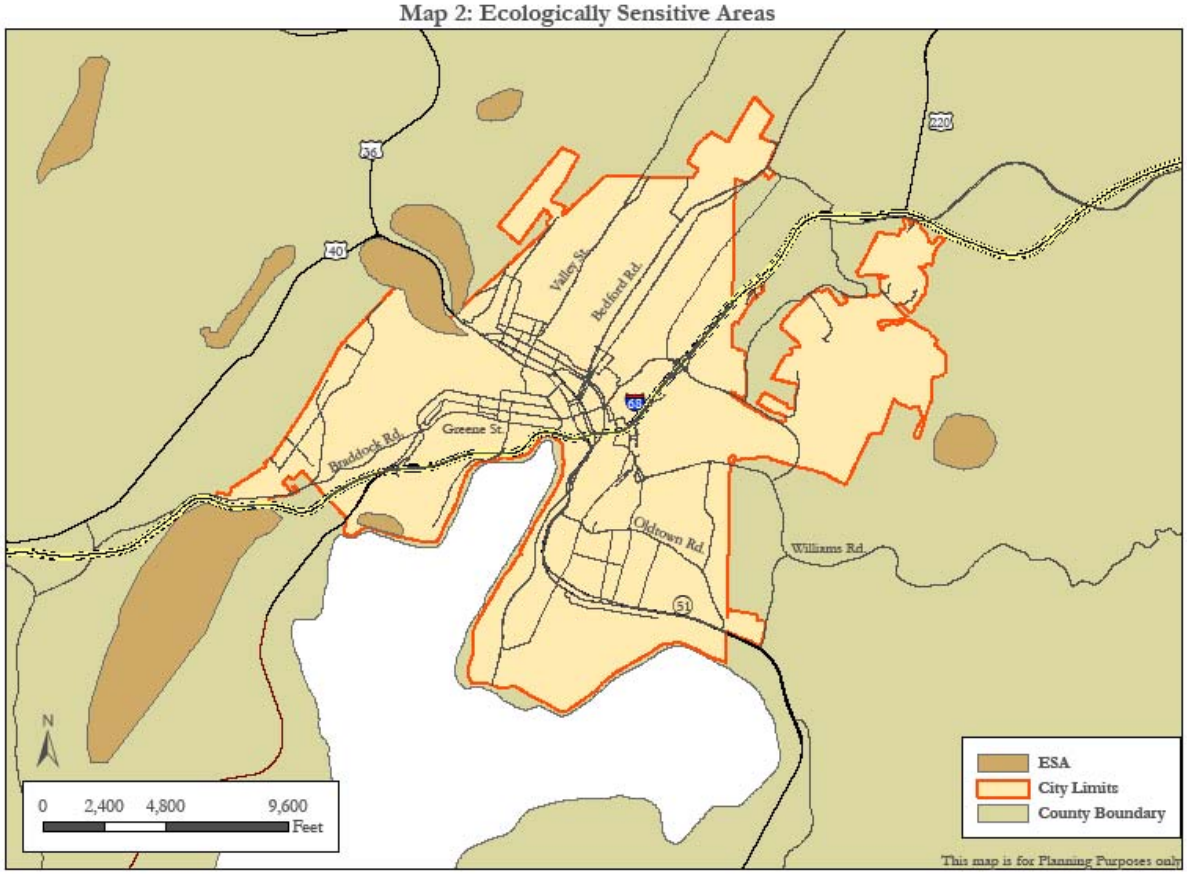
Certain development activities that would impact rivers, streams, and associated wetland areas in Cumberland are also subject to a Non-tidal Wetlands Permit from the MD Department of the Environment. This permitting process is designed to ensure that additional protections for aquatic habitats are considered and implemented through the development review process. This State permit process is closely coordinated with the U.S. Army Corps of Engineers, which requires special permits for development activities that affect public waters of the State (including major wetlands) under Section 404 of the Clean Water Act. The city also has a Conservation Zone that minimizes development intensity and potential in the most sensitive wetland and floodplain areas.

With regard to threatened and endangered species habitats, the city contacted the MD Department of Natural Resources (DNR) to access data from their Ecologically Sensitive Areas (ESA) database. This database contains information on known rare and endangered species habitats as well as potential habitat areas. DNR also maintains a Sensitive Species Project Review Areas database that identifies habitat protection areas for additional rare and endangered species that do not exist in the greater Cumberland Area. Map 2 shows the general locations of Ecologically Sensitive Areas in and around the City of Cumberland as identified by DNR.

Two ESAs fall within the current city limits. One is located along a 350-foot high bluff adjacent to the North Branch of the Potomac River at the end of Brown Avenue. This area is fully forested and possesses very steep slopes above the CSX railroad that parallels the river at that point. The second, which is located partly within the city's current borders, encompasses the northern end of Haystack

Mountain in the 'Narrows' on the city's West Side. This area is specifically targeted for protection by Allegany County by virtue of both its ecological and scenic qualities and has been identified as a part of the county's Mountain Ridge Rural Legacy Area. A portion of this ESA is currently owned by the county, which is undertaking efforts to acquire and preserve additional land within the ESA utilizing Rural Legacy funds. As noted earlier in this chapter, these prominent mountain ridgelines contribute greatly to the city's natural setting and represent significant resources that should be preserved from incompatible development activity.

Map 2: Ecologically Sensitive Areas



Both of these ecologically sensitive areas are subject to management and protection under the aforementioned Section 6.11 (Preservation of Habitats of Threatened and Endangered Species) of the Cumberland Zoning Ordinance, which contains specific standards that provide for coordinated project review by the DNR. Additional protections are imposed by the city's Conservation Zone and Viewshed Protection Overlay Zones, which apply to the area along Haystack Mountain and contain standards that would manage development activities in sensitive areas. Section 6.09 (Steep Slope Development) of the city's Zoning ordinance imposes additional limitations to development on slopes exceeding 25 percent, that have the practical effect of reducing development intensity in those areas and require roads and

driveways to be designed and constructed in a way that minimizes the need for excessive grading and filling. These requirements would also apply to both ESAs located within the current city limits.

Steep slopes are a prevalent concern in the greater Cumberland Area. These steep-sloped ridgelines represent one of the defining characteristics or qualities of the area that make it a unique (within Maryland) and attractive place to visit and live. According to an analysis of digital elevation data for Cumberland, slopes in excess of 25 percent (measured at five foot intervals) exist on 1,814.22 acres of land in the city or 27.9 percent of the city's total land area.

Allegany County has the steepest topography of any county in Maryland. A recent analysis by Allegany County's planning staff of lands characterized by slopes greater than 25 percent concluded that approximately 40 percent of all land in the county (109,144 of 273,729 total acres) is compromised by steep slopes. Most of the difference between the county and the city lies in the fact that significant portions of Cumberland fall in the river bottom lands along Wills Creek and the North Branch that, absent the Wills Creek flood control improvements and levees, would be otherwise compromised by floodplains and their associated wetlands.

Maryland's Allegheny Mountain Ridgelines

Numerous ridgelines with steep, forested slopes extend throughout the city and its surrounding areas, including (most prominently) Wills Mountain, Shriver Ridge, McNamee Hill, Irons Mountain, and Martins Mountain. These mountains and slopes not only provide important wildlife range corridors, they also provide very dramatic rural buffers to complement the city's urban development patterns. The highest ridgelines in the Alleghenies (those with maximum elevations over 2,500 feet) serve as sensitive habitat areas for numerous rare and endangered species of plants and animals, including relict species that once inhabited this area more broadly during past glaciations but whose habitats became restricted to the highest elevations when the climate warmed. The primary development pressures that affect the most prominent ridgelines in and around Cumberland include low intensity residential development (which can disrupt forest integrity along mountain slopes), telecommunication towers, and industrial-scale wind energy projects, which represent a recent and rapidly expanding development trend in Western Maryland and along the Allegheny Front.

The city adopted special zoning regulations for large (industrial) and small (individual user) scale wind energy projects in 2009. These regulations were developed and adopted in response to increased development pressures from industrial-scale projects in Allegany and surrounding counties. These projects have raised considerable public controversy and debate regarding a number of unresolved issues, including the ability of the projects to produce the reliable and dispatchable electricity needed to effectively displace or replace more conventional sources of commercial electricity and potential environmental impacts ranging from noise to impacts on important migratory bird corridors, critical bat, and sensitive ridgeline forest habitats. These issues have yet to be addressed and resolved through objective and verifiable scientific data and analysis.

B. Agricultural, Forest, and Mineral Resources

Farming activities in Allegany County are somewhat limited by virtue of the extensive steep slopes in the area. The vast majority of the county's undeveloped lands are forested. However, the county does participate in the MD Agricultural Land Preservation Foundation program, which offers property tax relief for farmers who wish to keep their land in agricultural use through the creation of a perpetual easement. The program also makes participating farmlands eligible for the purchase of conservation easements that provide permanent protection from future development, while preserving the farmer's right to own the land and providing compensation for the easement. The farmlands participating in these protective programs have increased from 177 to 535 acres of farmland from 2009 to 2012. None of the protected lands are located within Cumberland.

Only two historically farmed properties remain within the City of Cumberland. Given the city's intense urban development pattern, property in the city limits is not generally conducive to large-scale commercial farming due to relatively high per-acre land values, high surrounding population densities, high traffic volumes on major streets, and the relative cost of municipal water and sewer service. However, Agricultural and Horticultural uses are permitted by right within the city's Estate Residential Zone, which is the city's lowest density residential zoning classification. Any remaining agricultural activity that remains in Cumberland today is generally limited to residential-scale gardening and a community gardens.

Forested areas are obviously prevalent in the Cumberland area. Allegany County ranks as the State's second most extensively forested county, after neighboring Garrett County. As a result, Allegany County is not subject to the MD Forest Conservation Act. The City of Cumberland's tree canopy was recently analyzed in 2008 by the University of Vermont and determined to cover 49 percent (3,107 acres) of the city's total land area, one of the highest tree canopy percentages for an urbanized city in the State and region. Comparable tree canopy cover estimates for other cities include 41 percent for Annapolis, and 20 percent for Baltimore.

The analysis further noted that approximately 60 percent of the city's current tree canopy exists in large forested tracts that are concentrated along the city's major ridgelines, including Haystack and Wills

Mountains, McNamee Hill, and Shriver Ridge. These densely forested areas represent important wildlife habitat areas as well as important scenic qualities to the city's mountain landscape. The city's Conservation Zone and Viewshed Protection Overlay Zone are designed to help protect and retain these forest resources. Within the developed portions of the city (residential neighborhoods and commercial areas), the overall urban tree canopy cover is approximately 27 percent, which is still greater than the overall percentage for the City of Baltimore. Nearly half of the city's existing tree canopy is located on residential properties. These properties also possess the greatest potential for expansion of the city's urban tree canopy. Street rights-of-way represented the second greatest opportunity for expansion of the city's urban tree canopy. Promoting the planting of trees in future large surface parking lots will also help expand the city's tree canopy while providing increased opportunities for retention and infiltration of stormwater runoff.

Based on this analysis, the city commissioned an Urban Tree Canopy Strategic Implementation Plan that was prepared by KCI Technologies in 2009. The plan recommends programs and regulatory changes to implement an urban tree canopy goal and development standards that will help ensure the retention of trees where possible. The plan was adopted by the Mayor and City Council in September of 2011.

In 1992, the city adopted an ordinance governing the maintenance of trees within the city's rights-of-way and establishing a Shade Tree Commission to administer the ordinance and a formal tree planting program. The city also created a Natural Resources Specialist position to manage the forest resources in the watershed for the city's water supply reservoirs in Pennsylvania, administer existing tree maintenance in the city's rights of way, and implement the tree planting program. Currently, the city is planting an average of 80 new trees per year and has proposed to continue that level of tree planting in the future as part of the city's commitment to the Allegany County Phase II Watershed Implementation Plan (WIP) for the Chesapeake Bay TMDL (as noted in the Stormwater Management Section of the Water Resources Chapter). The city's Shade Tree Commission is working to expand upon the original 1992 Shade Tree Commission Ordinance and implement critical aspects of the plan's recommendations.

Historically, mining has been a significant element of Allegany County's industrial base. At various times throughout the county's history, coal, limestone, and sandstone have been mined in the Cumberland area. Mineral extraction activities in Cumberland have been limited to a number of small quarries and one small clay mine in the vicinity of School Street near Allegany High School. All of these small operations have ceased and no active mining is conducted in the city.

The mineral resources that exist within the City of Cumberland are primarily limited to limestone deposits along Haystack and Wills Mountain. A sandstone mining operation exists on the northwestern slopes of Wills Mountain near the Corriganville Community north of the Narrows. Generally speaking, there are no mineral resources within the city limits that would be economically feasible to mine, and industrial mining/quarrying activities would not be compatible with the intensive urban (high density) land use patterns within the city. Any mining activities along Wills or Haystack Mountain within the city would also be incompatible with the city's efforts to preserve its forested natural mountain setting and

scenic backdrop. Consequently, the city's zoning ordinance prohibits mining activities within the city limits and the Viewshed Protection Overlay Zone and steep slope requirements impose restrictions on grading and clearing activities.

A more recent trend in Western Maryland has been the emergence of natural gas extraction from Marcellus Shale deposits. Marcellus Shale is a deep, compacted, and confined layer of shale that contains marketable concentrations of natural gas. The marketability of this energy resource has increased since 2000 as the cost of alternative resources (primarily oil) have increased to record levels. The gas is extracted by deep well drilling processes that involve the use of explosive charges to fracture the shale layer and the high pressure injection of special fluids to flush the gas out of the fractures. This process is generally known as "fracking" or "hydraulic fracturing."

While Marcellus shale natural gas has produced significant economic benefits to some communities, it is expected to have minimum impact in Cumberland. Marcellus shale deposits extend broadly through the Appalachian Mountain chain and are most extensive and marketable in West Virginia, western Pennsylvania, eastern Ohio, and southwestern New York. Although Marcellus Shale deposits are found throughout Allegany and Garrett Counties, the City of Cumberland lies within a narrow area where no such deposits exist. Consequently, the city's Zoning Ordinance makes no provision for Marcellus Shale Fracking activities within city limits.

The process of hydraulic fracturing usually requires significant volumes of potable water and results in significant wastewater discharges. Resulting wastewater discharges typically contain a number of chemical additives and residue from the fracking process. Companies that engage in fracking collect the resulting wastewater and often seek to dispose of it at nearby municipal wastewater treatment plants. However, these companies rarely reveal the specific chemical composition of their wastewater, which creates difficulties for municipal treatment plant operators to determine if the receiving system has sufficient treatment capabilities to safely receive and treat the wastewater. The State of Maryland is currently creating standards and regulations to govern hydraulic fracturing operations. Consequently, the city has not accepted any wastewater from fracking operations for treatment.

C. Historic Resources

Cumberland's historic preservation efforts are administered by a Historic Planner/Preservation Coordinator housed in the Community Development Department. The city has established a locally zoned historic district that encompasses the Washington Street and Downtown Cumberland National Register Historic Districts. In addition, the local district includes Canal Place and additional areas along the Canal and North Branch River into South Cumberland. These areas cumulatively comprise the Canal Place Preservation District, which is the overlay zone that governs the historic district. The Preservation District Design and Preservation Guidelines for Cumberland, MD is the document used by the city's eight-member Historic Preservation Commission (appointed by the Mayor and City Council) to review and approve requests for Certificates of Appropriateness for properties within the zone. The Historic

Preservation Commission also makes recommendations to the Mayor and City Council for approval of Historic District Tax Incentive Applications, as well as recommendations for the designation of sites, structures, or districts upon full and property study. The boundaries of this existing zone are illustrated on Map 9, Conceptual Future Land Use, within the Municipal Growth Chapter.

In addition to the two National Register Districts embraced within the Canal Place Preservation District, four other National Register Districts have been established. They include Greene Street, Decatur Heights, Rolling Mill, and Chapel Hill/South Cumberland. Numerous individually designated sites also exist throughout the city, both within and outside the established districts. Many of these significant historic resources are specifically referenced in the Neighborhood Element (Volume I) of this Plan. The inventory upon which these historic resources were identified, evaluated, and recommended for nomination is the Architectural and Historic Survey of the City of Cumberland, prepared in 1976 by Land and Community Associates. The report is often referred to as the "Keller Report."

In 1993, the State of Maryland designated the Canal Place Preservation District as the first Certified Heritage Area in the state. This designation recognized the importance and need for the protection of the architectural resources in and around the terminus of the C&O Canal. From that designation came the beginning of the redevelopment of Canal Place, a project that has resulted in the restoration of the Western Maryland Railway Station, the development of enhanced visitors centers, interpretive displays, shopping and dining opportunities, and a partial re-watering of a section of the C&O Canal.

According to the City of Cumberland's FY12 Sustainable Communities Plan, a number of goals and actions have been identified to help historic preservation succeed. These include protection of the visual & architectural integrity of historic sites and districts throughout Cumberland and the development of a balanced approach to preserving and enhancing significant historic & visual resources in the context of a city-wide strategy that encourages appropriate economic development. The city should periodically evaluate whether updates are needed to the Preservation District Design and Preservation Guidelines for the zoned historic district, particularly to incorporate sustainability guidelines and to ensure consistency with the Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings. The city also should work with area stakeholders to determine applicability of design guidelines within neighborhoods. The Historic Preservation Commission and its staff must continue to provide technical assistance and information to property owners in these areas to ensure that they are educated about the benefits of designation.

Additional areas that were identified in the 1976 Keller Report as eligible for listing on the National Register of Historic Places were the following districts: West Side, Canada/Viaduct, North End (Dumbhundred), Lower Cumberland, and Kelly Springfield. Over time, other Cumberland neighborhoods have now reached the 50-year threshold for consideration and future planning should include an evaluation of potential eligibility that these neighborhoods could have now attained. The Historic Preservation Commission plans to partner with Allegany College of Maryland digital photography

students to conduct an historic asset inventory project to update photographic files of the building resources in the Canal Place Preservation District and to begin to explore sections of the West Side District in proximity of the soon to be vacated Allegany High School site. The photography will be GPS-based so that files can be linked with GIS eventually to build a more efficient database of resources. Lessons learned with this project can be used to build inventories from additional districts in the future.

Additional areas within Cumberland and Allegany County are to be recommended to expand the existing boundaries for the State-designated Certified Heritage Area by the Canal Place Preservation and Development Authority as part of the new Heritage Area Management Plan. The recommendation for additional areas within Cumberland (as well as within Allegany County as a whole) is expected in mid-2013. Overall, the city should continue to support the Canal Place Preservation and Development Authority in implementing actions to preserve, enhance, and interpret the historic resources of the Heritage Area.

The Historic Preservation Commission plans to work on a public relations strategy to increase the public's awareness and knowledge of the benefits of historic preservation to the community. Plans include working with local media, public workshops, and continuing to build reference information on the city's website.

ACTION ITEMS

1. Adopt and implement an incentive-based permit fee credit program to encourage the planting of trees in future residential and commercial developments as recommended by the 2011 Urban Tree Canopy Implementation Plan.

2. Continue the Shade Tree Commission's established tree planting target of at least 80 new trees per year. Expand where new or additional funding opportunities become available.

3. Work cooperatively with Allegany County to preserve and protect lands within the Mountain Ridge Rural Legacy Area. Apply appropriate zoning to properties that have been acquired by the county or are subject to protective conservation easements.

4. Evaluate the need to update the Preservation District Design and Preservation Guidelines for the zoned historic district, particularly to incorporate sustainability guidelines and to ensure consistency with the Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings. The city should work with area stakeholders to determine applicability of design guidelines within neighborhoods.

5. Working with the Historic Preservation Commission, explore the designation of additional districts to the National Register of Historic Places, or local designation. Additional areas that

were identified in the 1976 Keller Report as eligible for listing on the National Register of Historic Places were the following districts: West Side, Canada/Viaduct, North End (Dumbhundred), Lower Cumberland, and Kelly Springfield.

6. Work with the Canal Place Heritage Area Authority to implement the new Canal Place Heritage Management Plan and expanded Heritage Area boundaries.

7. Prepare and adopt a long-term Forest Stewardship Plan for the Wills Mountain State Park property.

8. Review the Forest Management Plan for the Evitts Creek Water Supply's properties within the Lakes Koon and Gordon watershed in Pennsylvania and update where necessary.

IV. Water Resources

Assuring adequate water resources and sewer treatment capacity is vital to the economic development of our community. This Chapter addresses current and planned actions to assure that Cumberland has sufficient water resources to meet current and future needs. The analysis in this Chapter satisfies the Water Resources Element requirements of The Land Use Article.

GOALS

1. **Maintain a safe and adequate water supply to meet current and future needs.**
2. **Ensure that water and sewer infrastructure provides adequate capacity and are adequately maintained.**
3. **Ensure water resources and treatments comply with appropriate standards.**

Determining available capacity for the city's water and sewer system is a complicated proposition. The city's water system serves not only the entire city, but also many areas of Allegany County and communities outside the State of Maryland in West Virginia and Pennsylvania. Cumberland's water supply sources are located in Bedford County, Pennsylvania, outside of the city's and State of Maryland's jurisdictional authorities. Although the city's sewer system does not directly serve any properties in Pennsylvania, it does serve several communities in Allegany County and West Virginia. The Allegany county system does provide limited service to several households in Bedford County, PA. Since the sewer system was originally designed to be a combined sewer and stormwater conveyance system, the city receives substantial stormwater flows from adjoining areas in Allegany County. As a wholesale purveyor of these services to a broader region of communities outside the City of Cumberland, it is necessary to consider the impacts of growth in demand from these outside communities in determining the level of capacity available to serve growth within the city. Consequently, the City of Cumberland worked closely with Allegany County staff during the preparation of this plan to ensure that any available system capacity was distributed fairly among the various jurisdictions served.

A. Water Supplies

This section of the Water Resources Element provides an overview of the city's municipal water system, including its supplies and its treatment, storage, and distribution facilities. This information will establish a baseline to determine the most critical or constraining capacity within the system, which will affect its ability to serve future growth in accordance with the Plan.

The primary water source for the City of Cumberland is Evitts Creek, which begins near Centerville in Cumberland Valley Township, Bedford County, Pennsylvania and flows south through Allegany County and the City of Cumberland to its outlet in the Potomac River along the city's eastern boundaries. Water is supplied to the city's water treatment plant by two artificial reservoirs, Lakes Gordon and Koon. Several headwater tributaries of the Creek also discharge directly into the reservoirs. Both reservoirs and the water treatment plant are located in Bedford County, PA and are owned and operated by the Evitts Creek Water Company, a private corporation managed by the City of Cumberland.

The water treatment plant receives water directly from Lake Gordon, which has a maximum storage capacity of 1.2 billion gallons of water. Lake Koon, which has a maximum storage capacity of 2.2 billion gallons of water, feeds and provides a backup supply for Lake Gordon. According to a 1966 study, water feeds into the lakes at an average rate of 30 million gallons per day (MGD). However, the actual flow into the city's lakes varies greatly by weather conditions. In periods of drought, the intake from the streams and tributaries that feed the lakes can be reduced to zero. Due in large part to that variability, the water treatment plant is permitted by the State of Pennsylvania to withdraw up to 15 MGD, with a maximum safe yield of 16 MGD.

Lakes Gordon and Koon

Future protection of the city's water supplies is critical to the city, Allegany County, and all water customers served by the system in Pennsylvania and West Virginia. Unfortunately, this task is made more difficult and complicated by the fact that neither the city nor the State of Maryland has any regulatory authority over its water sources in Pennsylvania. The ultimate regulatory protection of this resource is the legal responsibility of Bedford County and the Commonwealth of Pennsylvania. The city's specific control is limited to management of the 3,261 acres of land surrounding the reservoir that are owned by the Evitts Creek Water Company. In that regard, the city has undertaken ongoing efforts to ensure the natural qualities of the land are properly maintained. The city and the Evitts Creek Water Company continue to work closely and cooperatively with Bedford County officials to protect the watershed from development impacts that could impair the future water quality of the city's reservoirs. Such efforts include the current cooperative initiative by the city and Bedford County to apply a permanent forest conservation easement to the majority of the city's property in Bedford County. This effort may serve as a catalyst for other Pennsylvania property owners in the watershed to participate in the Pennsylvania Forest Legacy program, thereby helping protect the water supplies from future adverse development impacts.

1. Treatment Facilities

Cumberland's Water Filtration Plant

The city's water treatment plant, located in Bedford County, PA is a conventional surface water treatment facility with a peak hydraulic design capacity of 16 MGD and a permitted treatment capacity of 15 MGD. The original plant was constructed and placed into operation in 1913 with a treatment capacity of 6 MGD. In the 1920's another 6 additional filters were constructed (12 total), clearwell capacity was doubled and treatment plant capacity was increased to 12 MGD. During the 1950's construction added 6 more additional filters (18 total) along with 2 new clarifiers thus increasing treatment capacity to 18 MGD. Upgrades in 1990's and 2003 involved installing a new high rate Dissolved Air Flotation clarification system utilizing micro-bubbles to remove a large portion of particulate matter before filtration, filter rehabilitation of 11 filters, addition of a 1.6 MG chlorine contact tank, distributed control system and complete solids handling process. Water enters the distribution system by gravity through two 36 inch reinforced concrete mains. The plant is operated and staffed around the clock by state certified operators.

2. Distribution System

The city owns and maintains approximately 110 miles of water mains within the city limits and an additional 24 miles of lines outside the city. Map 3, Cumberland Water Distribution System, identifies the general locations of water lines within the city. The city maps all of the existing lines with funding support provided by the Appalachian Regional Commission. Many of the existing lines are old and subject to leaks. Line replacements are routinely undertaken in conjunction with major road projects, such as the recent Maryland Avenue and Virginia Avenue street improvement projects, and as breaks occur. No other major or neighborhood-specific improvement needs were identified.

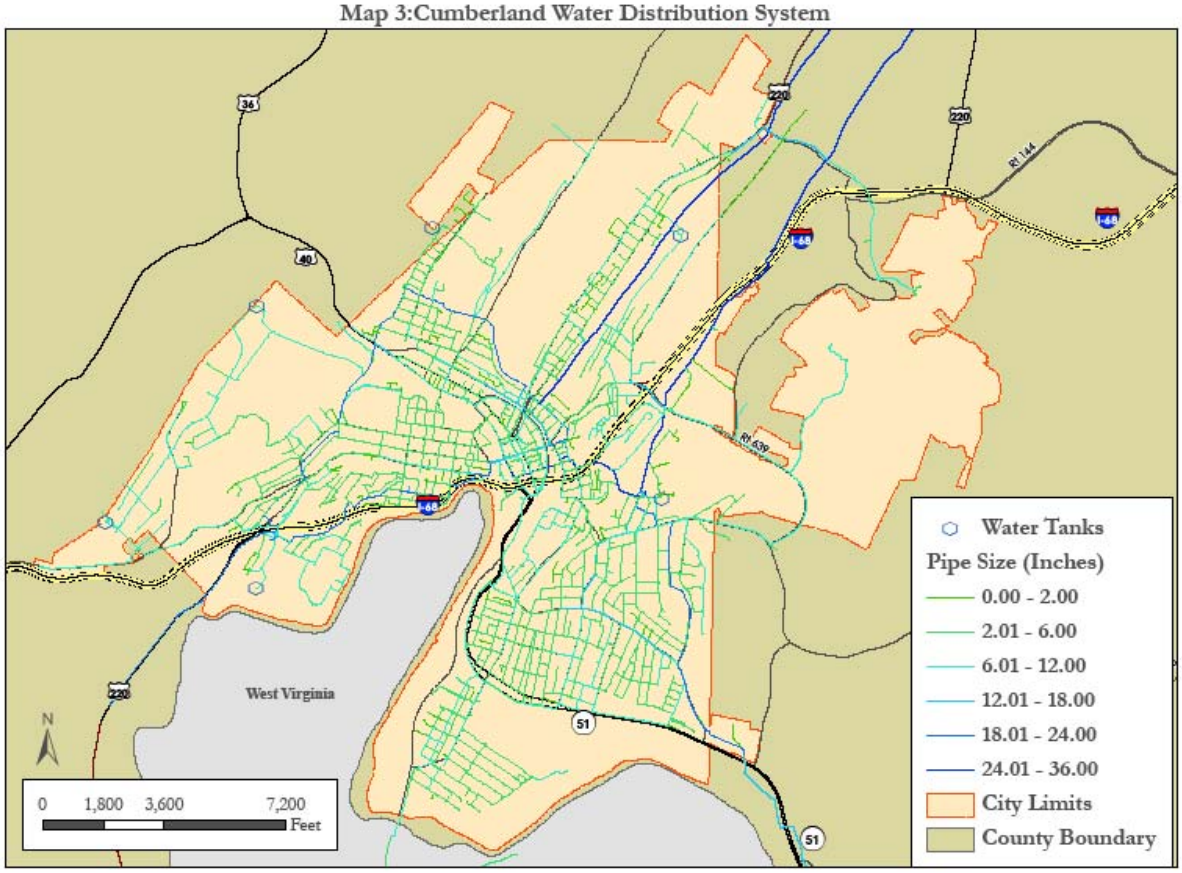
Fort Hill Storage Tank

The city maintains seven storage tanks and one reservoir to store treated water from the treatment plant. The combined capacity of these facilities is 7,800,000 gallons. The 8 facilities and their specific storage capacities are as follows:

Fort Hill Reservoir - 3,000,000 gallons.
Ridgedale Water Storage Tank – 3,500,000 gallons
Fort Hill Water Storage Tank - 600,000 gallons
Brown Avenue Water Storage Tank - 225,000 gallons
Haystack Water Storage Tank - 200,000 gallons
Seneca Water Storage Tank - 100,000 gallons
McNamee Water Storage Tank - 100,000 gallons
Piedmont Water Storage Tank - 75,000 gallons

Due to the relatively high elevation of the treatment plant, the water system is able to serve many customers directly from the water mains that deliver water to the storage facilities. Consequently, the volume of available storage capacity does not necessarily reflect the system's capacity to deliver water to its customers, and water demand needs in certain low elevation areas may be addressed without expansion of existing storage capacity.

Map 3:Cumberland Water Distribution System



The city, through the Evitts Creek Water Company, provides direct and wholesale water service to large areas of the immediate region outside the city's boundaries. Contractual residential customers in Bedford County, PA receive water service from the water company directly from the primary mains that transmit treated water from the plant to the city. The system also provides wholesale water to large portions of Allegany County (including the unincorporated communities of LaVale, Cresaptown, Ellerslie, and Mexico Farms and points in between), as well as to the Town of Ridgeley and the unincorporated community of Wiley Ford in Mineral County, WV. The Ridgeley system also provides water from the city's system to the adjoining Town of Carpendale, WV, but the billing for that service is done by the Ridgeley system. The Frankfort water system in Short Gap, WV has expressed an interest in back-up emergency water from the Evitts Creek Water Company, but no formal arrangements have been made to date for that service. However, the billing records now show that the Frankfort water system has acquired the Wiley Ford system. Wholesale water service to the external water authorities in the area is governed by individual contracts with each system authority.

3. Analysis of Demand Trends

National average residential drinking water consumption standards vary greatly. Maryland Department of Environment (MDE) commonly uses a consumption standard of 250 gallons per day for a typical household. This water consumption factor is based on assumptions that an average person uses/consumes 100 gallons of water per day and that the average household size is 2.5 persons. However, the American Water Works Association determined in 1996 that the typical person uses 72.6 gallons of water per day. These factors can vary greatly based on the size of the survey population, average household composition, environmental conditions (including development setting) in the areas surveyed, assumptions regarding water conservation measures, and a litany of other factors. As a city with an urban development pattern, Cumberland's average household water use would tend to fall on the lower end of the consumption scale in part because average household sizes are smaller, city dwellers tend to have fewer animals or pets per household, and the smaller average lot sizes require significantly less water for landscaping than in more rural settings.

To determine local household water demand figures for Cumberland in the 2009 Water Resources Element, city staff utilized data from the most recent water system demand analysis—the 2005 Water and Sewer Rate Study—to calculate average household water demand. Based on the generalized billing data in that study regarding total residential water consumption in the city and the number of residential water connections billed, staff determined that the average household water demand in Cumberland was approximately 146 gallons per day. This figure is roughly 58 percent of the consumption standard commonly used by MDE in estimating water demand for future residential dwellings connections. However, city staff suspected that the figure derived from the 2005 Water and Sewer Rate Study was conservatively high because a number of the residential water connections serve multi-family buildings that contain multiple dwelling units and some connections identified in the water billing system include non-residential uses—specifically schools and churches. These factors tend to artificially inflate average household water demand.

In order to more accurately refine the city's average household demand factor, staff undertook a more detailed analysis of the city's 2011 water billing records to remove non-residential water consumption (predominantly schools and churches) from the residential water use figure and to determine a more accurate count of actual dwelling units served by the system. When actual water use by the schools and churches billed as residential units were removed from the total residential water use in Cumberland for 2011, the resulting figure was approximately 27 million gallons per month or slightly more than 900,000 gallons per day. This figure represents the total water consumed in 2011 exclusively by the 9,625 residential dwelling units in the city. Because 572 of these dwellings were vacant during the year, the actual number of residential dwelling units in Cumberland that actively consumed water from the system in 2011 was 9,053.

The average daily water consumption estimate of gallons was divided by the estimated number of residential dwelling units actively consuming water, results in an estimated 2011 average residential dwelling unit water demand of 101 gallons. This figure is considerably lower than the 146 gallons per day estimate calculated from the 2005 Water and Sewer Rate Study and is only 40.4 percent of the standard household consumption factor commonly used and recommended by MDE.

Of course a one-year analysis of household water demand does not necessarily represent a reliable long-term *average* demand factor that would be useful for comprehensive planning purposes. Average household water demand in any individual year can vary slightly depending on many factors including weather conditions. For example, years with prolonged heat or drought conditions can be expected to increase average household water consumption (for both landscaping and drinking), while cooler, rainy years would lead to lower than average water demand. In order to make the 2011 figure a generalized long-term water demand factor for calculating future water demand, a longer term average is desired. Consequently, staff assembled a five-year running average of annual household water demand between calendar years 2007 and 2011 to refine the 2011 figure into a more reliable planning average. This information is presented below in Table 10.

It is interesting to note that the estimated water consumption per residential unit decreased consistently over the five year period from a high of 116.4 GPD per dwelling unit in 2007 to 101.0 GPD in 2011. This trend has occurred despite different variations in both water consumption and in the number of residential dwelling units served. These variations in estimated average daily residential water consumption and the estimated number of residential units actively served by the system from year to year may be attributable in large part to annual variations in the number of vacant units, given that many of these units will change occupancy from year to year at a far greater rate than the total number of units in the housing stock. Another factor affecting water consumption changes between 2009 and 2010 was the conversion from quarterly to monthly billing, which resulted in more accurate water loss monitoring.

Table 10 - Estimated Average Household Water Demand in Cumberland

YEAR	Avg. Daily Residential Water Billed (Gallons)	Est. % Consumed by Residential Units *	Estimated Avg. Daily Water Consumed by Residential Units (Gallons)	Total # of Residential Customers Billed	Est. Ratio of Residential Customers to Occupied Residential Units *	Est. Total # of Residential Dwelling Units Served	Est. Gallons of Water Consumed Per Residential Unit Per Day
2007	1,070,096	92.35%	988,271	9,256	0.92	8,492	116.4
2008	1,119,433	92.35%	1,033,835	9,852	0.92	9,038	114.4
2009	1,077,705	92.35%	995,299	9,803	0.92	8,993	110.7
2010	1,025,443	92.35%	947,033	9,843	0.92	9,030	104.9
2011	990,384	92.35%	914,654	9,868	0.92	9,053	101.0
WAVG **	**5,283,061**	**92.35%**	**4,879,092**	**48,622**	**0.92**	**44,606**	**109.4**

NOTES: ***** - Figure based on a detailed analysis of 2011 billing records.
WAVG ****** - Five year totals and overall weighted average water demand.

SOURCE: City of Cumberland Water Billing Records, 2011.

Overall, the estimated five-year weighted average of residential water consumption rates between 2007 and 2011 is 109.4 gallons per unit per day. To ensure that a conservative figure is used in this Plan, the city will round off that figure to 110 gallons per dwelling unit per day. This estimated average daily water consumption factor is 44% of the 250 gallon per unit per day factor typically used by MDE. It is also lower than the 146 gallon per unit per day factor generated for the city's first Water Resources Element in 2009, which was based on 2003 water billing records, but did not represent actual demand from residential dwelling units. Given the fact that the 2003 figure is somewhat inflated, it represents additional affirmation that the city's average demand is significantly lower than the standard factor typically used by MDE. ***This 110 gallon per residential unit per day factor will be used by the city to calculate water and sewer plant growth capacities until additional detailed analyses can be conducted as part of a future Comprehensive Plan rewrite or unless a more detailed engineering analysis conducted in the interim determines that a different factor would be more accurate or reliable***.

According to 2003 billing data from the 2005 Water and Sewer Rate Study, total water consumption within the city was 80,404,423 gallons, of which 55,233,823 gallons (68.7%) served residential customers and the remaining 25,170,600 gallons (31.3%) served commercial and industrial (employment-generating) users. These figures will vary slightly from year to year, but given the large volumes involved, the percentage distribution between residential and non-residential customers should experience less variability over the long term. Based on these figures, every gallon of water consumed by in-city residential customers translates into roughly 1.456 gallons of overall water consumption.

The Cumberland water plant generated roughly 2.2 billion gallons of water for sale to its customers in 2003. This volume translates into roughly 6.1 million gallons of water per day in average system

demand, with a maximum safe demand capacity of 12 million gallons per day. Consequently, the system produces and sells only about 50.8 percent of its maximum safe capacity in an average day. Of the 6.1 million gallons of water generated per day, residential customers in the city consumed an average of 1 million gallons per day between 2007 and 2011, which translates into an estimated 1.5 million gallons per day for all customers. The estimated remaining 4.6 million gallons of water produced by the system on an average day is consumed by contract customers and communities outside the city identified earlier in this section. Thus water consumption by city customers on an average day represents about 25 percent of average daily water consumption for the system and only 13 percent of the system's maximum safe water capacity.

4. Improvement/Expansion Plans & Needs

According to water system staff, the McNamee Storage tank, which serves a large area of the city along Bedford and Frederick Streets on the north and along the south end of McNamee Hill, is approaching current demand capacity, when accounting for emergency fire flows. While the tank has sufficient water storage capacity for all existing customers and the limited potential development within its current service territory, it has very limited capacity to support significant expansion of that service area. Low water pressure problems also occur at existing homes near the top of Shriver Ridge (along Wellington Lane and Durham Drive), due to the high elevation of the homes relative to the tank. This service issue is driven by the tank's elevation, which effectively prohibits its ability to serve the remaining undeveloped lands at the higher elevations of Shriver Ridge above Wellington Lane and Durham Drive.

Existing and recent development in the growing Willowbrook Road corridor is adequately served by a 36-inch low pressure water supply main that supplies the Fort Hill Reservoir. This line has sufficient water volumes and pressure to satisfy fire flow demand at the lower elevations within the Willowbrook Road corridor. If and when future development occurs at higher elevations within that corridor and along Evitts Creek, a new water storage tank may be needed to ensure that the city can provide adequate fire flows to serve those high-elevation areas. Current plans to satisfy that potential future need include expansion of the Fort Hill tank territory with support from a new water storage tank on the higher elevations above Evitts Creek.

Staff has also discussed concerns regarding adequate fire flows from the Haystack tank to serve the former Sacred Heart Hospital. Hospitals typically require a very large fire flow to ensure adequate capacity to protect patients which may not be able to be evacuated quickly in a major fire. However, the recent closure of the hospital and recent plans to redevelop the campus as a replacement location for Allegany High School result in a reduced minimum fire flow that effectively alleviates and resolves those potential capacity concerns.

No other demand-driven service constraints have been identified within the system, other than ongoing leak detection issues and efforts to seal leaks and replace aging water mains. Major water main breaks have occurred in recent years, most notably along the Bedford Street on-ramp to the McMullen Bridge

and at a nearby location on Bedford Street in 2011, and finally, near the intersection of Independence and Polk Streets in 2012. All of these line breaks were repaired, but they highlight the need for a better inventory of the condition and age of existing water and sewer lines throughout the city (especially the older lines) as part of a new comprehensive Infrastructure Asset Management System.

As conceived in this Plan, a comprehensive Infrastructure Asset Management System would expand upon the city's existing Pavement Management System for streets to include the city's water and sewer lines. While a maintenance and replacement schedule for water and sewer lines would need to be developed separately from the Pavement Management System, improvement priorities for the three systems should be cross-referenced, so that water and sewer line improvement priorities would be elevated along streets scheduled for more immediate improvement and vice-versa. Such a check and balance system for complex, inter-related street and utility line improvement priorities is needed to make sure that overall improvement projects are properly coordinated. This coordinated prioritization system would also address citizen issues raised during the neighborhood meetings conducted in 2010 for the Neighborhood Element regarding the need for better systematic coordination, timing, and follow-through for major infrastructure repair and improvement projects.

As far as immediate plans for water main extensions are concerned, the city is developing plans for a 10-inch water line extension to serve the Turano property, just off I-68 on the city's East Side (a part of the larger Willowbrook/Williams/Messick Road corridor) in support of a commercial development at that site that was approved in January 2012.

5. Service Capacity Analysis

The city is seeking to establish its capacity to serve a 15 percent population increase over the next 20 years. Based on the city's 2010 Census figure (20,859), this growth rate translates into roughly 3,141 new residents over the planning horizon of this Plan. Data from the 2010 Census also documents the city's average household size was 2.2 persons and has remained relatively stable at that level since the 1990 Census (as discussed in the Demographic Patterns, Trends, and Projections Chapter). Applying that figure to the desired population growth, a total of 1,428 new households would be needed to house the city's anticipated population growth, each of which would require water service. To serve that future residential demand, an additional 157,080 gallons of water per day would be needed from the city's water system, based on the five-year average residential water demand factor calculated earlier in this Chapter.

For each gallon of water consumed by residential users an average of 0.456 additional gallons per day of water is consumed by non-residential users. Assuming that level of nonresidential water consumption (relative to residential use) remains consistent, the projected total future water demand to serve the city's planned growth over the next 20 years would be 228,709 gallons per day of additional overall water demand. This figure represents an increase in the current average annual water demand for the entire system (6,000,000 GPD) of about four percent and would leave the overall water system with just

over 48 percent of its remaining permitted capacity. Even if overall water demand from all communities served increased by the same rate of growth that the city plans to accommodate (15 percent), water demand would still not exceed 60 percent of the system's permitted capacity of 12,000,000 GPD. **Therefore, the city concludes that it has ample municipal water supplies to serve existing and potential future growth without major system improvements, other than specific ongoing water line extensions and repairs.**

B. Wastewater Treatment & Disposal

This section of the Water Resources Element provides an overview of the city's municipal sewer system, including its treatment, discharge, and collection system. This information will establish a baseline to determine the most critical or constraining capacity within the system, which will affect its ability to serve future growth in accordance with the Plan. Many of the statistics obtained for this plan were taken from the city's Water and Sewer Rate Study, dated March 2005, which were supplemented by discussions with and special analyses by city staff.

1. Wastewater Collection System

Cumberland owns and maintains approximately 150 miles of sewer mains within city limits. The city is working to map all of the existing lines with support funding provided by the Appalachian Regional Commission. Map 4, Cumberland Sewer Collection System, shows the general locations of the city's sewer mains. The sewer system does not actively serve every property within the city; some properties have never been developed so no sewer service has been extended to them. However, several sections of the Cumberland Municipal Code (§§ 24-131, 24-136, and 24-138) require sewer service connections if or when these unserved properties are developed in the future.

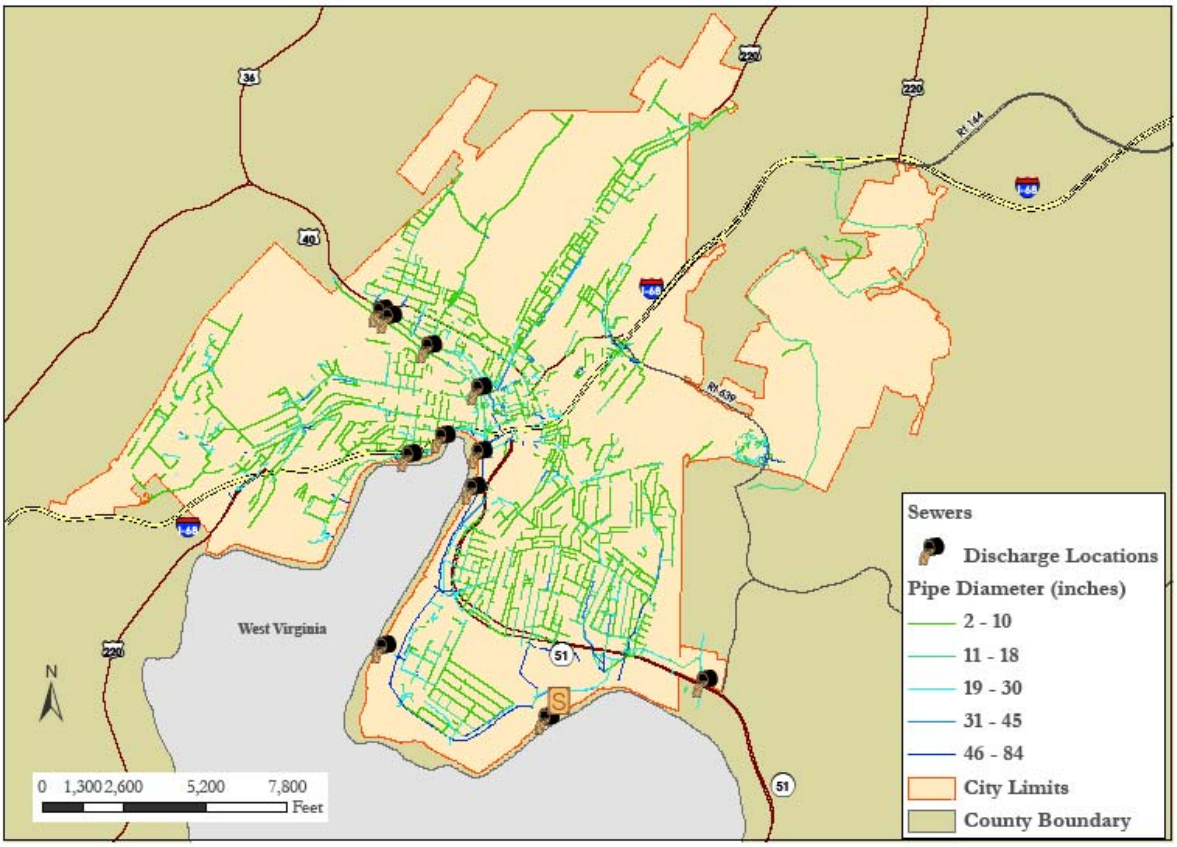
Lines at the Sewer Treatment Plant

Many of the existing lines are old and in need of replacement. Line replacements are routinely undertaken in conjunction with major road projects, such as the Maryland Avenue and Virginia Avenue street improvement projects, and as breaks occur. No other major or neighborhood-specific improvement needs were identified.

In 2012, the Maryland Legislature adopted SB 236, which required all local governments to adopt maps delineating four specified sewage service tiers throughout their jurisdictions. Municipalities were also required to coordinate with their respective county governments in delineating these tiers within their

municipal growth boundaries (potential future annexation areas) as identified in their Comprehensive Plan. The four tiers specified in the bill were designed to dictate where major and minor subdivisions could be served by on-site septic systems and where municipal sewer service connections would be required. The ultimate goal of these restrictions on future septic systems was to minimize the future flow of nutrients into the receiving waters of the Chesapeake Bay.

Map 4: Cumberland Sewer Collection System



To comply with this new statutory requirement, Cumberland staff worked cooperatively with Allegany County and Maryland Department of Planning staffs to apply these four tiers within the city and in the city's planned future growth area boundaries. These future growth area boundaries were first established in the 2009 Comprehensive Plan amendment that established the city's first Municipal Growth Element. The resulting Tier Map for the city and its surrounding municipal growth boundaries (as approved for administrative adoption by the Mayor and City Council on December 18, 2012) is provided in Appendix A of this Plan. The inclusion of this adopted map as an appendix to the 2013 Comprehensive Plan City-Wide Element satisfies the statutory requirement for its final adoption under the terms of SB 236.

2. Sewer Treatment Facilities

The city's wastewater treatment plant is located at the east end of Offutt Street (on Candoc Lane) in South Cumberland, immediately downstream from the Mason Recreational Area. The facility is staffed around the clock, seven days per week. The plant was originally constructed in 1957, expanded in 1976, and upgraded to Biological Nutrient Removal standards in 2002. Work to further upgrade the treatment capabilities of the plant to Enhanced Nutrient Removal standard was recently completed in 2011 at a cost of approximately $38 million.

The Sewer Treatment Plant

The city's sewer treatment plant was originally built as a primary treatment facility and was upgraded to secondary treatment in 1976. Additional Biological Nutrient Reduction (BNR) upgrades were completed in 2002, which added nitrogen and phosphorous reduction technologies, resulting in a reduction of nitrogen and phosphorous concentrations to approximately 8 mg/l and 2 mg/l respectively in the system's treated water discharges. Nitrogen and phosphorous are the two most significant nutrient contaminants from wastewater that impair water quality in receiving streams. The plant's Enhanced Nutrient Removal (ENR) technology effectively makes the plant a tertiary treatment system. The improvements reduce the nitrogen and phosphorous concentration levels in the system's treated water discharges to the highest levels of current technology, which are approximately 3 mg/l and 0.3 mg/l, respectively. This will result in a significant improvement in discharge water quality for the North Branch of the Potomac River.

The city's sewer system is regulated by MDE under an ongoing series of National Pollutant Discharge Elimination System (NPDES) permits. A NPDES permit authorizes the city to discharge treated effluent from the wastewater treatment plant into the receiving waters of the State, and establishes applicable limits on permitted contaminant levels for those discharges. Each permit is valid for five years from the date that it is issued, and the next application for a new permit should be submitted to MDE not less than one year prior to the expiration date. The city's next NPDES permit application is due to be submitted in 2013.

The current NPDES permit contains specific contaminant limits for the treatment plant (which includes flows from all outside systems as well as the city). The permit specifies limits in the form of monthly averages for certain contaminants that may vary during certain parts of the year, as well as total maximum annual loading levels and loading ranges (maximum and minimum) for other contaminants. Now that the ENR system has been activated, the system's maximum permitted annual loads were reduced to 182,734 pounds of nitrogen and 13,705 pounds of phosphorous, which are within the design parameters of the city's system.

In addition to combined sewer/stormwater flows generated within the city, the treatment plant also receives combined flows from adjoining systems in Allegany County (including LaVale), Frostburg, and

the West Virginia communities of Ridgeley, Carpendale, and Wiley Ford. The City of Frostburg is working to separate its stormwater flows from the sewer collection system, thereby creating an isolated surface stormwater management and discharge system. As they complete their stormwater separation improvements, overall stormwater flows entering the Cumberland wastewater treatment system will be further reduced in frequency and in volume, thereby contributing to the reduction in overall wastewater treatment system inundations and overflows.

3. Analysis of Current Flow Trends

According to the 2005 Water and Sewer Rate Study (the most recent engineering study for which data are available, the sewer system provides service to 8,982 customers. All but 11 direct customers served are inside the city limits. Of the outside customers, one (the Finan Center) is a small contractual customer and 10 are residential.

With respect to the direct service customers located inside the city, 8,127 are residential, 824 are commercial, and 10 are industrial. According to the 2004 Comprehensive Plan, approximately 48,000 residents are served. A more recent analysis of in-city water customers conducted by staff and described in greater detail in the preceding Water Supplies Section of this Chapter indicates that a total of 9,053 dwelling units are actively served. Although this assessment was not conducted specifically for sewer customers, the 9,053 dwelling unit figure should also be a reliable estimate of active connections for the sewer system.

Data from Fiscal Year 2003 billing records for the system indicate that the total flow to the wastewater treatment plant was roughly 5.6 billion gallons, which translates into an average flow of more than 15 million gallons per day (MGD). While this figure greatly exceeds the corresponding billing volume for the city's water system by 3.4 billion gallons, the vast majority of the difference can be attributed to stormwater flows within the system. According to more detailed flow data compiled by the city, average daily flows within the system during dry weather conditions (when there is minimal inflow from the city's stormwater system) are about 8.4 MGD, while wet weather flows can range between 10 and more than 35 MGD, depending upon the severity and duration of the storm event. Flows generated by connections within the city are estimated to represent approximately 66-70 percent of the total volume received by the plant. With the improvements that the city has undertaken to provide combined stormwater and sewage storage and reduce pollutant loads, the treatment plant now has the capacity to handle temporary maximum flows up to of 25 MGD.

4. Improvement/Expansion Plans & Needs

After discussions with the city's wastewater management staff, no immediate or specific neighborhood or district capacity constraints on the sewer system were identified. As with the water system, the city continues its efforts to identify and repair inflow and infiltration problems. The city's recent Enhanced Nutrient Removal (ENR) upgrade has, as noted earlier in this Chapter, greatly reduce nitrogen and

phosphorus discharges from the system, but will not result in any specific increase in sewage capacity. The other ongoing improvement project is related to the city's long-term Combined Sewer Overflow improvements.

Combined sewer overflow upgrades are governed by a comprehensive Consent Order between Cumberland, Allegany County, LaVale, Frostburg, and MDE. The primary purpose of the consent order is to clarify and outline how each jurisdiction will implement a Long Term Control Plan to reduce or eliminate combined overflows in compliance with EPA requirements. Cumberland's Long Term Control Plan involves the creation and strategic location of large tanks, including the previously mentioned 10 million gallon storage tank that is under design at the wastewater plant, which can be used to store excess stormwater flows during major rain events. This will allow the use of excess treatment plant capacity to gradually treat and discharge the stored excess flows over longer periods of time after the storm event has occurred.

These improvements to the system will greatly reduce the frequency of overflow discharges in compliance with EPA requirements and allow the city to treat more stormwater runoff to a higher water quality standard than would any traditional separated stormwater conveyance system. As a result, the city will be treating both sewage and stormwater to Enhanced Nutrient Removal standards during normal operating conditions, which is a higher level of overall water quality than exists within the Potomac River today and is a higher level than the city might otherwise be able to achieve (at a far higher implementation cost) by fully separating the stormwater system. Furthermore, as the system's stormwater storage capacity is increased, the frequency of overflow discharges will be reduced, as will the concentration of sewage in the remaining overflow discharge events that do occur. The concentration of sewage in stormwater overflow events will decrease, because the volume of stormwater needed to cause an overflow will increase significantly, while the overall volume or amount of sewage in the system remains relatively constant over time.

The city's current (active) CSO project involves the recent upgrade of an existing sewer pump station along the Evitts Creek line and the ongoing replacement, relocation, and increased diameter of a combined sewer and stormwater main under and along the C & O Canal that will transmit combined wastewater from the new pump station to the treatment plant. The improvements will increase the system's capacity for temporary storage and conveyance of stormwater, but will not provide any new sewer collection capacity for the system.

Stormwater runoff from future developments permitted within the city will have to be addressed through the application of Environmental Site Design measures to the Maximum Extent Practicable, in accordance with the city's new Stormwater Management Regulations (and MDE requirements), which were implemented in 2010. The new standards effectively require that stormwater management systems be designed to provide infiltration of stormwater rather than structural storage and discharge at the surface. As future infill development occurs on sites that originally discharged into the Combined Sewer/Stormwater System, stormwater flows will be gradually reduced over time, resulting in fewer and/or smaller overflow events.

5. Service Capacity Analysis

Based on the inventory and analysis work conducted for this plan, the City of Cumberland has no significant neighborhood or service district capacity constraints and has adequate capacity to serve current demand. Extensions for new service for developments in the city's eastern development corridor (along and around Willowbrook/Williams/Messick Road) are being undertaken in cooperation with the developers for each proposed development. Consequently, the driving growth constraint to overall system capacity is the treatment and discharge limitations of the plant.

The MDE Consent Order governs sewer service capacity allocations for each of the four sewer authorities through the year 2023, which effectively covers half of the twenty-year planning horizon for this plan. The Order gives the City of Cumberland the specific and exclusive authority to approve new connections to the wastewater system, as long as the total added sewage flows to the system do not exceed 23,000 gallons per day in any given year of covered by the Order. All of the other sewer authorities that are party to the Order have similar allowances of 5,000 or 8,000 gallons per day in any given year. These allocations effectively constitute the system's available capacity to support future growth within the city until 2023 or such time as the planned CSO improvements (discussed earlier in this section) are completed.

Assuming that the average 110 gallon per day water demand multiplier (from the Water Supplies section) represents the typical sewer flows for a new connection serving average household or the average commercial business or office,[2] the total number of new connections that can be added within the city under the terms of the MDE Consent Decree would be 209 per year. Over the 11 year until the scheduled end of the Consent Order in 2023 the city has the express authority—and, therefore, the available capacity to add 2,299 new connections to the sewer system without special approval from.

However, the city also has additional unutilized sewer capacity from prior years of the Consent Order that could be reallocated to support development in future years. In other words, the city did not experience enough net new growth (new connections – demolitions) in new sewer connections to utilize the full 23,000 GPD per year that was allocated to it under the Consent Order since it was implemented in 2001. Working with MDE staff, the city has calculated that the city has accumulated at least 235,550 GPD of unutilized residual capacity from previous years. This residual allocation capacity should be considered conservatively low, since the city had calculated that capacity using the MDE average

[2] This assumption is somewhat conservative as applied to average sewer flows, because it can be expected that some portion of the water consumed by an average household will not be returned to the system in the form of sewage. For example, our bodies consume some of the water we drink to satisfy its own internal needs. Some of the water we use in washing the laundry remains in the clothes when they are placed in the drier. Some of the water we use for cooking and put in swimming pools evaporates. Also, most of the water we use for irrigation remains in the soil. Although the amount of water lost through consumption in any given household is relatively small, it can become significant when combined over all of the households in the city. Therefore, the 110 GPD average water use figure should represent a conservatively high measure of average household sewage flows, and the actual figures could be as much as 3-10% lower, depending on how that water is used.

household demand standard of 250 GPD, rather than the locally derived actual average household demand figure of 110 GPD.

Even if the admittedly conservative 235,550 GPD estimate of residual sewer capacity from prior years is used, the city would have capacity for an additional 2,141 future connections (235,550 /110) *in addition to* the 2,299 new connections that will become available in future years. Based on this assessment the city has enough allocated future sewer capacity (under the CSO Consent Order) and unutilized prior sewer capacity allocations to serve a total of at least 4,440 additional connections through the year 2023.

The objective of this analysis is to assess the city's capacity to accommodate a 15 percent increase in population by 2033. This rate of population growth translates into 1,428 new residential households that would need to be served by the city's sewer system. To capture the sewer capacity need for the future non-residential uses necessary to support the desired residential growth, the residential demand multiplier of 1.456 identified in the Service Capacity Analysis for the water system must be applied to the projected number of households to derive an estimated number of equivalent housing unit connections that would need to be served through the 2033 planning horizon.

Based on these assumptions, the city would need to serve a projected number of 2,080 future connections to accommodate potential growth over the lifespan of this plan. Since, as determined above, the city has been allocated under the Consent Order enough prior and future sewer capacity to serve at least 2,299 new connections (not including unutilized connection capacity from prior years), then the system has more than enough available and permitted sewer capacity to serve existing users and projected growth over the planning horizon of this Plan. The growth that the city desires to achieve by the year 2033 (an additional 2,080 residential and nonresidential sewer connections) represents only 90% of the total future sewer allocations that it is currently authorized to receive under the Consent Order through the year 2023 (an additional 2,299 connections). Moreover, the 2023 compliance deadline for the Consent Order represents only half of the 20-year planning horizon for this Plan.

Although this analysis indicates that the city has sufficient sewer capacity to serve its desired future growth needs through the year 2033, with enough excess permitted capacity to allow for a reasonable margin of error in the calculations, the actual capacity should be monitored carefully in future updates to this Plan. Actual capacity for a combined sewer/stormwater treatment system can fluctuate greatly, depending on overall stormwater flows in any given year.

if it can be demonstrated, to the city's satisfaction, that the city's overall strategy to manage sewer capacity, improve overall water quality, and address the Combined Sewer Overflow issues is insufficient, then a number of alternative scenarios for further improvement can be explored and assessed in future updates to this Plan. These optional strategies can be undertaken individually or in combination, as needed to address the magnitude of the problem. They include (but are not necessarily limited to):

a. Further expansion of the temporary combined stormwater storage capacity of the system. Any further expansion would reduce the amount of plant treatment capacity necessary to treat stormwater overflows, which would free up additional treatment capacity for sewage flows.

b. Implementing water conservation methods to reduce overall consumption rates and provide additional capacity for future growth. As this analysis has shown, the less water that is consumed, the less sewage will be generated within the system. Data from the American Water Works Association suggests that the average household water demand can be reduced to as little as 70 gallons per day, which would be nearly two-thirds of the current documented average for the City of Cumberland.

c. Work with the county to expand the sewage treatment capacity of the plant or employ new treatment technologies to increase capacity.

d. Exploring pollution trading opportunities with upstream areas outside the city limits to help reduce the threat of pollutant loading in those areas in exchange for the greater potential for contamination within the city.

e. Redesigning a portion of the system to separate other stormwater inflows from key areas of the city. This approach would reduce stormwater flows into the system, thereby allowing more of the plant's capacity to be used in treating sewage flows.

f. Altering the city's overall growth objectives or the mix of desired uses to reduce the potential impacts.

g. Removing stormwater inflows from areas outside the city to alleviate treatment capacity constraints

C. Stormwater Management

As discussed and described in the Wastewater Treatment and Disposal Section of this Water Resource Element, virtually all urban stormwater runoff is collected by city streets and transmitted into the municipal sewer system. This form of combined sewer and stormwater collection and treatment system is commonly referred to as a Combined Sewer Overflow (CSO) system. Since most of the stormwater is captured and conveyed by the sewer system, basic data regarding the collection and treatment system and ultimate discharge capacity discussed in the Wastewater Treatment and Disposal section of this chapter. This section provides additional information and considerations relating specifically to the stormwater aspects of the overall wastewater system.

With very few exceptions, most of the city's streets (including all major streets) are designed with curbs and gutters, also known in planning and engineering circles as "closed section streets," that collect and contain rainfall runoff and transmits it into the sewer lines through strategically located drop inlets. Some of the newer developments in the city have been designed for separate stormwater treatment and conveyance in accordance with current best management practices for stormwater treatment. In other areas, the city has worked cooperatively with MDE to remove the most serious overflow problem

areas from the combined sewer/stormwater conveyance system, in accordance with the Consent Order. The city also currently receives combined sewer and stormwater flows from the City of Frostburg's combined sewer/stormwater collection system.

1. Receiving Waters

The city's sewer and stormwater collection system has a total of 12 discharge points. Eleven of the discharge points are for stormwater overflows. Discharges from these points occur only when the system is inundated with more stormwater than the treatment plant and conveyance system can handle. The distribution of the CSO overflows is 6 points along the North Branch of the Potomac River, 4 points along Wills Creek, and 1 point on Evitts Creek. The lone remaining discharge point is along the North Branch of the Potomac River for the city's wastewater treatment plant, as permitted by the Maryland Department of the Environment (MDE). Under the city's CSO Consent Order with MDE, Cumberland is working to reduce average annual overflows from the 11 CSO discharge points by 85%, thereby treating most of the stormwater the system receives to Enhanced Nutrient Removal standards, which is the limit of current sewage treatment technologies.

2. Estimated Flows/Discharges

Stormwater flow volumes are very difficult to estimate because the volume and rate (intensity) of discharges vary greatly depending upon the severity and duration of the storm event. Short duration, but heavy intensity, rainfall events will cause an extreme spike in stormwater flows to the sewer system, causing an overload and resulting overflow discharges. A less intense but long duration storm event can cause the same effect over time, if the rainfall rates are sustained at a level that exceeds the plant's available treatment capacity. The resulting overflow will simply be less intense and will occur at a later time after rainfall begins.

Rainfall rates and volumes can vary greatly over short distances in the Cumberland area due to the affects of the rugged topography on weather patterns. Areas located on the Allegheny Plateau above the Allegheny Front (Frostburg) can receive more intense and more frequent and heavier rainfalls when the storm track is from the west or northwest. This situation occurs due to the influence of orographic lift when air raises, cools, and compresses as it passes over the mountains. This condition also results in a rain shadow effect in areas east of the Allegheny Front (Cumberland) as moisture in the air is "wrung out" when it passes over the high plateau and dries as it descends down the east side of the Front. These conditions can reverse when the predominant storm track is from the east.

Normally, the prevailing or predominant winds in the area tend to be from the west (including the northwest and southwest at varying times throughout the year). As a result, Cumberland--lying in the rain shadow area below the Allegheny Plateau--tends to receive somewhat less overall precipitation during the year than Frostburg. According to climatological data in the Allegany County Soil Survey, the City of Cumberland normally receives about 36.5 inches of rainfall per year, with a one-in-ten chance of rainfall as low as 28 inches and as high as 44 inches. Although official long-term data for Frostburg is not

readily available, that city's rainfall averages would tend to be higher. As noted in this plan, both Frostburg and Cumberland have combined sewer and stormwater systems that feed into the Cumberland sewage treatment plant. Rainfall and stormwater runoff events in Cumberland are measured and monitored by flow meters strategically located throughout the collection and conveyance system. Recent data from the flow meters suggest that stormwater overflows can occur roughly 3-5 times per month, with greatly varying volumes and intensities driven by the magnitude and duration of the storm event.

Since average daily sewer flows within the wastewater collection and treatment system are relatively stable over time, the best way to estimate average stormwater flows is to compare the difference between dry weather flows and wet weather flows within the system during an average year. According to 2003 sewer flow data and flow meter data, average daily flows within the system during dry weather conditions are about 8.4 MGD, while wet weather flows can range between 10 and more than 35 MGD, depending upon the severity and duration of the storm event. These figures suggest that stormwater flows within the system can average between 19 and 317 percent of the average daily sewage flows in the system and occasionally exceed the current treatment capacity of the system. To address that problem, the City is working with MDE to implement a series of Combined Sewer Overflow improvements to increase temporary storage capacity for stormwater flows so that they can be treated over a longer period of time by the wastewater treatment plant, reducing the potential for overflows by at least 85%.

3. Water Quality Management Issues

The primary objective of the city's wastewater treatment system is to minimize impacts on water quality in the receiving waters to the maximum extent feasible. To this end, the city has implemented Enhanced Nutrient Removal Technologies to reduce potential nutrient contamination from Nitrogen and Phosphorus to the lowest level possible with current technology. The city is also working with MDE under a Consent Order to implement a 20-year Combined Sewer Overflow improvement program that will reduce the potential for stormwater overflows by 85%.

However, it is important to consider the overall health (in terms of water quality) of the city's primary receiving waters (the North Branch of the Potomac River, Wills Creek, and Evitts Creek) when determining the overall potential impacts of the city's wastewater treatment system. This assessment requires a basic understanding of water quality assessment practices.

Water quality is assessed and managed by the U.S. Environmental Protection Agency and its local counterpart, MDE, in accordance with the 1972 Clean Water Act. Under the provisions of the Act, MDE establishes water use classifications for each water body in the State, whether it is a lake or a river. A water use classification is based on the highest and best use for each river and stream, which includes various categories for aquatic habitat protection, whole body contact, and recreational uses. Each water use classification carries with it certain water quality standards (contaminant limits) necessary to support and sustain the designated uses. Water quality data for each affected water body (which may

include actual test data or anecdotal information on contamination problems) is evaluated to determine whether the water meets or exceeds the standards necessary for the designated use. If contamination levels are suspected or known to exceed the applicable limits, the water body is classified as "impaired" and is placed on a listing of impaired water bodies commonly referred to as the "303-d list." Once a water body is placed on the 303-d list, MDE is required to prepare a Total Maximum Daily Load (TMDL) strategy that identifies the known contaminant(s), including the probable or established sources of the contamination, and establishes regulatory restrictions on the amount of each contaminant that can be released into the water body to restore its water quality to a level that complies with the water quality standards for the designated use. This illustrates, in a general and simplified way, the process established by the Clean Water Act to manage and protect water quality in the country's rivers, streams, and lakes.

All three rivers that receive outfalls from the Cumberland wastewater and stormwater system were classified as "impaired" streams for specific contaminants on MDE's most current 303-d list. The primary river impacted by Cumberland's wastewater system is the North Branch of the Potomac River. For water quality planning and monitoring purposes, this river is divided into two sections, the Upper and Lower sections. Cumberland is located in the Lower North Branch section. The North Branch is the only river that receives constant discharges from the wastewater treatment plant. All other discharges in the North Branch as well as Wills and Evitts Creeks occur only when the collection system is overwhelmed by major storm events.

The Lower North Branch, with 6 CSO and 1 treatment plant discharge points, has been classified as impaired due to excessive levels of Nutrients (Phosphorous), pH, Cadmium, and Total Suspended Solids (sediments). Contamination from Fecal Coliform (human or animal waste) is suspected, but sufficient data has yet to be collected. The sources of Nutrient and Sediment contamination were not precisely determined, but may be contributed by a number of sources including agricultural activities, land disturbance from new construction or forestry activities, urban runoff from developed areas inside and outside the city, and the city's wastewater treatment system. Subsequent detailed water quality studies of these impairments were conducted by MDE in 2005 for pH, 2006 for Cadmium, and 2011 for both Nutrients and Sediments. The resulting studies concluded that water quality standards for all 4 impairments were being met and that no TMDLs were required. The reports were subsequently approved by the EPA.

Wills Creek, with 4 specific CSO discharge points, has been listed as impaired due to Fecal Coliform (from human or animal waste), Total Suspended Solids (sediments), pH (Alkalinity), Nutrients (Phosphorous), Cyanide, and Bacteria. The TMDL for pH, originally completed in 2005, was revised in 2009. The primary suspected source for low pH levels is acid mine drainage upstream from Cumberland. According to MDE studies (approved by the EPA in 2007), the primary suspected source for both Bacteria (Fecal Coliform) and Total Suspended Solids is from the city's wastewater treatment system, although some sediment impacts may result from agriculture and development activities farther upstream. A 2006 report by MDE determined that water quality standards for Cyanide were being met and no TMDL for this impairment was required.

Evitts Creek, with 1 CSO discharge point, has been listed as impaired due to Nutrients (Phosphorous) resulting in eutrophication, low pH, and Total Suspended Solids (sediments). TMDLs for these contaminants were approved by the EPA in 2000 for Phosphorous in Lake Habeeb (upstream from the City of Cumberland) and 2007 for Total Suspended Solids in the Evitts Creek watershed. A subsequent 2009 study of Eutrophication resulting from Nutrient enrichment in the Evitts Creek basin (approved by the EPA in 2010) determined that water quality standards were being met and no TMDL was required. Agricultural activity is the primary suspected source of the sediment contamination, and may be a contributor to the high Phosphorous levels in addition to nonpoint stormwater runoff and erosion from developed areas. A 2005 study of pH levels in Evitts Creek determined that water quality standards are being met and no TMDL was required for this impairment.

In addition to the local river and stream impairments, the city is part of the larger Chesapeake Bay watershed and is subject to the Chesapeake Bay TMDL requirements for reductions in Nitrogen, Phosphorous, and Sediments (Total Suspended Solids). Compliance with the TMDL load reductions for these impairments throughout the affected subwatersheds in Maryland is scheduled for 2025. To ensure compliance, the city actively participated in the Allegany County TMDL Committee, comprised of officials from Allegany County and all incorporated municipalities, to compile load reduction strategies for submission to MDE by July 2, 2012. The strategies will be incorporated into the State of Maryland's Watershed Implementation Plan (WIP) Phase II submission to the EPA in satisfaction of the approved TMDLs.

In accordance with the Allegany County WIP strategies, the City of Cumberland will undertake 3 specific implementation strategies to help ensure the county's specific load reduction requirements. The city will complete its CSO improvements under the current MDE Consent Order by 2023 (two years prior to the State's 2025 TMDL implementation schedule). Once completed, these improvements are projected to reduce the city's average annual stormwater overflow volume by 85%, in compliance with current EPA standards for such systems. The city will also continue its ongoing urban tree planting program to plant at least 80 new trees per year through the implementation period. Finally, the city is working to ensure separation from the city's CSO system for new developments where feasible and practical. Since the city is located within an Urban CSO designation within the MAST system, no specific load reduction requirements or expectations have been imposed on the city at this time.

The primary potential water quality contaminants that would be generated by the city's Wastewater Collection and Treatment system are Phosphorous, Fecal Coliform, and Total Suspended Solids from stormwater overflow discharges. However, it must be acknowledged that other sources outside the city also may be contributing these contaminants and overflows from the city's wastewater system are periodic occurrences that will be greatly reduced, as noted previously in this Chapter, by both the city's CSO improvement program and the Enhanced Nutrient Removal project. The combination of these improvements will make the city's wastewater treatment system compliant with the applicable EPA standards and will implement the most advanced nutrient removal technology available.

Lingering concerns over the fact that the city will not be eliminating all potential sewer overflows should be somewhat alleviated by the fact that it is impossible for the city to totally prevent sewage contamination even if every drop of stormwater could be removed from the system. In order to make maximum use of gravity flows for the collection of sewage, virtually all sewer treatment facilities are located at or near the lowest elevation of the area served—which is most often on or adjacent to a major water body. While efforts are undertaken to make sure the facilities are located outside of the most flood-prone areas, there will always be a potential flooding event that could inundate a sewage treatment plant and cause an overflow. This situation occurred in a number of communities in Iowa and the upper Mid-west during the Spring/Summer floods of 1993 and 2008. The best that the city could ever hope to achieve is to reduce the potential for overflow conditions to the size of the storm event necessary to flood the treatment plant.

ACTION ITEMS

1. Complete a comprehensive inventory of water and sewer mains that identifies line size, composition, age, and integrity. Once identified, prioritize repair and improvement needs.

2. Develop a comprehensive Infrastructure Asset Management System that effectively coordinates water, sewer, and street improvement priorities and scheduling.

3. Identify and specific funding sources for all improvements and ensure that financing to implement the comprehensive Infrastructure Asset Management System can be secured.

4. Work cooperatively with Allegany County staff to implement the water quality improvement strategies outlined in the approved Watershed Implementation Plan II.

5. Complete all sewer system upgrades required by the MDE Consent Order by the 2023 compliance deadline.

6. Continue active participation on the Upper Potomac Trib Strategy Team.

V. Community Facilities & Services

This chapter focuses on the public facilities and service needs of our citizens and discusses how the city's future plan for growth and development can be supported by available or planned public facilities.

GOALS

1. **Provide adequate public safety services to meet the current and future needs of our citizens.**
2. **Document the city's capacity to support future growth.**
3. **Ensure that public services are adequately distributed to serve the current population and planned new development.**
4. **Provide community services and facilities in an efficient and timely manner.**

This portion of the plan evaluates the city's essential public facilities especially the police department, fire and emergency medical, libraries, schools and parks to establish their capacities to support future population growth of up to 15 percent growth and, where deficiencies exist, to determine how they should be addressed. The city's water, sewer, and stormwater facilities, housing, and transportation infrastructure are discussed in other chapters of the plan. This chapter inventories current resources and establishes general service standards as a means of measuring the capacity of a given public facility to serve existing and future growth. While service standards are required to be used by The Land Use Article, they are not always easy to establish, and they have limitations. Where appropriate, those limitations are discussed. The findings and conclusions from this chapter are important inputs into the Municipal Growth chapter of this plan.

A. Police Department

The Cumberland Police Department has a total of 51 budgeted law enforcement personnel positions, of which all are currently filled. The Department also has 3 office associates and 1 part-time maintenance person, for a total budgeted staff of 55 persons. This staffing level represents a decrease of one budgeted officer position since 2009, but an overall net increase of one officer position since the 2004 Comprehensive Plan. The law enforcement staff is distributed over two 12-hour daily work shifts. In 2009, the Department was operating three 8-hour work shifts.

A portion of the city's police staff is assigned to the Combined County Criminal & Narcotics Investigation (C3I) unit, which conducts major crime and drug investigations and also includes staff from the Allegany County Sheriff's Office, the MD State's Attorney Office in Allegany County, the Federal Bureau of Investigation, the Frostburg City Police Department, Frostburg State University Police Department,

Maryland National Guard, and the Maryland State Police. The Police Department also provides staffing support to the Allegany County Bureau of Police, which provides law enforcement services for the major regional bike trails in the city. Several officers also serve on the Cumberland Emergency Response Team and The Honor Guard. Two police officers are full-time school resource officers and three full-time and one part-time officers are trained K-9 handlers. The Police Department is a nationally certified school resource.

The Public Safety Building

The entire Cumberland Police Department staff is housed in the Public Safety Building at 20 Bedford Street. The building includes two holding or detention cells. A satellite office space was established in 2009 at the Queen City Centre shopping plaza, which is used as a convenient place for patrolling officers to prepare and process reports. However, the office is not be staffed on a regular basis. The Police Department also owns and maintains a fleet of 40 vehicles.

1. Service Standards & Needs

An important factor to consider in assessing police staffing and coverage is the overall trend in criminal activity. When evaluating and comparing crime statistics over long periods of time and between jurisdictions, it is necessary to understand that crime statistics are influenced by a number of factors, any of which can vary independently. For example, economic conditions (including poverty and unemployment levels) exert a strong influence on criminal behavior and have varied greatly over the past decade. Other significant factors that can influence crime statistics include, population density and degree of urbanization, variations in demographics (especially youth population), high degrees of transient population, highway access and mobility, climate (especially heat waves), citizen attitudes towards crime, and citizen crime reporting patterns.[3]

[3] Crime rate comparisons between jurisdictions also can be influenced by accidental or intentional differences in crime reporting and tracking patterns. Some crimes involve incidents that can fall under multiple tracking categories. For example, if a criminal breaks into a home (breaking and entering), assaults the owner (either aggravated assault, rape, and/or murder), steals property (burglary or robbery), and then vandalizes the house before leaving, the incident has resulted in four distinct crime classifications, each of which is tracked separately under the Uniform Crime Report (UCR). These crimes also cross over two major categories of crime—violent and property crimes. However, under standard UCR reporting practices, all of the crimes associated with one incident are supposed to be reported under the primary or controlling incident, which might be breaking and entering or murder, depending on what occurred. Occasionally, each crime may be unintentionally recorded individually, resulting in higher crime rate figures than would result if they were tracked in accordance with standard procedures. In other instances, some crime incidents are unintentionally missed or a change in reporting practices occurs. It is important to consider these reporting and tracking errors/omissions when drawing conclusions based on crime reporting data.

Crime rate trends between 2004 and 2010 for the City of Cumberland and Allegany County, based on data obtained from the City of Cumberland Police Department and the FBI Uniform Crime Report, are provided in Tables 11 and 12 below. As would be expected, crime rates for Cumberland tend to be higher than for the County primarily because of the higher population density and greater concentration of lower income population.

Within both the city and county, trends in violent crimes are driven largely by aggravated assaults, which represent more than three-quarters of all such crimes. The overall trends in violent crimes between the city and county have been similar, with the greatest overall variation in incidents occurring in 2005, when a significant one-year drop occurred. Patterns in violent crimes between 2005 and 2010 show an overall upward trend with specific year variations. However, the overall rate of violent crimes remains relatively low and below the 2004 level for both the city and county. The overall number of murders per year in Cumberland and Allegany County has remained consistently below one incident per year.

Table 11: Cumberland Crime Rate Trends Per 100,000 Population (2004-2010)

TYPE OF CRIME	2004	2005	2006	2007	2008	2009	2010
Violent Crimes	1,008.6	729.3	896.4	871.5	826.9	991.6	958.5
Murder/Manslaughter	0.0	4.7	4.8	0.0	4.9	4.9	4.9
Forcible Rape	80.9	94.7	95.4	33.9	63.2	73.6	83.1
Robbery	104.7	52.1	119.2	169.5	131.3	98.2	195.6
Aggravated Assault	823.1	577.7	677.1	668.2	627.5	814.8	674.8
Property Crimes	5,166.8	5,360.6	6,222.6	6,178.0	5,968.5	6,528.6	7,051.7
Burglary	1,141.8	1,164.9	1,482.9	1,418.6	1,449.6	1,865.3	1,809.4
Larceny-Theft	3,844.1	4,006.3	4,463.1	4,527.0	4,373.0	4,496.4	5,129.8
Motor Vehicle Theft	118.9	132.6	176.4	184.0	97.3	108.0	112.5
Arson	61.8	56.8	100.1	48.4	48.6	58.9	0.0

SOURCE: Cumberland Police Department & FBI Uniform Crime Reports.

NOTES: **UCR crime rate figures do not necessarily represent the number of reported incidents that occurred in a specific year.** Since UCR Crime Rate figures are adjusted to reflect the number of incidents per 100,000 people and Cumberland's population over the reporting period ranged between 20,000 and 21,000, the individual crime rate figures must be divided by 5 to approximate the actual number of incidents that occurred within a given year.

Composite Property Crime Rate figures are based on totals for all crime subcategories.

Due to an inconsistency discovered in the UCR data, Property Crime Rate figures may not agree with FBI data for the city.

By comparison, the vast majority of all crimes in both the city and county are property crimes, ranging from burglary to motor vehicle theft. Larceny is consistently the most common property crime in both the city and county, representing more than half of all occurrences. Overall trends in property crimes have increased significantly since 2004 in both the city and county. Such increases may be driven by factors relating to the recent economic recession and growth in the local drug trade, which creates a significant demand for cash. The Cumberland Police Department has noted a recent sharp increase in the theft of high value recyclable materials (such as copper wire), which is difficult to trace and can be easily converted to cash. Despite the growing rate of property crimes within the city, the Cumberland Police Department has not experienced a significant problem managing the work load.

Table 12: Allegany County Crime Rate Trends Per 100,000 Population (2004-2010)

TYPE OF CRIME	2004	2005	2006	2007	2008	2009	2010
Violent Crimes	437.2	349.2	382.0	363.8	334.2	446.8	429.1
Murder/Manslaughter	0.0	1.3	1.4	0.0	1.4	1.4	5.5
Forcible Rape	30.9	40.3	39.3	27.6	23.7	34.6	35.8
Robbery	36.3	20.1	50.1	48.6	47.3	52.6	66.0
Aggravated Assault	370.0	287.5	291.2	287.6	261.8	358.2	321.8
Property Crimes	2,575.2	2,598.3	2,769.5	2,882.9	2,958.5	3,013.3	3,393.8
Burglary	656.6	618.0	734.0	744.7	720.0	838.0	819.6
Larceny-Theft	1,992.6	2,056.9	2,147.9	2,266.0	2,306.7	2,243.1	2,641.6
Motor Vehicle Theft	74.0	76.6	112.4	127.8	68.2	67.8	67.4
Arson	0.0	0.0	0.0	0.0	0.0	0.0	0.0

SOURCE: FBI Uniform Crime Reports

Based on the City's 2010 population of 20,859, the Police Department's current staffing level translates into an average of **2.64 budgeted personnel and 2.44 budgeted officers per 1,000 persons**. These current service levels compare quite favorably with statistics for similar size communities in the nation, South region, and averages for the entire State of Maryland. According to the 2010 Crime in the United States Report prepared by the U.S. Justice Department, the average overall staffing levels per 1,000 persons for cities of 10,000 – 24,999 in population were:

2.4 total employees for the nation as a whole
3.0 total employees for the South Region which includes Maryland
1.9 officers for the nation as a whole
2.4 officers for the South Region

Cumberland's staffing levels are lower than the averages per 1,000 persons for the entire State of Maryland, which are: 3.6 total personnel and 2.77 officers. However, it should be noted that the State

averages are heavily influenced by larger urban and suburban cities than Cumberland. Nevertheless, when all current staffing levels are compared, Cumberland has a higher number of officers for its population size than the nation as a whole and the South region, and a higher number of total employees than the national average. While the city's staffing levels are sufficient for most current needs, the Department experiences occasions where it has had to rely on additional support from allied law enforcement agencies.

2. Future Growth Needs

The city is evaluating its capacity to serve a 15 percent increase in the current population over the next 20 years. This level of growth would result in an increase of 3,141 persons between 2012 and 2033. Assuming the City wishes to maintain its current level of service, a total of nearly 8 additional officers and 1 additional support employee would be needed by 2033, or roughly one officer every 2.5 years (assuming that growth is realized and occurs at an even rate throughout the planning horizon). Additional capital equipment costs, including the potential for 4-5 new vehicles and an additional detention cell in the Public Safety Building (desired by the Police Department), would need to be incurred, accordingly. The cost for these improvements could be financed through a combination of program grants and line item budget increases over the planning horizon. The city will need to monitor actual growth and development trends and adjust police staffing levels according to actual demand and logistical staffing (shift and patrol coverage) needs.

B. Fire & Emergency Medical

The City of Cumberland Fire Department operates 24 hours per day, seven days per week out of three stations, only two of which are currently manned. The Headquarters Central Fire Station #1, built in 1978, is located at 20 Bedford Street in the Public Safety Building in Downtown Cumberland. South End Station #2, located at 300 East Third Street, and East Side Fire Station #3, located at 411 Frederick Street, were built in 1926.

Fire & Police Department Headquarters

The Department consists of 66 employees, 63 of whom are operational frontline firefighters assigned to three duty crews as well as one Fire Chief, one Administrative Officer, and one Fire Marshal/Training Officer. Eight of these firefighters were hired under the 2010 Federal Staffing for Adequate Fire and Emergency Response (SAFER) Grant which expires on May 11, 2014. The City of Cumberland is obligated to employ these 8 firefighters for a three-year term, with the SAFER Grant

funding their salary and benefits for the first 2 years and the city bearing those costs for the third year of that term. No specific additional staffing needs were identified by the Fire Department.

All firefighters, certified with a minimum of Firefighter II skills, are cross-trained in emergency medical services. Sixteen members are Emergency Medical Technician-Paramedics and seven are Emergency Medical Technician-Intermediates (Cardiac Rescue Technicians). The Cumberland Fire Department has two full-time advanced life support certified ambulance teams with back-up of two more ambulances provided by personnel breaking away from fire apparatus.

In addition to supplying fire and emergency medical services with an on-scene response time of less than four minutes, the Fire Department also has various "special operations" teams that respond to emergencies within our region. They are:

- Confined Space Rescue with all fire department members trained in confined space and serve as Allegany County's Confined Space Team;
- Hazardous Materials Incident Response with nine Fire Department members including the County's Team Leader;
- Swift Water Rescue Team with 21 Fire Department members including the County's Team Leader;
- Collapse Team with twelve Fire Department members; and
- Ten members comprising the Helicopter Emergency Aerial Tactical (HEAT) team. Three members are trained as "Tactical Medics" to support Police tactical and SWAT teams.

The Fire Department is equipped with four fire pumpers, one 90-foot aerial tower, one utility truck, three general purpose vehicles and five advanced life support ambulances. Of Cumberland's four fire pumpers, two are housed at Central Station #1, one at South End Station #2, and one reserve pumper at the unmanned Station #3. One aerial tower, one utility truck, three general purpose vehicles in addition to four ambulances are manned at Station #1. The fifth ambulance is housed at Station #2.

Two fire engines, one aerial tower, two ambulances, and one car are manned daily. The third and fourth ambulances are staffed by personnel detaching from other apparatus. Additional staff and equipment coverage for major fire events and other emergency incidents is provided through emergency call out of off-duty personnel and mutual aid agreements with all neighboring volunteer fire departments in Allegany County as well as Ridgeley and Wiley Ford VFDs in West Virginia. These neighboring departments provide working and second alarm fire coverage to Cumberland, and Cumberland Fire Department provides reciprocal support to them.

1. Service Standards & Needs

The City of Cumberland provides one of the few fully paid, professional Fire Departments in the State of Maryland. These services represent a considerable public investment for a city of Cumberland's size.

Many larger communities in Maryland are served exclusively by volunteer Fire Departments. In a state where so few Fire Departments are fully staffed by full-time, professional fire fighters, employment-based per capita service standards may not provide a comparable basis upon which to evaluate the city's services against other fire departments in Maryland. Instead, the city's Fire Department uses the Insurance Services Organization rating system as an appropriate service standard to measure the department's performance and improvement needs.

The Insurance Services Office (ISO) rates communities based on a Public Protection Classification field survey of various fire suppression capabilities and infrastructure that reflect the community's overall ability to minimize potential fire damage. The results of this survey are used to assign a rating level on a scale of 1 to 10, with a 1 reflecting the best overall capability and a 10 representing the lowest basic fire suppression capability. This rating is then used by homeowner insurance providers to establish rates for individual homeowner and commercial insurance premiums. This field survey consists of three components: 1) a review of the community's fire alarm and communications dispatching system, which represents 10 percent of the total score; 2) an assessment of the Fire Department's equipment and staffing capabilities to suppress fires and minimize losses, which accounts for 50 percent of the total score; and 3) an evaluation of the water supply system including the physical system, installation, inspection and maintenance practices, which constitutes the remaining 40 percent of the overall score.

The goal of the Cumberland Fire Department is to maintain or improve its current ISO Rating 3. Cumberland is one of only three communities in Maryland to achieve a 3 or better. According to ISO officials, only 3.6% of all Fire Departments in the nation have received an ISO rating of 3 or lower. It is important to note that in order to maintain the ISO Rating 3, the Fire Department must maintain the current staffing level beyond Year 3 of the 2010 SAFER Grant, the coverage area of the city's fire stations, and the adequacy of expanded water service.

2. Future Growth Needs

No additional staffing needs have been deemed necessary to maintain the Department's current ISO rating and immediate future needs. The Department's greatest immediate future needs are for equipment upgrades and infrastructure to serve the city's projected growth potential over the twenty-year lifespan of this plan.

The Fire Department notes an increasing need for maintenance of the two 87-year old fire stations. Both of these stations have severe space constraints for large modern fire and emergency medical service apparatus as well as a lack of space needed for major expansions of both buildings.

- South End Fire Station #2 is manned by three firefighters and houses a fire engine and an ambulance. The building lacks separate bathroom facilities for male and female employees and the equipment storage bays lack the area and ceiling clearance needed for modern fire fighting vehicles. The single vehicle bay area is insufficient to stage a fire engine and emergency

ambulance side by side. Currently, the ambulance is parked behind the engine due to limited space. Therefore, when the Station #2 ambulance is alerted for an emergency medical call, the engine must be moved out of the station in order for the ambulance to respond. The station is in need for electrical re-wiring, and plumbing, HVAC, sidewalk, door and window replacements as well as general remodeling. CDBG funding has been awarded for this work. This fire station should be eventually replaced with a new facility located farther south along MD Route 51.

- Station #3 is not manned, but houses a reserve fire engine, is used for equipment storage, and can be used by staff responding from the Central Fire Station when needed. This station is located within one minute of Central Fire Station #1, and is in need of the same general refurbishments as Station #2. The station's response area includes the eastern fringe and in some places, just outside the 1.5 mile service radius of the city's three current stations. This service area includes the location of the new Western Maryland Regional Medical Center, Allegany College of Maryland, the Allegany County Health Department Offices, and new medical service offices along the Willowbrook/Williams/Messick Road corridor. Given the increased pace of development and the potential for additional growth and development, a new fire station on the east side of the city is needed.

The Fire Department's apparatus fleet must be improved. The aerial tower is 21 years old, has reached its life expectancy, and is in need of replacement. The replacement cost is approximately $975,000 and the Department staff will continue to apply for federal grants until a replacement is acquired. The Department's Command Unit was destroyed in a hit-and-run motor vehicle accident in 2010 and has not been replaced. Currently, the Fire Chief's car is being used as the Command Unit by the shift supervisor. The age of the Department's five ambulances ranges from two to seventeen years. Three of the five ambulances have over 100,000 miles. The oldest is a four-wheel drive vehicle used only under snow conditions which should be the next ambulance to be replaced.

Grant funding will continue to be explored to cover and/or offset the associated capital improvement costs for the new fire stations and apparatus.

C. Schools

Although the school system is operated by the county's Board of Education, The Land Use Article of the Code of Maryland requires that the city undertake a capacity analysis to determine whether current school facilities can accommodate the city's desired growth.

The Allegany County system has 22 public schools. Seven of these schools are located within the City of Cumberland: Allegany High School, Fort Hill High School, Braddock Middle School, Washington Middle School, John Humbird Elementary, South Penn Elementary, and West Side Elementary. In addition to the three elementary schools located inside the city, another four located beyond city limits regularly serve city students: Northeast Elementary, Cresaptown Elementary, Cash Valley Elementary, and

Parkside Elementary. Many students living in other areas of Allegany County outside Cumberland also attend the seven schools located within the city.

Fort Hill High School Campus

The county school system provides the Center for Career & Technology Education in Cresaptown, a tech school for grades 11 and 12, and the Eckhart School in Frostburg, an alternative school for middle and high school students with attendance and behavior problems. The tech center and alternative school consistently serve city students, too. Furthermore, some city students attend private schools inside and outside the city, and some attend other public schools in the county system. This dispersal of city students is, at least in part, a result of a county-wide school system.

According to Allegany County Public School staff, the 2011 addition of two pre-kindergarten classrooms at South Penn Elementary School in Cumberland increased overall school capacity by a total of 30 students. Additionally, plans were recently announced to close the current Allegany High School and replace it with a new campus that will be constructed. According to school officials, the new school will have a student capacity of 857, which represents a reduction of 203 seats from the current of 1,060. Although the new high school facility will open with reduced capacity, the school is being designed for future expansion should enrollment grow beyond the planned capacity. These recent and planned capacity changes have been taken into consideration in the analysis of available school capacity for this plan.

1. Service Standards & Needs

The Board of Education reported that total public school enrollment within Allegany County as of September 20, 2012, is 8,915, with an excess capacity of 2,788 seats (total available seats - current enrollment), based on the State of Maryland's State-Rated Capacity guidelines. Based on the State-Rated Capacity figures for all schools in Allegany County, approximately 76 percent of the total school capacity is currently utilized (or 24 percent underutilized). The estimated school capacity currently available for future school enrollment growth was reduced by 203 students to a total of 2,585 to reflect the planned reduction in capacity from the proposed new Allegany High School, which will be in service long before the future planning horizon for the 2013 Comprehensive Plan has lapsed.

2. Future Growth Needs

If the city were to experience a 15 percent increase in population over the next 20 years, the growth would result in an increase of 3,141 people. Since school system capacity is not specifically allocated to individual communities within the county, the city worked with county staff to devise a methodology to

determine how much of the available school seating capacity would be available to serve future student growth in the city without disproportionately affecting available seating capacity to serve additional growth in other parts of the county.

To accomplish this, the city used 2010 Census estimates of the number of county and city residents attending school to calculate the percentage of available excess seating capacity that is available to serve future city growth. Based on this methodology, the city determined that 636 (24.6%) of the currently available 2,585 seats in the Allegany County school system (assuming that the proposed new Allegany High School will be built to the planned capacity) can be proportionately assigned to future city students.

Assuming the percentage of school age children in Cumberland will remain relatively constant over the planning horizon and that all future students will attend public schools, the total projected school age population from 15 percent growth in the city's 2010 population would be 475 new students. It is reasonable to expect that the actual percentage of children in the population will decline in future years, as has been the trend in past decades. The potential for future declines is even greater in Cumberland, given the increasing average age of city residents and the rising percentage of citizens who are beyond child-bearing age. This rate of student growth would not exceed the current supply of available student seats assigned to Cumberland and would leave an excess of 161 seats. Consequently, the city has determined that Allegany County Schools currently have more than ample capacity to accommodate the city's desired growth over the course of the 20-year planning horizon.

D. Parks & Recreation

This section of the Public Facilities Chapter covers public and semi-public parks and recreation facilities and programs within the City of Cumberland. Through the city's cooperative efforts with numerous public and private entities, including Allegany College, Allegany County and Allegany County Public Schools, the Maryland Department of Natural Resources, the Cumberland Housing Authority, and the YMCA, residents are afforded a wide array of recreational facilities and programs. Recreational programs are generally offered and coordinated by the City of Cumberland, Allegany County Public Schools, the YMCA, and private sponsors. The city's recreational programs and offerings are governed by the Mayor and City Council and administered through the Parks and Recreation Board. This Board is comprised of 10 voting members (8 citizen representatives and 1 representative each from the Allegany County Board of Education and the YMCA) plus 1 non-voting representative from the Mayor and City Council. The Board meets monthly, except during the most active summer months.

Constitution Park Playground

Table 13: Existing Parks & Recreation Facilities in Cumberland:

Park/Facility	Size in Acres *	Ownership	Available Facilities
Al Abrams Field	3.0	City of Cumberland	Little League field
Baltimore Ave. @ Henderson Ave.	0.1	City of Cumberland	Henderson Avenue Millstone Memorial
Baltimore St. Pedestrian Mall	1.1	City of Cumberland	*Urban Plaza* - Walkway, benches, fountains, planters, platform, bike racks
Cavanaugh Field	3.6	City of Cumberland	Regulation softball field
Centre St. Pocket Park	0.1	City of Cumberland	*Urban Plaza* - (Alley Pocket Park) fountain, benches
Centre St. Playground	0.5	City of Cumberland	Playground, benches
Constitution Park	96.1	City of Cumberland	Picnic Facilities, playground, 4 tennis courts, Little League field, swimming pool, craft house & activity building, day camp, sledding, museum, amphitheater, 4 basketball courts, nature trail, dog exercise area, fitness area, scenic overlook, 6 covered pavilions, & 2 gazebos.
Fairmont Avenue	1.2	City of Cumberland	Unimproved – passive
Gene Mason Recreation Area	55.0	City of Cumberland	4 fields (regulation baseball & softball), 4 tennis courts, 1 picnic area, horseshoe court, playground, soccer field, boat launch, BMX biking track
Giarritta Park	0.1	City of Cumberland	Passive Landscaped Area, Picnic area
Liberty Gardens Park	0.2	City of Cumberland	Garden park, benches
Liberty St. Plaza	0.2	City of Cumberland	*Urban Plaza* - benches, bike racks, planters
Holland Street	1.5	City of Cumberland	Unimproved - passive
Jaycee Recreation Area	7.0	City of Cumberland	Playground, ball field, basketball court
Maryland Ave. Community Garden	0.1	City of Cumberland	Community garden administered by Rolling Mill Neighborhood Association
Pine Avenue	0.4	City of Cumberland	Unimproved - passive
Ridgedale	0.7	City of Cumberland	Unimproved - passive
Riverside Park/George Washington Headquarters	0.9	City of Cumberland	George Washington Headquarters Bldg., National Road Monument, Cresap Monument, Gazebo, Picnic area
Smith Park	0.5	City of Cumberland	Gazebo and landscaping.
Springdale	0.5	City of Cumberland	Playground, benches
Sundial Park	0.1	City of Cumberland	Unimproved - passive (landscaping)
Valley Street Park	0.2	City of Cumberland	Unimproved - passive
Veteran's Memorial Park	0.1	City of Cumberland	Monument, benches
City Parks Subtotal	**173.2**		
Allegany High School	2.0	Allegany County Public Schools	Ball field (used for various leagues)
Braddock Middle School	4.2	Allegany County Public Schools	2 ball fields (used for various leagues), playground, and gymnasium
Fort Hill High School	7.4	Allegany County Public Schools	Gymnasium and Greenway Avenue Stadium
South Penn Elementary School	1.7	Allegany County Public Schools	Playground (boundless), ballfield, & gymnasium (used for co-ed volleyball)
Washington Middle School	6.3	Allegany County Public Schools	2 ballfields and gymnasium (used for various leagues)
West Side Elementary School	0.1	Allegany County Public Schools	Playground
ACPS Recreation Subtotal	**21.7**		

NOTE: * Areas are estimated for facilities that are not located on a separate lot of record. See the text associated with this table for additional explanation.

SOURCE: 2004 Cumberland Comprehensive Plan and additional staff analysis using Google Earth Imagery.

Table 13: Existing Parks & Recreation Facilities in Cumberland *(Continued)*:

Park/Facility	Size in Acres *	Ownership	Available Facilities
Banneker Gardens	0.2	Cumberland Housing Authority	Playground
Fort Cumberland	1.0	Cumberland Housing Authority	Playground
Jane Frazier	0.5	Cumberland Housing Authority	Playground
Housing Authority Subtotal	**1.7**		
Allegany College	17.4	Allegany College	Ballfields, track
C & O Canal Towpath	4.4	National Park Service	Bike/walking path
Canal Place Heritage Area	58.0	Canal Place Pres. & Dev. Authority	Urban Plaza, memorial, open air theater, replica canal boat, museum, visitor's center, bike/walking trails, fountain
Great Allegheny Passage Trail	1.3	Allegany County	Multi-use rail-to-trail facility
Narrows Scenic Park	96.0	Allegany County	Unimproved - passive
Wills Mountain State Park	357.2	Leased by City of Cumberland from Maryland DNR	Unimproved - passive
Co./State/Fed. Parks Subtotal	**534.3**		
YMCA - Baltimore Avenue	1.2	YMCA	Indoor basketball court and children's play area
YMCA – Riverside	9.2	YMCA	Wellness Center, Indoor Swimming Pool and Warm Water Pool, Gymnasium, Climbing Wall, Jogging Track, Indoor Field House
YMCA Subtotal	10.4		
Total All Parks/Recreation	**741.3**		

NOTE: * Areas are estimated for facilities that are not located on a separate lot of record. See the text associated with this table for additional explanation.

SOURCE: 2004 Cumberland Comprehensive Plan and additional staff analysis using Google Earth Imagery.

Constitution Park Pool

As the Parks and Recreation Facilities table shows, roughly 741 acres of recreational land and facilities are available to city residents. Although only a portion of the 357-acre Wills Mountain State Park is located within the city limits, the city has a long-term lease with the Department of Natural Resources to the land. Of the 741 total acres of parks and recreational lands within or controlled by the city, 173 acres (23 percent) are owned and maintained by the City of Cumberland. At roughly 96 acres, Constitution Park is the Cumberland's largest improved park and comprises just over 55 percent of the city's total park and recreation lands. The size of Constitution Park has been reduced to reflect the pending transfer of 27 unimproved acres to the Western Maryland Health Systems. The city's second largest improved park, Gene Mason Recreation Area, occupies an additional 55 acres (32 percent) of the recreational lands owned and maintained by the city.

A comprehensive inventory of public and semi-public recreational lands and facilities within the City of Cumberland is provided in Table 13. The first section of the table lists all improved and unimproved recreational lands owned and/or operated or maintained by the City of Cumberland. The remaining sections of the table list recreational facilities available for public use within the city that are owned and maintained by other public and semi-public entities. These facilities support a wide range of indoor and outdoor active and passive recreational uses as indicated in the table by the description of facilities provided at each site.

Many of the smaller park and recreational lots owned by the city are existing and former neighborhood parks/playgrounds. Several of the currently unimproved sites housed playgrounds and other active improvements that have been removed in recent years due to lack of use and the high cost of needed maintenance and upgrades. Some of these now-vacant properties may represent future infill development sites or potential areas for alternative recreational improvements that may be more appropriate for the recreational needs of the current demographics in those neighborhoods.

One such "alternative" recreational use for former abandoned parks is to create community or neighborhood gardens. Urban gardening has become a popular adult activity that promotes public health. The city's first urban garden was established on Maryland Avenue in 2006 by the Rolling Mill Neighborhood Association. Working closely with the city, the Neighborhood Association assumed management responsibility for the garden, which was constructed on a former residential lot that housed a dwelling declared unsafe and removed by the city. The Association allows residents of the neighborhood to plant vegetables, fruits, and herbs on individual plots on a first-come, first-served basis.

The National Road Monument

Cumberland's Bicycle Advisory Committee, established in 2009 to oversee eventual implementation of the city's 2008 Trails and Bikeways Plan, has been working with citizen advocates to site and develop a potential future a public skateboard park that could also serve as a second BMX biking facility for stunt biking enthusiasts. These facilities can be created on sites as small as 12,000 square feet, which represents another potential alternative use for small vacant neighborhood lots or former parks.

The city is undertaking substantial improvements to Riverside Park. Sidewalks in the northern portions of the park are being replaced and construction for a new monument and memorial plaza to the original starting point of the National Road. The new National Road monument is surrounded by a brick plaza containing engraved bricks purchased by local donors to the

project. These improvements commemorate and unite three primary historical and cultural elements of the early founding of the City of Cumberland—the George Washington Headquarters Building (commemorating Fort Cumberland and the influence of George Washington in establishing the original route of the road), Thomas Cresap (who surveyed and laid out the original Nemacolin Trail/Braddock Military Road that served as the foundation for the original National Road route), and the National Road (which became the Nation's first federally-funded transportation improvement).

Proposed Riverwalk Location along the levee

The city also participated in an effort initiated by the Allegany County Chamber of Commerce to plan a "Riverwalk" along the North Branch of the Potomac River that would begin in Riverside Park and proceed west and south along the North Branch into Allegany County. The project would provide an improved walking trail along the top of the levee linking these sites and provide a spur from the C & O Canal Towpath immediately across Wills Creek in Canal Place. A definitive termination point was never selected when work on the project was suspended. Further development of the Chamber's proposed Riverwalk concept is needed especially given the future recreational benefits and potential to foster and finance revitalization of the southern portions of Riverside Park.

In cooperation with Allegany County, the city established its first bike lane along Kelly Road from the Beall Street intersection south to the Allegany County Administration Building. This bike lane is part of the city's planned bikeway network as conceived in the 2008 Trails and Bikeways Master Plan and discussed further in the Transportation Chapter of this plan. However, it also serves as a potential future link to the city's bikeway network from the proposed Riverwalk.

The remaining park and recreational facilities in Cumberland identified in Table 13 are owned and maintained by other public and semi-public entities. These lands comprise 568 acres (77 percent) of the total parks and recreational lands located within or managed by the city. These recreational areas and facilities are owned by Allegany County, Allegany County Public Schools, the Cumberland Housing Authority, the State of Maryland, Allegany College, the Canal Place Preservation and Development Authority, and the YMCA. Descriptions of the various improvements available for use by the public at each site are described in the table.

At 357 acres, Wills Mountain State Park is the largest public park property managed by the city. Although the park property is owned by the Maryland Department of Natural Resources and extends

outside the city limits, the city holds a long-term (99-year) lease to the property. Under the terms of this lease, the city is responsible for developing a forest management plan for the park. The park is not currently improved and lacks improved public street access. Although the park can be accessed from Wills Mountain Road, the upper portions of the road are privately owned and maintained. As discussed in the 2008 Trails and Bikeways Master Plan, the city has considered creating a mountain biking trail along the slopes of Wills Mountain within the park property.

1. Service Standards & Needs

State standards for parks and recreation lands in Maryland have been developed as part of all county Land Preservation, Parks, and Recreation Plans (LPPRP's). These standards establish a minimum of 30 acres of recreational land per 1,000 persons, at least half of which should be locally owned. While these standards are acknowledged by the City of Cumberland and used within this report, some qualification is necessary. The State's parks and recreational lands standard may be more appropriate for a county-wide assessment, where large regional recreational facilities and the large tracts of undeveloped land to support them are available to serve county-wide needs. While it is acknowledged that public recreational needs are typically greater in urban settings—where high population densities and smaller average lot sizes greatly limit on-site residential recreational opportunities—that need does not make the State's recreational lands standard appropriate for a city. It is also important to note that cities usually provide a wider array of recreational improvements and programs to serve the public than may be available within counties.

Cities and towns, like Cumberland, typically provide organized recreational programs to maximize the public recreational benefits and opportunities that can be provided in smaller city parks. These programs are financed through a combination of user fees, donations, private sponsorships, and tax dollars. Within Allegany County, all such public recreational programs in and around Cumberland are operated and managed by the city. However, the State's standard provides no credit to recognize the added recreational benefits that these programs provide.

Additionally, the city's parks tend to be developed more intensively and support a wider range of recreational activities per acre of dedicated parkland than do the county's recreational lands. Furthermore, some of the city's recreational needs are supplemented and complemented by the YMCA, which operates two facilities within the city that provide a number of unique recreational facilities and programs, such as, rock climbing, martial arts programs, and dodge ball leagues – a factor which also is not captured by the state's recreational standards. Finally, it is important to remember that city residents are entitled to use State recreational lands located in the county in the same way and to the same degree as county residents. All of the city's residents are actually located in closer proximity to Rocky Gap State Park than the majority of the county's residents living in the unincorporated areas. However, the State's standard is not specifically designed to recognize county and State recreational lands that are not located within the city's boundaries.

The city would also like to introduce the idea of "urban plazas" as recreational facilities that are credited to the city's owned parkland inventory below. An urban plaza offers passive recreational space in the heart of downtown, which can be utilized by residents for reading, picnicking, resting, and/or people watching. Urban plazas are pleasant places to passively recreate with walking paths, tree-shaded areas, and park furniture, such as, benches and picnic tables. To be distinguished from a typical city park, the essence of an urban plaza is its central and historic location in a community, surrounded by City Hall and other main public institutions. Such urban plazas offer the public a spatial and recreational opportunity to "take in" and enjoy a community's unique character and to celebrate the urban experience.

These recreational crediting oversights represent potential limitations when the standards are strictly applied to the city. When strictly applying the standard of 30 acres per 1,000 persons, Allegany County meets the goal base on its 2012 population. If that same standard is applied to Cumberland's 2010 population, the City would not meet the 625.8 acre goal despite having 741.3 acres of parks and recreation facilities in the city. According to the formula, the city would get full credit for only the 173.2 acres of parks and recreation land the city owns within its borders.

The formula does allow partial credit for natural resource lands within the community that are not owned by the Department of Natural Resources. This credit amounts to one-third of the total acres of such lands. As indicated above in Table 13, a number of additional parks and recreation lands owned by other public and semi-public entities exist within the city, a number of which have been improved to support active recreational uses. These lands include:

- 21.7 acres owned and maintained by Allegany County Public Schools,
- 1.7 acres owned and maintained by the Cumberland Housing Authority,
- 10.4 acres owned and maintained by the YMCA, and (with the exception of the Wills Mountain State Park),
- 177.1 acres owned and maintained by other county, State, and Federal entities.

These lands total 210.9 acres, one-third of which (or 70.3 acres) can be applied to the city's land area goal bringing the full and partial credit total to 243.5 acres still short the 625.8 acre goal.

Although the city has a long-term management lease of 357.2 acres in Wills Mountain State Park, the city would not be entitled to receive credit for this acreage because there are insufficient State and Federal lands within the city to satisfy the applicable threshold requirements. The city believes it should receive half credit for the Wills Mountain State Park lands or 178.6 acres raising the city's total acreage to 422.1 slightly over 200 acres short of the goal.

In addition, the formula does not recognize 3,550 acres of forested land in adjoining Bedford County, Pennsylvania that the City of Cumberland maintains as the city's water supply. The city allows public use of this land and two lakes for a number of recreational uses, including hiking, hunting, fishing, and canoeing. In 2011, the city constructed a new fishing pier and provides boat launches. This land is not included in the city's parks and recreation land area figure because the lands are not located

immediately within the city limits. However, they again represent a significant investment in parks and recreation lands by the city and its municipal water system customers that should be acknowledged and taken into consideration.

The city believes that the State's land area-based recreational standard should be expanded to give a reasonable credit for public investments in active recreation programs and/or for establishing a Recreation Board with dedicated staffing. If these additional omitted factors were taken into consideration at even at a minimal level, the city would have sufficient park and recreation investments to greatly exceed the city's current recreation and open space needs. Consequently, this plan finds and determines that no significant deficiency in parks and recreation facilities exists within the City of Cumberland.

2. Future Growth Needs

When the 15 percent population growth factor the city is evaluating for this plan is applied to the State of Maryland's current recreational land goal, the total additional recreational land area needed would increase the current recreational land deficit by 94 acres. However, the city questions the strict application of the State's recreational land goal to urban communities. There is limited available developable land within the city's existing compact urban development pattern to achieve that goal. The city has plans to expand recreational opportunities through additional improvements discussed in this assessment that would address a significant amount of the recreational needs represented by the land-based goal. However, the fact that the goal does not consider recreational improvements or formal recreation programs in evaluating and rating overall recreational needs is a serious shortcoming that works to the disadvantage of urban communities. Substantial future recreational land opportunities and passive recreational land development will need to be acquired by the city through annexation. The city further recommends that the standards be revised to better reflect those investments. Until that time, the city will rely upon the county's greater inventory of recreational lands to satisfy any recreational land needs that the city may not be specifically capable of addressing within city limits.

E. Libraries

Although the city is required to analyze the capacity of library services for its residents, it is important to bear in mind that libraries are funded by the county and state and controlled by the a Board of Trustees. Therefore, the city can only make recommendations to the county and the Library Board regarding future improvements.

Washington Street Library

Established in 1924, the Cumberland Free Public Library is the Main Branch of the Allegany County Library System and

is located on Washington Street. The Main Branch grosses 19,000 square feet of floor area and has a collection of 37,890 books, 1,938 audiovisuals (AV), and 80 magazine subscriptions. Also located in the city is the county's first branch library, established in 1934. The South Cumberland Branch is just over half the main library's floor area with 10,000 gross square feet but has a comparable collection with 22,202 books, 1,120 AV, and 63 magazine subscriptions. The Main Branch has 13 public-use internet terminals, and the South Cumberland Branch has 16. With two of the six branches of the Allegany County Library System in the city, residents have access to a combined total of 60,092 books, 3,058 AV, 143 magazine subscriptions, and 29 computers.

1. Service Standards & Needs

In October 2010, the Maryland State Department of Education created a special committee to adopt minimum standards for public libraries in Maryland. Not all states have standards, and the national trend has actually been to do away with them due to the rapidly changing nature of public library services and programs. Among those states that do have standards for square footage, 1 SF per capita, appears to be a universal minimum based on increased space requirements for technology and training programs. The statewide average among public libraries in Maryland is less than 0.6 SF per capita in 2010. Among those states that do have standards for collection size, smaller populations typically require more items per capita in order to provide a basic browsing collection. Often, there are different ranges (anywhere from 2 to 6 items per capita) for collection size based on the population served. Additionally, most state standards include all formats of library materials, not just the print collection. In 2008, there were 2.9 items per capita in Maryland.

Maryland's guidelines should be used to help all libraries meet the nationally accepted minimum facility size and encourage innovation and excellence in service that requires more space than the bare minimum. No library should be penalized for failing to meet the minimum guideline as individual projects are part of a comprehensive countywide facilities plan that may take several years to achieve. Project planning should be based on projected population growth rather than current population. Maryland's adopted library standards are as follows:

	Essential	**Enhanced**	**Exemplary**
FLOOR AREA SQUARE FOOTAGE PER CAPITA	1 SF	1.25 SF	1.5 SF
ITEMS PER CAPITA FOR POPULATIONS UP TO 99,999	4	5	6
ITEMS PER CAPITA FOR POPULATIONS BETWEEN 100,000 AND 499,999	3	4	5
ITEMS PER CAPITA FOR POPULATIONS ABOVE 499,999	2.5	3.2	4.5

The State committee spent a significant amount of time creating population ranges that accurately reflect the populations served by Maryland libraries in 2010. Given the rapidly changing nature of library collections, these guidelines include all materials formats in addition to bound volumes. It should be noted that electronic formats do not reduce the space needed for libraries facilities since additional public computers are required to access electronic information.

Based on these standards, the city is significantly above the state standard for minimum facility size with a 19,000 square foot Main Branch and a 10,000 square foot branch library. With a total of 29,000 square feet of total library space to serve a 2010 population of 20,859, Cumberland has an average of nearly 1.4 square feet of library floor area per capita, which is slightly less than "exemplary," based on current State standards.

Cumberland's two libraries also offer 3.03 circulation items per capita, based on the city's 2010 population. This figure falls slightly below the overall minimum standard for communities with a population of less than 100,000, but is comparable to the applicable standard for larger communities. The County Library participates in a state-wide inter-library loan program that allows members to borrow books from other libraries that may not be available locally. This program provides local residents with broader access to materials that may not be available locally.

South Cumberland Library

The 2007 National Library Survey contains another standard that links the population of a service area to the size of a library's collection. For multiple-outlet public libraries serving communities with populations of 10,000 to 24,999, the national averages of books, AV, and magazine subscriptions per capita is 3.6, 0.35, and 0.0085 respectively. Cumberland's two libraries offer 2.9 books, 0.15 AV, and 0.0069 magazine subscriptions per person. Based on these specific collection standards, the city's libraries are slightly below the national standard in terms of general circulation items.

A final standard comes from the national average of 4.2 public-use internet terminals per 5,000 persons for libraries serving populations of 10,000 to 24,999. The city's libraries provide 7.0 computers per 5,000 persons, which exceeds the national average by nearly a 2-to-1 margin.

Based on the three comparative standards discussed above, the city's libraries are currently slightly below state and national standards in terms of overall collection size and well above the applicable standards in terms of building size and computer access. This analysis assumes that Cumberland's libraries have a service area restricted to the city's corporate limits. However, it is also possible that city residents (by virtue of their work locations and social networks) utilize some of the county branches that are not located within the city. Furthermore, it is important to recognize that the Allegany County Library System participates in a statewide inter-library loan program, which provides city and county residents with access to additional collection materials in other library systems across the state. These qualifications demonstrate that the city is not in a position to unilaterally evaluate the capacity of county services and whether they can accommodate the city's planned growth.

2. Future Growth Needs

Based on Maryland's current library standards, a 15 percent increase in the city's current population would increase the city's essential need for library space by 3,141 square feet, and the essential collection size by 12,564 items. When added to the existing Cumberland library square footage and collection size for the city's current 2010 population of 20,859, the total essential square footage necessary would be 24,000 and the total essential collection size would be 96,000 items. As noted earlier in this assessment, the city's two libraries provide a combined total of 29,000 square feet of library space and a combined collection of 60,092 books, 3,056 audio/visual items, and 143 magazine subscriptions. Consequently, the city has adequate library space to satisfy existing and future growth needs, but the combined collections of 63,291 items falls short of the state's essential needs by 32,709 items or nearly one third. Overall, the city's combined library collection would represent approximately 2.64 items per capita when the city's ultimate anticipated growth is considered. This factor is commensurate with the essential collection size recommended for larger communities.

Based on this assessment, the city has determined, overall that the county provides adequate library area for the city's current and projected population needs. However, the county should consider expanding the collection size commensurate with the actual rate of growth to ensure that the libraries will be capable of serving future growth needs.

F. Municipal Financing Strategies

Financing public facility and service improvements is a challenging and delicate balancing act for small communities. Both Cumberland and Allegany County have historically relied upon grant and loan funding from various State and National sources to supplement local resources. As cutbacks Federal budget occur, the competition for ever more limited funding intensifies. Grant financing also represents an inherently variable source of funding that can become unreliable during periods of extreme fiscal austerity. The city should take care not to place excessive reliance on grant funding as a long-term income source, as sudden reductions in funding or the elimination of long-standing programs could result in service disruptions or sudden increases in taxes to maintain essential services.

The Police Department has participated in a number of State and Federal grant programs, such as the Smooth Operator, DUI/DWI, and Stop Gun Violence Reduction grant programs, to expand specialized coverage and police services within the community. The Fire Department secured a SAFER Grant in 2010 to support expansion of its staff. The city also has secured Program Open Space funding through Allegany County and the Department of Natural Resources to acquire recreational land and make necessary facility improvements.

In 2007, the MD Legislature also established the 2010 Chesapeake and Atlantic Coastal Bays Trust fund, which provides earmarked funds for land acquisition for and special projects in municipal parks relating to water quality. Similar funding has been requested and obtained to support the city's Combined

Sewer Overflow remediation program. Other major funding sources that the city has utilized for special projects include the Appalachian Regional Commission, Community Development Block Grant funds from the U.S. Department of Housing, and transportation construction and enhancement funds through the MD State Highway Administration. The city should continue to pursue grant and low-interest loan opportunities in these and other areas as they become available to offset the taxpayer cost and burden to make recommended capital and maintenance improvements.

The city also has used bond funding to upgrade and improve local roads and finance major capital projects for public facilities, such as streets, water, and sewer. Such funding has an obvious impact on local tax rates and the city's long-term indebtedness. Bond financing should be used where grant and low-interest loan funding is not available and the cost of the required improvements cannot be borne by the city's general fund.

The city recently used Tax Increment Financing as a cooperative public/private financing strategy to establish a dedicated revenue stream to finance public facility improvements for specific economic development projects. Road and infrastructure improvements in support of a commercial office project on Welton Drive in Cumberland were financed through this strategy. A Tax Increment Financing or 'TIF' program is applied to a specific redevelopment or development project area where the proposed development will generate a significant increase in property values. Since tax revenues are based on property values, the city makes a decision to 'freeze' the pre-development assessed value of the development site or revitalization area for a specific period of time *after* the development has been completed. The tax savings generated by the reduced assessed value are used as a dedicated revenue stream to make bond payments on the infrastructure improvements that were needed to support the development project. This strategy effectively makes the city and developers financial partners in the development project. It can be a somewhat risky venture to undertake, because the anticipated revenue stream to retire the infrastructure improvement costs cannot be predicted with absolute certainty before the project is built. The City of Cumberland has applied a special taxing district to the TIF development site to help ensure that the city's investment in the project is recovered. Where such protections are applied, a TIF can be effective measure to stimulate needed development or redevelopment projects where the city and the developer have limited available funds to finance the up-front cost of the infrastructure improvements.

Where major development projects are proposed, developer contributions to off-set the city's cost to provide essential public facilities and services should be explored. While an impact fee system is not desired or needed at this time, opportunities to secure land donations for recommended improvements (especially for a future fire station in the Willowbrook/Williams/Messick Road Corridor) should not be overlooked. Rapid growth in the eastern portions of the city and the potential for land value appreciation from development investment may make it possible for some developers to voluntarily dedicate a portion of the land for future public facilities that will add value to their development. For example, the city managed to negotiate street safety improvements to a section of Old Willowbrook

Road as part of its approval for the 2010-2011 Cumberland Meadows senior apartment complex. Such opportunities would allow the city to focus scarce public resources on other improvement needs.

One creative concept that has been used to help resolve this financial funding dilemma is a "Cooperative Economic Development Agreement (CEDA)." This intergovernmental revenue-sharing tool was created by the Ohio legislature in 1999 (please see Appendix D for more detail). A CEDA is a formal and binding agreement between two or more local governments that details how critical infrastructure or public services will be shared to support an economic development project and how the community or communities providing those critical services will be compensated, either through special service fees, annual tax contributions, or some combination. Before the partnering local governments enter into a CEDA, a public hearing must be held to ensure transparency of the terms of the agreement.

This concept could be applied in Maryland as a way for the city to receive a share of the annual property taxes generated by a development in the county that requires municipal water or sewer but cannot be annexed into the city. The city's share of the total property taxes generated by the development can be a negotiated portion of the county's property tax proceeds or an additional tax imposed through a special taxing district. Through this concept, both local governments can share the property tax appreciation that a major development creates even though the project is not located within the jurisdiction that provides all of the essential services.

This Plan recommends that the city and county explore this concept as a creative revenue-sharing tool to finance shared services to support major economic development projects. Since the CEDA concept was originally developed in Ohio, it may require the adoption of special legislation to be applied in Maryland. It is conceivable that some form of CEDA could be devised through a Development Rights and Responsibilities Agreement (DRRA) under current Maryland law; however the legal implications of such an agreement would need to be evaluated before such efforts are undertaken. Since a DRRA is a voluntary agreement that must be proposed by the developer (not the partnering local governments), introducing a CEDA agreement through a DRRA may not allow the participating local governments the authority they need to govern the financial terms of agreement. Consequently, some form of future special legislation may be necessary to apply this concept as an intergovernmental financing and revenue-sharing tool.

The city's Annual Budget is a critical management tool. It serves as a general guide for the city's financial plan for the upcoming year. Each year the Mayor and City Council evaluates its capital needs and determines the preferred methodology for securing funding for capital items that should be funded through a multi-year program, since the acquisition of the asset impacts multiple fiscal years. In addition, the normal operating expenditures are discussed and evaluated from a base budget, to identify the necessary and essential operating funds to be provided for each department and program. The city has accrued long-term debt obligations to finance the Combined Sewer Overflow (CSO) Project, and continues working with the Maryland Department of the Environment to proceed through the various

stages of the CSO Project, which is funded in part by the Maryland Water Quality Financing Administration and the Environmental Protection Administration (EPA).

While it sets forth the Mayor and City Council's fiscal plan for a given year, the implementation of the budget needs to be flexible and dynamic, so that the city can respond to the ever-changing financial position of the city and the related entities that support the city operation and initiatives. By carefully exercising scheduling flexibility in implementing this plan the city can manage the cost of implementation in a fiscally responsible manner.

ACTION ITEMS

1. Evaluate improvement and/or replacement options for Fire Department Stations #2 and #3. This study should address and encompass the growing need to provide expanded service coverage for future annexations and development in the Willowbrook/Williams/Messick Road corridor

2. Explore opportunities to establish a new fire engine storage building in the western portions of the city to provide expanded coverage to the areas west of Seton Drive. Such a facility could be designed to serve multiple needs for both the city and county.

3. Devise a Fire Department staffing and equipment staging and redistribution plan to ensure that the proposed facilities are properly equipped and that adequate staffing coverage is maintained.

4. Evaluate options/opportunities to maximize efficiency and cost-effectiveness of Fire Department services by investigating alternative staffing and service delivery options, including the integration of volunteer staffing scenarios and partial or total consolidation with county services. Consider the potential impacts on taxpayer costs, life safety and fire suppression capabilities, ISO rating impacts, and capacity to effectively serve potential future growth and development.

5. Where opportunities and funding exists, expand recreational land and facilities within the city and provide recreational amenities appropriately tailored to evolving demographic needs.

6. Pursue available grant funding opportunities (Sustainable Communities, Public Open Space, etc.) to acquire and improve additional recreational lands.

7. Work with DNR officials to devise new or expanded local government service standards for recreational lands and open space that embraces recreational program investments and better recognizes the difference between passive and active recreational facilities investments.

8. Identify/inventory underutilized or unimproved public lots in the residential neighborhoods that lack adequate public recreational facilities or possess capacity for further growth and revitalization and determine how they can be best improved to fill those needs.

9. Explore zoning incentives to encourage the dedication of open space lands within cluster developments for passive and active recreational use.

10. Work proactively with organized neighborhood associations to create and manage community gardens on former residential lots that have been abandoned and cleared.

11. Continue developing and expanding the city's proposed bicycle network as outlined in the 2008 Trails and Bikeways Master Plan.

12. Coordinate with Allegany County and Chamber of Commerce officials to evaluate the feasibility and develop plans for the creation of a River Walk/Bikeway along the North Branch levy.

13. Work with the Cumberland Bicycle Advisory Committee on its ongoing initiative to explore the feasibility of constructing and funding one or more public neighborhood joint skateboard/BMX biking facilities.

14. Explore opportunities to establish and utilize Cooperative Economic Development Agreements (CEDA) to support cooperative economic development projects outside the current city limits that require municipal facilities.

15. Work cooperatively with MML and State officials to secure dedicated Highway User Fund revenues for local governments.

16. Assess statutory authority and/or legal precedent to establish DECAs in Maryland. Evaluate the pros can cons of establishing a CEDA through the current Development Rights and Responsibilities Agreement statutory authority and pursue special legislative authority if necessary.

    16.1. If CEDA authority already exists, work with Allegany county officials to negotiate and establish the basic term/parameters of agreement for extension of specific municipal facilities/services into the unincorporated areas in to support major economic development projects.

    16.2. Evaluate the feasibility of converting public buildings in residential neighborhoods that are slated to be abandoned or replaced for future use as neighborhood community centers, where opportunities arise.

VI. Transportation

As the city enters the twenty-first century, a renewed focus on the city's basic transportation infrastructure has emerged. Increased emphasis is being placed on improving our road system, establishing a bicycle trail network, and railroad improvements. This Chapter focuses on the recent and planned transportation investments that could contribute significantly to the eventual economic revitalization of Cumberland.

GOALS

1. **Support the proposed U.S. Route 220 Upgrade Project and promote the selection of the current U.S. Route 220 corridor alignment terminating at Exit 42 on I-68 in Cumberland as the most appropriate alignment.**
2. **Prioritize transportation infrastructure needs to better utilize limited funding.**
3. **Ensure our transportation infrastructure meets the needs of our community and positions the city for economic growth.**
4. **Secure voting representation for the city on the Cumberland Metropolitan Planning Organization's governing board.**

A. Transportation Facility Inventory

Although most of Cumberland was laid out and developed before the advent of the automobile, the city's streets and highways carry the vast majority of all traffic—vehicles, bicycles, and pedestrians. Collectively, they also represent the greatest public investment in transportation for Cumberland. Major underground utility lines also cross or run beneath the city's streets and alleys. Consequently, no analysis of transportation would be complete without a detailed assessment of streets and highways and the essential services they provide.

B. Roadway Network

According to 2011 data compiled by the Maryland State Highway Administration (a Division of MDOT), the total combined mileage of all public streets and highways in the City of Cumberland was 149, all of which is paved. Of that public streets inventory, 133 miles (90 percent) are owned and maintained by the City of Cumberland, 1 mile (1 percent) is owned and maintained by Allegany County, and the remaining 14 miles (9 percent) are owned and maintained by MDOT. Interstate 68 and Industrial Boulevard (MD Route 51) constitute the vast majority of the State's street/highway mileage in

Cumberland. Other streets and highways within the city that are owned and maintained by MDOT include Canal Parkway, Bridge Street, and small sections of McMullen Highway (U.S. Route 220), Willowbrook Road, and Braddock Road. The total street and highway mileage in the city represents roughly 20% of all public road mileage in Allegany County.

Although only 9.5% of the total street miles in Cumberland are currently owned and maintained by the State, the percentage of State maintained roads was much greater in past years. Over time, ownership and maintenance responsibilities for a number of major streets has been transferred to the city. This increases the city's overall cost for street maintenance, repair, and improvement over time, despite the fact that dedicated State and Federal funding support for street maintenance and improvement has declined significantly. A number of the streets transferred to the city carry significant volumes of regional traffic, which causes greater wear and tear on the streets and increases the frequency of maintenance needs as well as the magnitude of potential structural problems that can occur. Streets that have been transferred to the city from MDOT include, Greene Street (former U.S. Route 220), Henderson and Baltimore Avenues (U.S. Route 40 Alternate), Frederick Street, Bedford Street, Braddock Road, and Oldtown Road. Most recently, the State transferred ownership of the Marion Street Bridge over Interstate 68 to the city. The total street mileage for these streets is approximately 11 miles.

Traffic trend data for city streets is very limited. Routine annual traffic counts at designated locations are important to use in evaluating overall traffic and travel trends on the city's streets. Although the city conducts periodic counts in support of specific projects, the only available source of long-term annual traffic counts and estimates at designated locations is compiled by MDOT. Selected MDOT traffic count trends for the city's major streets are provided below in Table 14.

As the traffic data shows in Table 14, the highest traffic volumes are, quite naturally, along Interstate 68, which averages between 40,000 and 50,000 vehicles daily through downtown Cumberland. Traffic growth on the highway averaged between 2 and 5 percent between 2007 and 2011. Industrial Boulevard (MD Route 51) also carries high traffic volumes as it feeds traffic from South Cumberland into the downtown area. Traffic volumes increase significantly from approximately 10,500 vehicles per day (near the current city limits at Messick Road) to nearly 16,000 vehicles north of Virginia Avenue (West 3rd Street).

The high volumes at the Virginia Avenue/Industrial Boulevard intersection and the complicated traffic movements necessary for vehicles to negotiate it explain why that intersection is the city's most problematic. MDOT and the city are working on a cooperative design study to improve traffic circulation at that intersection.

Several city-owned and maintained streets experience high traffic volumes. These streets include Baltimore Avenue (13,930 vehicles per day), Park Street (11,451), Williams Street (10,630) and South Mechanic Street (9,411). As would be expected, vehicle counts tend to be highest on streets leading to and from downtown Cumberland and at count locations that are nearest to the central business district.

The large changes in traffic volumes on Park Street and Maryland Avenue may reflect changing travel patterns due to the recent reconstruction work on those streets and the closure of the Western Maryland Hospital for which these streets provided a critical travel access from I-68.

Table 14 - MDOT Traffic Counts (2007-2011)

Count Location (Street)	2007	2008	2009	2010	2011	Net Change 2007-2011	% Change 2007-2011
I-68 (Wills Creek Bridge to South Mechanic)	46,191	45,272	47,770	47,961	48,012	1,821	3.9%
I-68 (West Harrison to Maryland)	38,441	37,672	39,040	39,201	39,242	801	2.1%
Bridge Street (Greene St. to WV Line)	7,302	7,590	NA	7,642	7,673	371	5.1%
S. Mechanic St. (West Harrison to Pershing)	9,380	9,101	NA	9,370	9,411	31	0.3%
N. Centre St. (Market to Bow)	3,390	3,291	NA	3,520	3,531	141	4.2%
Queen City Drive (Baltimore to Frederick)	NA	NA	NA	NA	5,890	NA	NA
Baltimore Avenue (Front to Henderson)	13,242	12,920	NA	13,002	13,930	688	5.2%
Park Street (Cecelia to South Central)	16,020	15,541	NA	11,400	11,451	-4,569	-28.5%
Maryland Ave. (Cecelia St.)	6,230	6,041	NA	5,590	5,611	-619	-9.9%
Virginia Ave. (CSX Subway)	9,590	9,301	NA	9,363	9,940	350	3.6%
River Ave. (E. Potomac)	6,312	6,123	NA	6,165	6,010	-302	-4.8%
Canal Parkway (River Avenue to WV line)	11,762	11,500	NA	11,572	11,310	-452	-3.8%
Industrial Blvd.-MD 51 (W. 3rd)	12,870	12,481	NA	15,840	15,901	3,031	23.6%
Industrial Blvd.-MD 51 (Oldtown to Messick)	10,720	10,401	NA	10,470	10,511	-209	-1.9%
Messick Road (Starline)	2,721	2,642	2,500	2,521	2,532	-189	-6.9%
Williams Road (Willowbrook to Peaceful)	NA	NA	2,530	2,551	2,562	NA	NA
Williams Road (Miltenberger)	10,472	10,163	NA	10,235	10,630	158	1.5%
Willowbrook Rd. - MD 639 (Golden to Country Club)	8,092	8,550	8,260	8,311	8,341	249	3.1%
Frederick St. (Marietta to Victoria)	3,570	3,461	NA	3,530	3,541	-29	-0.8%

NOTE: All figures are Annual Average Daily Traffic.

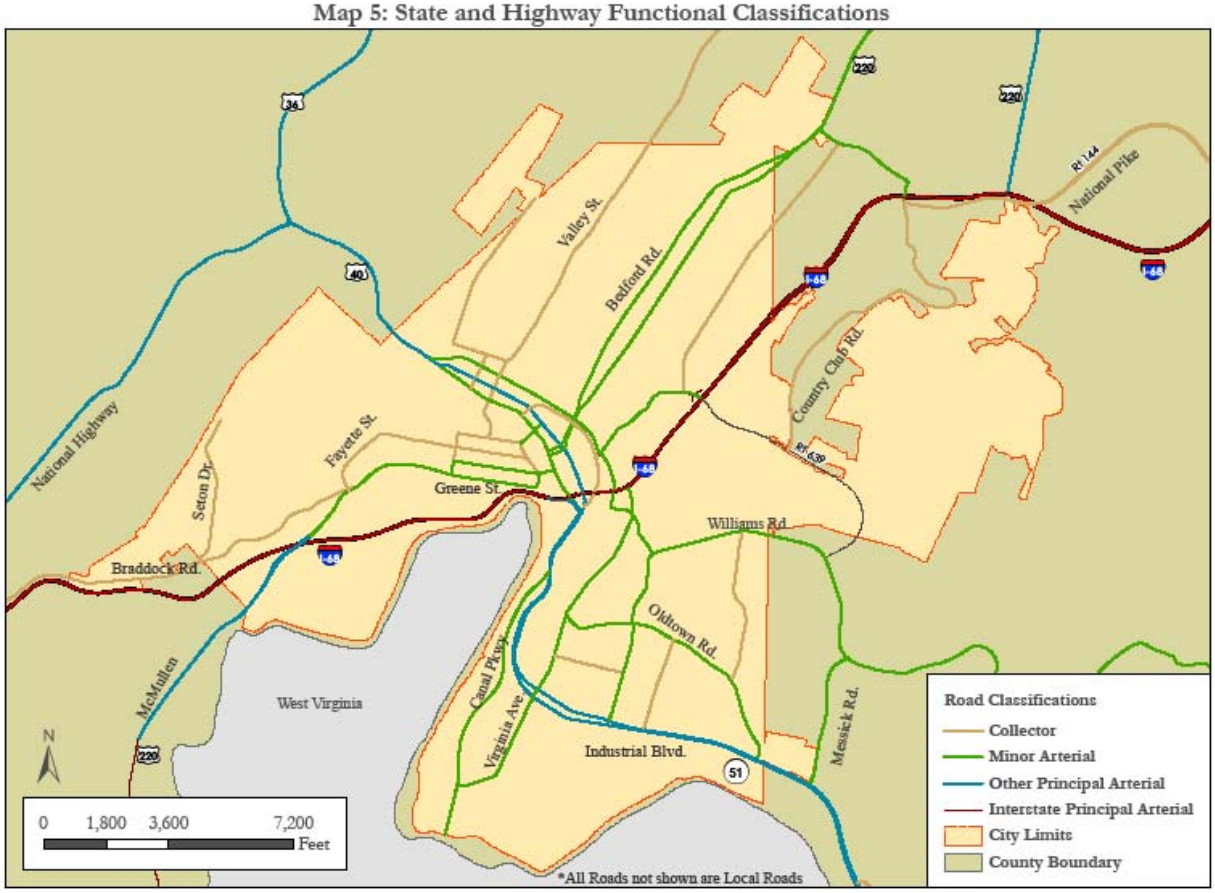
SOURCE: Maryland SHA Highway Information Services Division.

The relative hierarchy of streets and highways is determined by a system commonly known as "Functional Classification." Through this system, streets are grouped into classes or categories based on the type of transportation service they typically provide. These classifications are defined by the Federal Highway Administration (FHWA) for consistent application throughout the country. The specific functional classifications for streets and highways in Cumberland are Principal Arterials, Minor Arterials, Collector Streets, and Local Streets. Each category has significant maintenance and funding ramifications. The specific functional classifications for streets and highways in Cumberland are as follows:

1. **Principal Arterials** – Streets classified as urban Principal Arterials should serve as the major traffic conduits in a metropolitan area that carry the highest traffic volumes and the longest trip demands. They should carry a major portion of the trips entering and leaving an urban area in addition to the majority of through movements desiring to bypass the central city and traffic between central business districts and outlying areas. They should provide the least direct access to individual properties along the highway, and are often subject to controlled access at specific interchanges or intersections. Major (long-distance) interstate highways and freeways fall within this category. Principal Arterials also should provide critical long distance travel linkages for traffic entering the regional highway network from minor arterial and collector streets. Principal Arterials can be broken into three different subcategories—Interstate Highways, Freeways/Expressways, and Other Principal Arterials.

2. **Minor Arterials** – This category includes all other streets that function as arterials, but are not otherwise classified as Principal Arterials because they provide slightly greater (but specifically managed) access to adjoining properties, offer a lower level of traffic mobility, and distribute traffic to and from smaller geographic areas than Principal Arterials. They may serve as important links between Principal Arterials.

Map 5: State and Highway Functional Classifications



3. **Collector Streets** – Collector streets generally serve as critical traffic linkages from local streets to arterial highways. They provide the greatest balance between access to individual properties adjoining the street and traffic circulation to and from the regional highway network. Consequently, they help distribute traffic from residential, commercial, and industrial areas to arterial highways and they distribute traffic from arterial highways onto local streets in residential, commercial, and industrial districts. Collectively, Collector Streets create a street grid that provides a logical system for traffic circulation within and throughout the community.

4. **Local Streets** – Local streets carry the lowest average traffic volumes and provide the highest level of access to adjoining properties within specific residential, commercial, and industrial districts. They tend to be the initial starting or ending points for trips in the street network and are not designed to provide long-distance mobility. Local streets may include cul-de-sacs, dead-end streets, and alleys.

Map 5 above illustrates the functional classifications assigned to the city's street and highway system and specific changes that were made through a formal Resolution approved on December 9, 2004 (Resolution #04-29) by the Allegany County Commissioners acting in the capacity of the temporary (provisional) Cumberland Area Metropolitan Planning Organization (MPO) Board.

The classification system was updated through a cooperative effort by the Maryland Department of Transportation, the Allegany County Department of Public Works, and the Allegany County Department of Community Services. Nine of the fifteen specific changes listed in the adopting resolution applied to streets within the city. The city streets affected were:

- Upgraded from Minor Arterial to Principal Arterial
    - Mechanic and South Centre Streets between Henderson Avenue and Industrial Boulevard
- Downgraded from:
    - Principal Arterial to Minor Arterial
        - U.S. Route 40 Alternate (Henderson and Baltimore Avenues) between Mechanic Street and Interstate 68
    - Minor Arterial to Collector
        - Cumberland and Allegany Streets between Washington Street and Johnson Street
    - Minor Arterial to Local
        - Cresap and Lamont Streets between Industrial Boulevard and Virginia Avenue
        - Baltimore Street between Centre Street and Henderson Avenue
    - Collector to Local
        - Chestnut and Independence Streets between Valley Road and Bedford Street
        - Second Street between Industrial Boulevard and Virginia Avenue
        - Fletcher Avenue and Brown Drive from Greene Street
        - Patterson Avenue and Allegany Street from Greene Street

The city does not have voting representation on the Cumberland Area Metropolitan Planning Organization. Since its creation on May 17, 1982, the MPO has been governed by a provisional board consisting of the Allegany County Commissioners. Consequently, the city did not have any input into the functional classification changes that were approved in 2004. It is uncertain how the approved changes will affect Federal or State funding support for future street improvement projects.

According to 23 Code of Federal Regulations (CFR) §450.310 (b), the administrative regulations that govern the creation of Metropolitan Planning Organizations, an MPO "designation" must be made between the Governor of the state and the affected "units of general purpose local government that together represent 75% of the affected population (*including the largest incorporated city*)." The largest incorporated city in the census-designated Greater Cumberland Urbanized Area (the territory that is served by the MPO) is the City of Cumberland. The Allegany County portions of the MPO's Urbanized Area cannot encompass 75% of the affected population without the inclusion of the City of Cumberland. The largest central cities in other small MPOs within Maryland (including the cities of Salisbury and Hagerstown) and in other states have been afforded voting rights on their respective MPOs.

According to federal guidance, Cumberland is entitled to voting representation on the MPO's governing board and must be an official party to the agreement "designating" or establishing the MPO. In order for the city to be given voting representation on the MPO, a "re-designation" process must be completed, as specified in 23 CFR §450.310 (g) and (k). This re-designation process must be undertaken whenever there is "a substantial change in the proportion of voting members on the existing MPO" and/or "a substantial change in the decision-making authority or responsibility of the MPO." As part of its 2010 Statewide Planning Process Review, the FHWA made a formal recommendation to MDOT that this re-designation process be completed for the Cumberland MPO with the involvement of the City of Cumberland. This plan formally recommends redesignation of the MPO's governing board to afford the city proportionate voting representation on the board and to expand the decision-making authority and responsibility of the board.

The city has a number of concerns regarding the functional classification changes that were approved in 2004 and has identified some additional specific changes that should be considered. The city's proposed changes and supporting justifications are outlined in Appendix B of this Plan.

To identify and prioritize street improvement needs and determine the cost of needed improvements, Cumberland developed a comprehensive Pavement Management System. Working with Stantec (an international engineering contractor) in 2005-2006 it inventoried pavement conditions and needs throughout the city's entire street network, assessed street rehabilitation, modeled pavement deterioration factors to determine future performance, and prioritized improvement needs based on known budgetary constraints. The system identified a total of approximately $67 million of street improvement needs throughout the city in order to bring the entire municipal street network to a Pavement Management Quality Index of 9 on a scale of 1-10, with a 10 representing an ideal state

where all streets are improved to their highest level. This level of funding was well beyond the city's financial capabilities.

Consequently, Stantec recommended a long-term improvement and maintenance program at a funding level of $3 million per year. At this lower rate of financing, strategic improvements could be made over a ten-year period that would produce a relatively stable Pavement Quality Index between 6 and 7, which represents an overall street network state where not every street is in ideal condition, but that continued routine maintenance can sustain the network in a good travel condition. This recommendation was accepted by the Mayor and City Council in 2008, and a $9 million bond was secured to cover the first three years of street. Initial street improvement work directed by the Pavement Management System began in 2007 utilizing residual funds from a 2006 public improvement bond. A total of 39 streets have been partially or totally resurfaced since the first projects were initiated in 2007.

Additional funding will need to be secured to continue the street improvement program beyond 2012. Furthermore, the Pavement Management System requires periodic updating to monitor deterioration rates throughout the street network and adjust street improvement priorities accordingly. Stantec's initial recommendation was to update the Pavement Management System every 3 years. The next comprehensive update of the Pavement Management System should be coordinated with the proposed water and sewer line replacement schedule effort as recommended earlier in the Water Resources Chapter.

In addition to the Pavement Management System road resurfacing projects, the city has completed two major street corridor revitalization projects since 2002 and is preparing to undertake a third. The first major street corridor revitalization project for Maryland Avenue emerged out of the Rolling Mill Brownfield Redevelopment Project and was constructed in four phases from 2005-2010. The project included reconstruction of the street, utility replacement, and sidewalk construction. Major financing for the project was provided by the City of Cumberland (including Community Development Block Grant funds), the Appalachian Regional Commission, and American Recovery and Reinvestment Act (ARRA) economic stimulus funds.

The second major street corridor revitalization project was for the Virginia Avenue corridor from Lamont Street to Industrial Boulevard, including portions of Second Street between Virginia Avenue and Industrial Boulevard. The project, which ran from 2009-2011, included street surface rehabilitation, utility line replacement, specific sidewalk improvements, and streetscape improvements. Major funding for the Virginia Avenue project was obtained from the City of Cumberland (including Community Development Block Grant funds), the Appalachian Regional Commission, American Recovery and Reinvestment Act funds, three Community Legacy grants, and special bond funding from the State of Maryland. The broader source of funding made it possible to include substantial streetscaping improvements within the project.

The city is finalizing design plans for a similar street rehabilitation project for Baltimore Avenue, from Front Street to Marion Street, as well as a small portion of Henderson Avenue between Baltimore Avenue and Glenn Street. This project will result in the widening of a portion of Baltimore Avenue to expand the horizontal curb radius of a sharp curve located between Goethe and Marion Streets. The primary funding sources for this project will be the City of Cumberland and the Appalachian Regional Commission.

If additional funding from these sources remains available after completion of the Baltimore Avenue project, Greene Street should receive the next priority for major corridor rehabilitation and revitalization. Greene Street is the city's most critical east-west Arterial and an important gateway into downtown Cumberland. Its importance to the overall street network is never more evident than when Interstate 68 through the heart of Cumberland is blocked, either due to construction or accidents. Given the functional importance of Greene Street to the state's and region's highway network, the city should seek funding support from MDOT and/or the Cumberland Area MPO for the major street reconstruction work that will be needed to improve Greene Street. The city also desires to complete reconstruction and resurfacing of the final section of Maryland Avenue between Short Street and Virginia Avenue, which were not completed due to insufficient funding.

In 2009, the Maryland State Highway Administration completed a highway corridor study for the Willowbrook, Williams, and Messick Road corridor. Based on the projected traffic impacts from permitted and potential buildout of this corridor under the city and county's current zoning ordinances, the State Highway Administration concluded that significant portions of Willowbrook Road will need to be widened to 6 lanes (three lanes in each direction) with a median and turn lanes at major intersections when zoning build-out occurs. This projected highway scenario is based on the assumption that Willowbrook Road will be the predominant travel corridor for most traffic generated by the adjoining projects. It does not consider an alternative traffic circulation network that could be developed in the form of a new street network that would provide alternative routes of travel and access to multiple exits from I-68 that have the potential to serve the Willowbrook Road corridor. These additional exits include Exit 43D (Maryland Avenue) and Exit 45 (Hillcrest Drive), which could be improved to provide support access to the Willowbrook Road corridor. The development of a future network of side streets utilizing a "complete streets" design approach within the corridor is important to the city's overall vision for the eventual development of a more cohesive and concentrated neighborhood structure within the corridor rather than encouraging a standard suburban highway commercial strip, as has occurred in the western sections of LaVale.

The city is also involved in a long-range highway improvement project for the U.S. Highway 220 corridor between Interstate 68 and the new U.S. Highway 48 (Corridor H of the Appalachian Development Highway System) in West Virginia. The proposed improvements would result in the construction of a 4-lane (divided) limited access north/south highway between these two major east/west corridors. The project is an outgrowth of a 2001 North/South Appalachia Corridor Feasibility Study involving Departments of Transportation in West Virginia, Maryland, Pennsylvania, and Virginia to evaluate the

feasibility and support for four north/south highway corridors through the region. That study concluded that upgrades to the U.S. Route 220 corridor between Corridor H (U.S. Route 48) and Interstate 68 and to U.S Route 219 between Interstate 68 and Interstate 76 (the Pennsylvania Turnpike) would provide the greatest economic benefit for Appalachian economic development.

The U.S. Route 220 Upgrade study is being administered by the West Virginia Department of Transportation and is in the final environmental review process. The study has proposed the selection of one of the five original corridors (Corridor B) for additional detailed analysis, with the inclusion of an alternative terminus at Interstate 68 (between Cresaptown and I-68) that was originally part of Corridor D, the West Virginia portion of which has been abandoned for further consideration in the Tier II study

Corridor B begins at the WV Route 93 exit from Corridor H in Sherr and follows WV Route 93, U.S. Route 50, WV Route 972, and U.S. Route 220 north through New Creek and Keyser WV. Upon entering Maryland at the Keyser Bridge across the North Branch of the Potomac River, the alignment follows U.S. Route 220 north to Cresaptown. At this point, the selected corridor will follow one of two alternative routes to its terminus at I-68. The original Corridor B route follows U.S. Route 220 (McMullen Highway) to its terminus at Exit 42 on I-68 in the Cumberland City limits. The alternative corridor, which was formerly the terminus of the Corridor D alignment, would follow MD Route 53 (Winchester Road) north from Cresaptown to a contemplated split terminus on I-68 at both or either the Vocke Road or Winchester Road exits.

The City of Cumberland was added as a party to the study after it was revealed and understood that the city currently has no voting representation on the Cumberland Area MPO, which was included as an initial party to the study. After evaluating the proposed alternative routes, the city formally recommended Corridor B with the Exit 42 terminus on I-68 as the city's preferred alignment for the proposed alignment. The city further opposes the Maryland Route 53 alternative terminus because that route is not consistent with both the city's Comprehensive Plan and with the infrastructure investment recommendations of PlanMaryland. The practical effect of the MD Route 53 alternative terminus would divert critical traffic flows farther away from Cumberland and contribute to suburban sprawl while draining potential economic vitality away from the city.

The city's justifications for this specific alignment are that Corridor B with its original Exit 42 terminus was shown to serve the greatest volume of traffic, alleviate a projected failing level of service on U.S. Route 220 between Cresaptown and Cumberland, have the least overall environmental impact, and have the lowest overall cost of construction relative to all other alignments evaluated. In addition, the city notes that improvement of the section of U.S. Route 220 between Cresaptown and Cumberland is needed to serve truck traffic accessing the Upper Potomac Industrial Park and is more consistent with the stated goals of Plan to encourage infrastructure investment and development in existing municipalities. Finally, the current U.S. Route 220 corridor provides the most direct, logical, and convenient traffic route into and through Cumberland to Interstate 99, which begins on U.S. Route 220 in Bedford, PA.

C. Bridges

The City owns and maintains a total of seven bridges. Three of these bridges cross Wills Creek. The remaining four bridges cross over land features, including other streets/highways and railroads. All remaining bridges in the city are owned and maintained by the MDOT, the National Park Service, Allegany County, and CSX Railroad. These remaining bridges include three that were originally built by the Baltimore and Ohio Railroad—and are currently owned by CSX Railroad—that underlay city streets. Before these three bridges were built, the railroad crossed the pre-existing streets at grade. The city has assumed no ownership or maintenance responsibilities for those bridges.

The city's bridges are subject to safety inspections every two years. The last published inspection reports were completed in 2009. As of the writing of this plan, subsequent inspections were underway. The city contracts with Allegany County to conduct the bi-annual bridge inspections.

Based on the latest reports, six of the seven city bridges were deemed to be in good or satisfactory condition. The other, Bridge A-C-6, Baltimore Street, was rated to be in fair condition. According to the inspection report, the bridge deck was rated as poor due primarily to surface wear, cracks, and numerous patches, some of which have failed. The city has already scheduled the bridge for deck, street surface, and sidewalk rehabilitation to correct the major deficiencies.

The city also inspects the three CSX Railroad bridges for traffic safety as part of its bi-annual bridge inspection program. The bridges are also inspected by CSX Railroad; however the railroad only inspects the bridges for railroad safety, not traffic safety. The fact that the city inspects the bridges for roadway and traffic safety does not constitute an acceptance of maintenance responsibility to correct structural deficiencies on bridges that the city does not own. Two of these bridges, Cumberland Street and Fayette Street, were rated in fair condition in 2009. The third bridge, Washington Street, was rated in poor condition. The Washington Street Bridge has been struck by trains in past years, resulting in bridge girder damage. The bridge superstructure had begun to subside at the east approach to the bridge, causing the city to close the bridge to traffic until the railroad make the repairs. The railroad has agreed to make temporary repairs to the bridge that will allow alternating one-lane traffic to safely cross the bridge until agreement on a long-term solution can be reached.

D. Pedestrian Facilities

For planning purposes, pedestrian facilities include sidewalks, crosswalks, ADA Handicapped ramps, and multi-purpose trails. The city's major multi-purpose trails (the Chesapeake and Ohio Canal Towpath and the Great Allegheny Passage Trail) are addressed in the Bicycle Facilities section of this Chapter.

Although the city has not compiled data on the mileage of sidewalks along the city's streets, it is estimated that 75 percent of the city's streets are bordered by sidewalks along all or a major portion of their lengths within the city limits.

A comprehensive assessment of sidewalk and curb conditions in the city was conducted in 1994. The information compiled was somewhat limited and the breakdown of street sections used in the analysis was not clear. Given the fact that this study is now nearly 20 years old, an update is needed.

Streets that lack sidewalks tend to be those that were developed in later years. In some of these areas, sidewalks are provided on only one side of the street or short gaps exist in the sidewalks. Most of the city's alleys, which are generally very narrow and reserved for rear property access only, do not have sidewalks. Some of the alleys in the downtown area have been primarily redesigned for pedestrian use. Other streets that tend to lack sidewalks are those in areas of the city that have been recently annexed and were formerly unincorporated. Some streets that lack sidewalks, have painted paved shoulders that can and do serve as pedestrian paths.

The need for new and extended sidewalks was raised as an important issue during the 2010 neighborhood meetings conducted in the Shriver/McNamee and Mapleside/Johnson Heights neighborhoods—two of the areas where residential sidewalks tend to be limited. Improvements to existing sidewalks were raised as neighborhood concerns in two of the city's older neighborhoods—Rolling Mills and Decatur Heights. Some sidewalk repairs were undertaken by the city within the past five years as part of the Maryland Avenue revitalization project in Rolling Mills.

The provision of adequate sidewalks tends to be a difficult and expensive issue in Cumberland due primarily to the historically narrow and variable right-of-way widths for most of the city's streets. In the most urban sections of the city the major streets tend to have adequate (minimum of five feet in width) sidewalks, but the walkways tend to be constrained by many obstacles, such as utilities, street furniture, street trees/landscaped areas, and steps into buildings that front directly on the sidewalks. Most of these obstacles cannot be avoided due to the lack of room to widen the affected rights-of-way without removing historic buildings, eliminating essential on-street parking, or reducing travel lanes to sub-standard widths—none of which are popular with specific segments of the population. The city's limited financial resources available for street maintenance and upgrade also creates a problem for sidewalk upgrades and expansions due to the high costs associated with correcting existing deficiencies caused by these obstacles and impediments to achieving current design standards. In engineering recent street improvement projects, the city has discovered that the cost of achieving current standards for ADA sidewalk ramp improvements is often made more expensive by virtue of the relatively steep grades and cross slopes that are common along the city's streets.

These complex engineering and cost issues should not be perceived or used as excuses to ignore critical pedestrian improvement needs. Given the city's intensely urban development patterns, walking is not only a practical and feasible mode of personal transportation, it is also desirable to encourage as one strategy to manage the increased traffic congestion and demand for parking that would result from renewed population and economic growth. In many instances, the city will need to seek outside funding support to significantly upgrade or expand sidewalks to satisfy public expectations. Sources of possible

funding support for sidewalks along certain eligible routes include the Highway Enhancement and Safe Routes to Schools programs. Both of these outside funding programs will require support and cooperation from Allegany County.

Striped crosswalks are significantly less prevalent throughout the city than sidewalks. Crosswalks tend to be most frequent in the downtown area and adjoining densely developed areas (especially in areas surrounding schools). While some marked crosswalks are provided on high traffic streets outside the downtown area, they tend to be isolated and inconsistent. The city has worked to repaint and expand painted crosswalks in conjunction with ADA handicapped ramps as part of major street repaving/reconstruction projects. The city needs to develop a more detailed inventory of sidewalks, crosswalks, and ADA handicapped ramps to establish and prioritize improvement needs. This inventory should be integrated into the city's pavement management system to ensure that pedestrian needs are considered, evaluated, and coordinated more closely with scheduled street improvements. This comprehensive assessment would also be ensured through the administrative adoption of a "Complete Streets" program, which functionally integrates engineering and design considerations for pedestrian, bicycle, and motorized vehicular transportation needs when assessing street improvement and maintenance needs. The adoption of a Complete Streets program by the city would effectively reinforce the Engineering Division's August 6, 2009 administrative policy to consider pedestrian and bicycle improvement needs as part of all future street improvement and design projects.

E. Bicycling Facilities

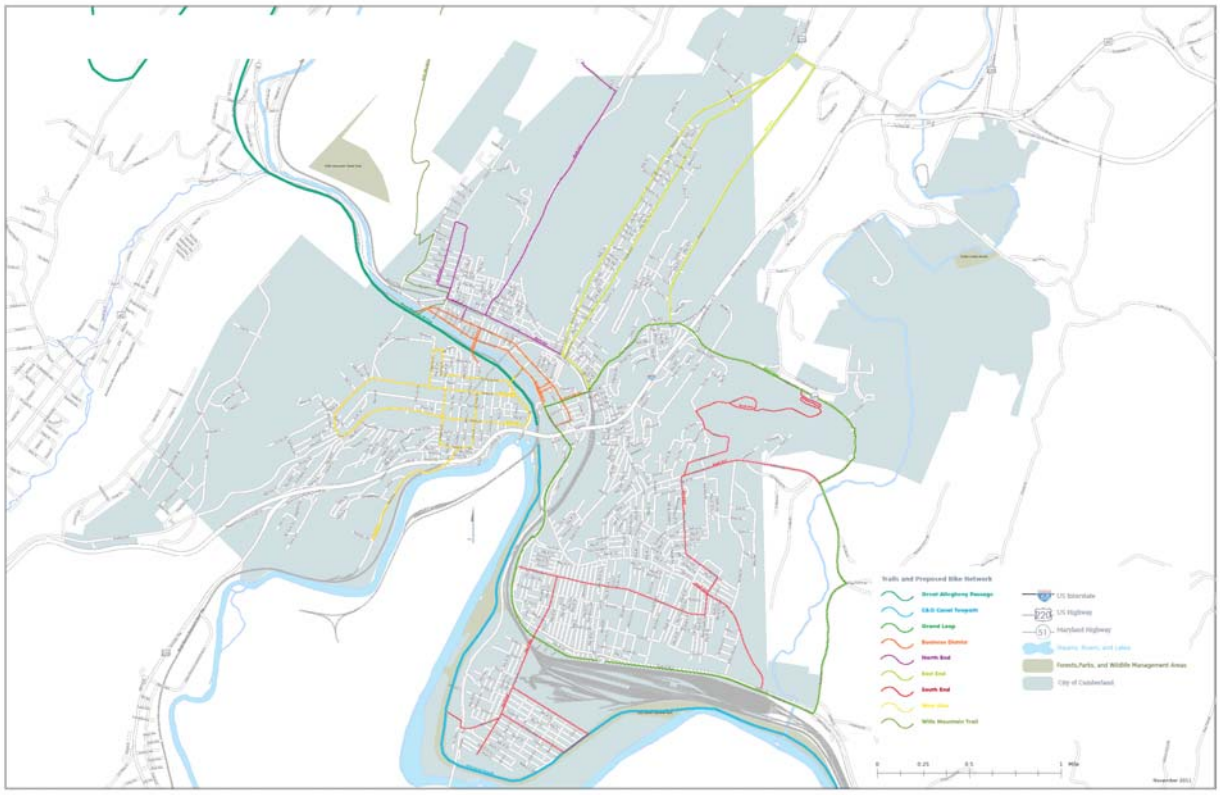
In 2006, downtown Cumberland became the official connection point between two major regional biking trails when the Great Allegheny Passage Trail was connected with the Chesapeake and Ohio Canal Towpath. The C & O Canal towpath begins in the Georgetown neighborhood of Washington, DC and follows the historic Potomac River 184.5 miles to its terminus at Cumberland's Canal Place. The Town of Carpendale, WV is working to connect a spur bike trail into the C & O Canal Towpath utilizing an abandoned railroad bridge across the North Branch of the Potomac River that will tie in near the River Avenue/Canal Parkway intersection in South Cumberland.

The terminus point for the C & O Canal Towpath Trail in front of the Western Maryland Scenic Railroad station also serves as the zero mile marker for the Great Allegheny Passage Trail, which (when completed in or around June 2013) will travel roughly 150 miles through the Allegheny Mountains to downtown Pittsburgh, PA. A one-mile long gap between Homestead, PA and the Pittsburgh city limits remains under construction. Ridership levels on these trails have grown over the years to an estimated 75,000 riders/users annually in Cumberland.

The construction of these regional bicycling/pedestrian trails encouraged the city to realize the economic development potential of the biking industry. In addition to being a popular form of exercise, recreational bicycling has become a significant component of the area's tourism industry. Recognizing the potential for growth in bicycling, the Mayor and City Council commissioned a Trails and Bikeway

Master Planning. This 2008 plan is incorporated as a supplement to this 2013 Comprehensive Plan. The primary objectives of the plan were to design a bicycle transportation network through the City of Cumberland that would connect all of the city's main residential neighborhoods, provide convenient access to the regional trails for both residents and regional trail users, and provide bicycling access to all major commercial and civic destinations in the city for both residents and regional trail users.

Map 6: Cumberland Bikeways Network



The Mayor and Council subsequently created the Cumberland Bicycle Advisory Committee (CBAC) to oversee implementation of the plan. The Committee consists of seven appointed members. They include the City's Director of Engineering, representatives from four civic organizations in the county that are involved with bicycling issues (the Downtown Development Commission, the Western Maryland Wheelmen, the Mountain Maryland Trails Board of Directors, the Canal Place Preservation and Development Authority), and two citizen at-large representatives. The 2008 plan envisioned an extensive network of trails throughout the city, which the CBAC has expanded over time. Map 6 above displays the most current bikeway network map as updated by the CBAC.

The expanded bikeway network provides more than 11 miles of bicycle routes throughout the city. Most of these proposed bicycle routes will be shared lane bikeway due to right-of-way width constraints. Roughly three miles of the proposed bikeway network will consist of dedicated bike lanes,

and many of them must be discontinued along portions of streets that have the greatest width constraints.

Although the Committee lacks dedicated funds, significant progress has been made utilizing grants and partnering with related projects (street improvements) that do receive dedicated funding from the city. Although progress has been slow, the Committee has facilitated or completed the following improvements and initiatives:

1. Replacement of storm grates throughout the downtown and along Frederick and Bedford Streets with bicycle-friendly grates.
2. Striping of the city's first partial bike lane along Kelly Road as part of a joint street repaving project between the city and county governments.
3. Installation of 5 new public bicycle lockers at a downtown parking garage.
4. In cooperation with Allegany Transit System, secured a commitment to install bike racks on future replacement buses.
5. Applied to the League of American Bicyclists for designation of the city as a "Bicycle Friendly Community," and was awarded honorable mention status in 2010.
6. Conducted a bicycle education course at Allegany College.

In addition, the CBAC is involved in pursuing additional initiatives and are actively coordinating with Allegany County to prepare a county-wide Bicycle and Pedestrian Facility Plan, which is being financed by the Cumberland Area Metropolitan Planning Organization. Once it is completed and adopted, the plan will identify areas for expansion of the city's planned system into a coordinated network of bicycle trails serving the entire county.

The city's Zoning Ordinance contains two significant provisions relating to storage and parking in support of bicycling. The city's Engineering Division also adopted an administrative policy to ensure consideration of bicycle and pedestrian facilities in all future road improvement projects and, as noted in the Pedestrian Facilities section of this Chapter, the city is working to incorporate a "complete streets" design approach to ensure that critical pedestrian and bicycling needs are recognized and addressed.

F. Parking

Over time, parking has become a recurring issue in Cumberland. Throughout the twentieth century, automobile traffic and use increased at a much faster rate than population growth. No longer is it uncommon for households to own and use two or three vehicles, which places great demand on parking for businesses and customer traffic. Therefore, it is important for the city to understand its parking situation and the resulting constraints and challenges it poses in planning for future growth and redevelopment.

Parking availability has been raised as an important issue in three specific areas of the community:

- The first is the downtown central business district—the city's historic commercial core. Current zoning within the downtown central business district zone does not require new developments and businesses to provide off-street parking. This allowance was made in part because of the recognition that land on which to create off-street parking is so scarce that the practical effect of requiring a new business to create off-street parking would be to tear down an adjoining building and in part to provide a financial incentive that would encourage businesses to locate downtown and fill the vacant historic buildings. The parking exemption was also created to provide a financial incentive that would encourage businesses to locate downtown and fill the vacant historic buildings. However, the exemption effectively shifts the responsibility for addressing future parking needs onto the city.

- The second area of the community where parking issues are important is the historic Virginia Avenue Commercial district. The city's recent revitalization efforts in that area have helped make Virginia Avenue more attractive to business opportunities, but it was unable to resolve the need for additional parking to support business growth and expansion. Unlike the downtown area, the commercial zoning that applies to the Virginia Avenue business district requires new business owners and developers to provide off-street parking to satisfy their parking needs. This requirement means that parking remains an issue that potentially limits further private redevelopment investment and business growth in that area.

- The third area where parking issues have emerged is in the older residential neighborhoods immediately adjacent to downtown Cumberland. In specific areas of the downtown where commercial parking needs are not adequately served by the available supply of private and public parking, customers and patrons tend to secure the additional parking they need using the curbside spaces along the residential streets that radiate out from the downtown business district. Since many of these adjoining residential areas have very small lots and are intensely developed, most urban residential lots lack the land they need for off-street parking. The competition for on-street parking space between downtown business patrons and residents in these areas creates critical problems during the afternoon hours when the businesses are still open but residents are returning home from work or shopping and need a curbside space to park their cars for the evening. In many areas, there is insufficient on-street parking to serve both needs simultaneously.

The draft 2012 Canal Place Heritage Management Plan, contains an updated analysis of downtown parking needs conducted by Clear View Strategies of Pittsburgh, PA. An earlier parking study by Parsons Brinkerhoff that was incorporated into the 1998 Downtown Design and Development Plan concluded that that the downtown area provided an excess of 134 parking spaces for long term needs, but a deficit of 460 parking spaces for short term needs. Based on further assessment of the city's overall parking

needs, Clear View's core finding suggests that the city has sufficient downtown parking to satisfy current daily demand, but the public perceives a lack of "convenient" parking spaces to encourage downtown traffic. Convenience, as perceived by the public, appears to be a factor of both location (relative to the user's specific needs or destination) and cost (consumers always prefer free parking). The city's other parking issues were evaluated to be subordinate to this issue.

The consultant's analysis notes that a significant number of available downtown parking spaces, especially those in the Liberty Street Parking Garage, are reserved for employee parking. While serving employer parking needs is viewed as a critical incentive to retain and attract downtown business opportunities, it creates potential conflicts with customer parking needs.

The draft 2012 Heritage Area Management Plan proposes that the city initiate a multi-pronged Parking Program to comprehensively evaluate and prioritize its parking markets and determine the best way to satisfy those needs within the downtown environment. The Plan's consultant identifies several optional strategies that should be considered as part of that program to satisfy the identified needs.

The 2006 Virginia Avenue Corridor Redevelopment Plan determined that there were 265 total public and private parking spaces available in the commercial district with an estimated existing need for 693 spaces—a shortfall in supply of 428 spaces (162%). Parking needs were calculated on the basis of 3 parking spaces per 1,000 square feet of leasable commercial floor area, which is 2 spaces per 1,000 square feet less than required for retail uses under the city's current zoning. However, the plan did not take into account on-street and off-street parking spaces that did not front on Virginia Avenue. The estimated need was based on total commercial floor area in the corridor, much of which was and remains vacant. Consequently, current parking needs are not as critical as the analysis for the plan suggests, but could increase as vacant spaces become filled or new commercial space is added.

The plan determined that opportunities for additional, unspecified parking opportunities existed in the Virginia Avenue corridor. Structured parking was deemed possible, but no specific potential locations were identified. No significant net change in the available supply of on-street parking spaces occurred as a direct result of the 2011 Virginia Avenue street improvement project. The plan recommended that the city acquire and improve private parking lots along the Virginia Avenue corridor with the intention of creating a public transit station. However, the city was unable to purchase the suggested parking lots.

Parking needs that are not satisfied within downtown Cumberland and the Virginia Avenue commercial district will contribute to competition for on-street parking needs in adjoining residential areas. This competition already occurs periodically on in residential areas on the north and east sides of downtown Cumberland. Such conflicts are likely to increase as commercial and residential occupancy rates in the two commercial areas increase in response to renewed growth, as is contemplated by this Plan.

The available options to address these parking needs are somewhat limited. The most obvious solution is to expand the supply of parking within the commercial districts. While the city routinely works to add

on-street parking spaces where opportunities are identified, the potential for significant increase in this supply is very limited. Most of the existing rights-of-ways in the commercial areas are narrow and cannot be widened without removing existing buildings or reducing travel lanes on the street. Reducing travel lanes generally creates opportunities for parking at the expense of increased traffic congestion and reduced routes of travel. Occasional proposals to reopen portions of the Baltimore Street Pedestrian Mall in downtown Cumberland to traffic and parking have resulted in intense public controversy and significant improvement costs (to replace bricks and infrastructure that are no longer designed to support regular traffic), but very limited potential parking benefits.

The available supplies of off-street parking can be increased through the creation of new surface lots or parking structures. The construction of surface lots tends to be less expensive, but it can only be done at the expense of removing existing buildings, which affects the fabric of the streetscape and results in a low overall parking yield. Structured parking in the form of parking decks or garages will generate more parking spaces per square foot of land but generate significantly higher construction costs. A 2006 feasibility study by Desman Associates to construct a new 222-space parking garage on the city's Liberty Street surface parking lot (adjacent to the Frederick Street Parking Garage and the former Human Resources Development Council building) determined that the estimated cost would be $5,155,000 or $63.00 per square foot or $23,200 per parking space. The study also explored an option to add parking decks to the Frederick Street Parking Garage, but the cost to do so was higher per parking space created. The Centre City Parking Garage on South George Street (across from the Holiday Inn) was designed to support the existing decks only and cannot be expanded.

The overall high cost to construct a new parking garage represents a significant impediment if demand for parking will not support the fees that would be necessary to recoup the investment. If building demolition, utility relocation, and site restoration work is needed to provide the land needed for a new garage, the cost would be significantly higher. While a number of vacant lots are available for new garages that would not require demolition, some form of public/private partnership is needed to ensure that the necessary construction costs can be raised. The 2006 parking garage feasibility study considered the construction of a garage only, the cost for which can only be recovered through parking fees. However, a parking garage can be constructed with leasable first floor commercial space and parking above. While the overall development costs would be higher and the number of parking spaces created would be less than for a simple garage, the creation of leasable commercial space would provide a stronger potential revenue stream, improve the overall streetscape, and create a private investment opportunity and incentive to support construction. This option should be evaluated in future parking garage feasibility studies.

Another strategy to manage parking needs in the two city's two principal commercial districts would be the establishment of a free or subsidized shuttle service from nearby satellite parking areas for employees. This strategy is a recommendation of the city's FY08-FY13 Community Legacy Action Plan. The concept is to work with Allegany Transit to provide a free shuttle service for downtown employees at businesses lacking their own parking lots from underutilized off-street parking lots on the periphery of

the downtown area to their place of employment. This service would free up public parking spaces that are currently used by downtown employees for short term parking needs. In order to make this strategy work, funding would have to be secured, through a public/private partnership and/or outside grant support, to cover the costs of both the dedicated shuttle service between downtown Cumberland and the designated satellite parking areas and any necessary lease agreements with the owners of the potential satellite off-street parking lots. A special study would be needed to evaluate the costs and logistics of this alternative parking concept.

A third approach to better manage potential on-street parking conflicts between downtown business patrons and residents in the adjoining neighborhoods is a parking permit system. Given the limited number of on-street parking spaces throughout the city, the city cannot assign specific on-street parking spaces to any one resident or property owner. However, encroachment by downtown shoppers into adjoining residential districts could be brought under control by limiting on-street parking along the affected residential streets to permit-holders only. The permits (which would be placed in the windshield of each vehicle) would authorize the permit holder to park along the street, but would not guarantee a specific parking space. Any car parked in the designated residential area that does not have a windshield parking permit would be issued a fine. Although this system has been recently considered by the Mayor and City Council, the Council elected not to implement the system at this time. This concept also fails to provide additional parking to satisfy existing and future demand; it merely resolves the current conflict over on-street parking in favor of neighborhood residents.

G. Transit Services

Public curbside transit services in Cumberland and throughout large areas of Allegany County are provided by Allegany County (Please refer to the service map in Appendix C of this plan). The service operates as a fixed route public transit system utilizing twelve wheelchair equipped vehicles, consisting of eight 24-passenger buses, two 18-passenger buses, and two 14-passenger buses. Typically, the service operates using seven buses at any given point in time that are rotated in and out of service as need and routine maintenance schedules may dictate. The system offers a complementary demand-response service for seniors (65 and older) and handicapped patrons within three-quarters of a mile of the fixed routes. Average daily ridership on the system ranges from 200-300 passengers, with the higher demand figures typically occurring in the first week of each month. Total ridership on the system grew from 187,522 passenger trips in 2011 to 219,998 trips in 2012, an overall increase of 17.3% in one year.

The Allegany Transit System provides public curbside transit services only within Allegany County. Transit services for residents of the West Virginia are provided by the Potomac Valley Transit Authority (PVTA), which operates along a specified route but allows deviations from that route within a certain distance (in this case, three-quarters of a mile) to pick up or drop off patrons, as long as arrangements for that service is made a certain period of time before the scheduled trip. PVTA charges an extra fee for each such deviation from the predetermined bus route.

The PVTA system operates 18 fixed routes throughout its 6-county service territory, two of which (the Keyser-Cumberland and Romney-Cumberland routes) provide limited services for residents of its WV service territory traveling to destinations in Cumberland. The Keyser-Cumberland line operates twice each business day. The Romney-Cumberland line operates twice on Thursdays only. These two routes are the only available public transit services into Cumberland for residents of suburban West Virginia, despite indications that Cumberland's overall market area and media coverage extends deep into the PVTA service.

Both Allegany Transit and PVTA are operated as stand-alone systems. Although the two systems occasionally communicate with each other, there is no specific coordination of transit services between them. Better coordination of services is hampered by the more limited delivery schedule that PVTA operates due to the longer routes necessary to serve a rural population and the limited customer base to support more frequent service. However, service interconnectivity could be improved through the provision of comfortable shelters with posted schedules for both systems at common service points (to protect customers from the elements while they wait for the bus to arrive) and reduced rate transfer passes to encourage intersystem patronage.

Improving service interconnectivity between Allegany Transit and PVTA (as well as the Garrett County Transit system) offers a number of benefits to both systems and both service areas. Workers in both service areas might be able to obtain better transit options to major employers on both sides of the state line (such as ATK in Mineral County, WV and NewPage in Luke, Maryland) and businesses in both states could gain easier access to potential customers in both state—either of which would help expand ridership on both systems.

Advance Transit, a company that provides rural interstate transit services in the Upper Connecticut River Valley area of Vermont and New Hampshire, serves as a model for what improved coordination and/or consolidation of services between Maryland and West Virginia could achieve. Advance Transit in Wilder, VT serves a largely rural area on both sides of the Connecticut River that encompasses the small urban centers of White River Junction, VT and Hanover and Lebanon, NH. This system has managed to forge such a strong relationship with the communities and businesses it serves in the area that it has been able to establish special funding arrangements that allow it to provide free system-wide transit services along all routes within its service territory.

Public transportation opportunities in Allegany County are further constrained by limited long-distance transportation options. National and regional bus companies, including Greyhound and Trailways, do not provide direct service to Cumberland. However, two regional companies in Maryland have emerged to fill a portion of this gap in transit service. The Bay Runner Shuttle provides service along I-68 and I-70 between Friendsville in Garrett County and the Baltimore-Washington International Airport and the College Shuttle provides weekend bus service for students traveling between major college campuses in Maryland. Both systems provide service in the Cumberland area. The city also should work with the

Maryland Transit Administration and national bus carriers (including Greyhound and Trailways) to explore opportunities to expand intercity transit connectivity and service from Downtown Cumberland (preferably from the Amtrak Station) to other major destinations along I-68 and I-70. The city is also served by three private taxi companies all of which operate out of Cumberland.

Within the context of Cumberland and the surrounding rural areas in Allegany County, MDOT park and ride lots along I-68 serve as carpooling and vanpooling centers that help fill the inter-city transit void created by the lack of convenient inter-city bus and rail transportation services. While these facilities do not satisfy the state's minimum standards for Transit Oriented Development centers, they approximate that essential transit function in rural environments and provide essential transportation options for low income residents who cannot afford a car to access rural job opportunities. Encouraging compatible development for businesses that would encourage greater trip chaining (child care centers, newsstands, mail stores, and grocery stores) would help incentivize greater use of these essential rural public transportation facilities, reduce the number of trips and travel miles needed for rural workers to access essential goods and services, and promote more concentrated development patterns within rural areas. The city should pursue strategies to recognize these public transportation hubs as potential rural transportation-oriented development zones for supportive business development.

H. Rail Transportation Services

Cumberland was one of the nation's first railroad centers when the Baltimore and Ohio railroad was completed from Baltimore to the city in 1842. Much of the city's development was driven by the railroad and the industries that emerged in response to it. Consequently, trends in the railroad industry have had a significant impact on the city's economy.

Fortunately, the twenty-first century appears to mark a gradual transition to renewed growth in the railroad industry. Public concerns about rising fuel prices, our nation's dependency on diminishing fossil fuels and foreign oil, and the effects of carbon emissions on the climate have led to a renewed interest in rail freight transportation as a more cost effective and environmentally friendly mode of long distance shipping. According to CSX Railroad officials, a single freight train is capable of carrying the load of 280 trucks. Additionally, a freight train can move one ton of freight approximately 500 miles using only one gallon of fuel. On average, this rate of fuel consumption is 3-4 times more efficient than truck delivery.

Likewise, passenger rail transit has become an increasingly popular way for urban commuters to reduce their household transportation costs and avoid growing traffic congestion on the highways. For many reasons, the railroads that helped fuel the Industrial Era may ultimately become the primary transportation mode of the future.

1. Freight

Today, the original 1842 Baltimore and Ohio main line, as well as the company's additional lines that remain in service, are owned, operated, and maintained by CSX railroad. According to 2011 data

provided by CSX, the railroad owns and maintains 1,400 miles of track in Maryland employing 1,770 employees with an annual payroll of $120 million. Within the City of Cumberland alone, CSX currently employs 900 employees—roughly half of the railroad's statewide employment. CSX transported a total of 1,156,000 carloads of freight in Maryland. Most of the freight that is transported by rail through Cumberland today is coal traveling from West Virginia and Pennsylvania to the Washington, DC area or on to Baltimore for overseas shipment.

One of the most critical planning issues relating to rail freight transportation is potential land use conflicts between railroads and residential uses. As one of the earliest urban communities to be served by railroads, Cumberland has a number of residential neighborhoods that lie in close physical proximity to major active rail lines. The most significant issues that this proximity raises include explosive hazards, pedestrian trespassing on railroad lines, noise impacts, and vibrations impacts. Most of these residential neighborhoods were already established during the infancy of the railroad industry, when such issues were not as prevalent or well-understood.

Noise and vibration impacts are being managed in Cumberland by reduced train travel speeds and quiet zone regulations adopted by the city in 1956. The quiet zone regulation restricts the use of train whistles at all railroad crossings within the city. Pedestrian trespassing and explosive hazards from train derailments are ongoing concerns that can only be prevented through effective buffering between the railroad and conflicting uses. Explosive hazards from train derailments can be minimized on future residential development sites in predominantly residential zones by requiring greater residential subdivision setback buffers along adjoining railroad lines. The width of the protective buffer can vary depending on the nature of railroad use (and potential threat) along the line—greater setbacks along the Class I railroad and smaller along the Western Maryland Scenic Railroad. The city's current Subdivision Regulations do not include specific setback buffers for new residential lots. Such provisions not only help protect residential uses from potential railroad hazards, they can also help (over time) protect the integrity of the existing major rail corridor as an important freight transportation route. This need should be considered and appropriately addressed during the Comprehensive Zoning and Subdivision Regulations update.

A multi-year project to widen the Panama Canal by 2015 is nearing completion. This canal widening project will allow larger container ships to pass through the canal between the Atlantic and Pacific Oceans. Consequently, many in-bound container ships from Asian ports that were formerly confined to ports on the U.S. West Coast (from a practical economic standpoint) will now find it possible and more cost effective to make direct deliveries to Eastern deepwater ports, such as Boston, New York, Baltimore, and Norfolk. Railroad line improvements are underway to facilitate double-stack rail freight transportation from these ports to major markets throughout the Eastern United States. These improvements require greater height clearances for underpasses and tunnels to allow taller freight cars to travel along older rail lines. Cities that are located along these improved lines stand to see greater rail freight traffic and volumes and, as a consequence, will also receive a higher level of railroad service,

which can translate into new business and industrial development opportunities. Cumberland stands to become one of those communities.

CSX railroad is undertaking construction improvements to support double stack rail freight traffic through the City of Cumberland. Work is progressing from west to east along the main line through Cumberland and the Narrows. The line approaches the city from points in Ohio and the City of Pittsburgh, PA through the Narrows, downtown Cumberland, and the South Cumberland railyard. From Cumberland, the line continues east through Hagerstown and Frederick to Washington, DC, where it splits in two directions, with one line traveling on to Baltimore and the other line traveling south to Virginia and the City of Richmond. When completed, this rail corridor will provide double stack freight service to the deepwater port of Baltimore. By the end of 2012, construction is scheduled to be complete to Hagerstown, but no firm deadline for completion of the rest of the line. This service improvement will enhance opportunities for future light industrial and warehousing/distribution development in the areas of South Cumberland that are located close to both the CSX.

2. Passenger/Transit

Due to its distance from the surrounding major metropolitan communities of Baltimore, Washington, and Pittsburgh, Cumberland has no commuter rail service. However, the city does receive direct passenger rail service from Amtrak.

The city's Amtrak station is served by two tracks and has one side platform for passenger departures and arrivals. In 2011, the station was awarded a Federal Highway Administration Transportation Enhancement grant of $173,000 for renovations to the building. A supplemental $100,000 Community Legacy Grant was awarded by the State of Maryland for additional sidewalk repairs, improved lighting, and painting. The combined renovation project envisions improvements to allow bicycles to be loaded and unloaded from the trains.

Cumberland's downtown Amtrak Station

Passenger service is offered by the Capitol Limited line, which runs daily service between Chicago, IL and Washington, DC with stops in Cleveland, Pittsburgh, and Cumberland. The train stops twice daily at the Cumberland station—once around 9:00 AM on an eastbound run to Washington, DC and again around 7:15 PM on the westbound run to Chicago. According to Amtrak officials, the Cumberland station served a total of 11,464 passengers (including those boarding and leaving a train at the station) during 2011. This level of service was an 8 percent decline in ridership from the previous year. Of the six Maryland stations service by Amtrak in Maryland, Cumberland's ridership was the second lowest,

surpassing only Rockville. Despite the low ridership levels at the Cumberland station, residents have long desired more frequent rail service to Baltimore and Washington. As the nation's affinity for rail transit services continues to grow, the economic feasibility of expanded long-distance rail transit services to Cumberland should be periodically monitored and re-evaluated.

The Cumberland Amtrak station also serves as the city's only public multi-modal passenger transportation center. In addition to daily Amtrak service, the station is regularly served by Allegany Transit System's Red Line and by the Bayrunner Shuttle, which provides daily bus transit service to Baltimore/Washington International Airport. Local private taxi companies also serve the station. Each of these alternative passenger services are discussed in greater detail in the Highway Transit Services section of this Chapter.

I. Air Transportation Facilities

The primary airport serving the Cumberland area is the Greater Cumberland Regional Airport (CBE), which is located across the North Branch of the Potomac River from Mason Recreation Area in the unincorporated community of Wiley Ford, WV. This airport was constructed in the 1940's as a Public Works project to replace its predecessor, the Mexico Farms Airfield, which was located farther to the south of the city in Maryland. Although the current airport is located in West Virginia, it is administered by a nine-member board—the Potomac Highlands Airport Authority—which includes 5 representatives from Maryland. One of the 5 Maryland representatives serving on the board is appointed by the Mayor and Council of Cumberland and the other 4 are appointed by the Allegany County Commissioners. Additionally, the Federal Aviation Administration (FAA) recognizes the facility as a Maryland airport.

The airport occupies a 314 acre site along the banks of the North Branch of the Potomac River at an average elevation of 775 feet above mean sea level. The airport has two main runways. The larger runway (5/23) has a 5,048 foot long asphalt surface, while the smaller runway (11/29) has a 2,442 foot long asphalt surface. Both runways are 150 feet wide. Weight limitations for the runways are 38,000 pounds single wheel and 52,000 pounds double wheel for Runway 5/23 and 12,000 pounds single wheel for Runway 11/29. The airport has established "imaginary surfaces" surrounding the main runways in compliance with FAA regulations. These imaginary surfaces represent zones at specified elevations and slopes around a runway that must be kept clear of obstructions that would pose a hazard to safe navigation to and from the runway. Due to the rugged terrain in the area, several hills and portions of Irons Mountain in Maryland protrude into the imaginary surface planes defined for the airport. Special care must be taken when evaluating proposals for tall structures (chimneys or smoke stacks, antennas, wind turbines, and other tall structures) to ensure that additional man-made encroachments into the imaginary surfaces are avoided. Consultation with airport management on potentially tall development projects in the vicinity of the runway alignments should be taken during the review and approval process to ensure that potential encroachments are identified.

The airport also has a new modern terminal building (built in 1989-1990). The terminal houses an airline ticket station, a baggage claim station, a car rental booth, a pilot's lounge, and a passenger gate. These facilities are not actively used at this time. Aircraft storage facilities at the airport include a 200-foot by 200-foot commercial hanger, one corporate aircraft hangar, 32 T-hangers (with 42-foot wide doors), and 15 older (smaller) T-hangers. A State Police regional Medivac helicopter operation is also stationed at the airport. There is no air traffic control tower at the airport.

Although the airport has offered limited commercial airline passenger service in the past, the last commercial airline (U.S. Air) ceased service in 2001. Beginning in 2001, the airport was served briefly by a spin-off of the former Pan Am Airways group until all passenger air service at the airport was terminated in May 2003. Since that time, the airport has served general aviation traffic, including corporate jets. The airport also served a Federal Express mail operation, but that service was discontinued in 2009. According to 2011 FAA data, the airport handled an estimated total of 14,300 flight operations, 300 of which were military aircraft. These figures are unchanged from 2009 and 2006 estimates. The Cumberland Soaring Group, a local glider club, provides flights and flight training at the airport for sailplane enthusiasts.

The current airport master plan calls for the creation of an industrial park on an undeveloped portion of the airport site in the area around the main access road. The current low volume of air traffic and its proximity to major urban centers would make the airport a good location for small-scale air freight operations in support of industrial development both adjacent to the airport and in South Cumberland near the CSX rail yard. With the potential for double stack rail freight service in Cumberland, the relatively level lands between the CSX rail yard and the airport would make an ideal location for small-scale, light manufacturing operations. Recent interest in creating a flight training school centered on the airport also presents a good future economic development opportunity that is consistent with the city's Economic Development Strategic Plan priorities.

The nearest scheduled passenger air passenger service to Cumberland is available at the Hagerstown, MD Airport (75 miles east of Cumberland) and the Morgantown, WV Airport (75 miles west of Cumberland). Passenger air service in Hagerstown is provided by Cape Air, which provides four daily flights to Baltimore/Washington International airport. Passenger air service at Morgantown is currently offered by Silver Airways, a subsidiary of United Express, with flights to Clarksburg, WV and Dulles International airport.

The nearest full service international airports to the city are Dulles International in Sterling, VA, Ronald Reagan Washington National Airport in Arlington, VA, Baltimore/Washington International Thurgood Marshall Airport in Linthicum, MD, and Pittsburgh International Airport in Findlay Township, PA. All four airports are located within a 120 mile radius of Cumberland, with Dulles being the closest to the city. Direct interstate highway access is available from Cumberland to both the Baltimore/Washington (via I-68 and 70) and Pittsburgh International (via I-68 and 79) airports. A regional highway transit service, the

Bay Runner Shuttle, provides regularly scheduled service from the Cumberland area to the Baltimore/Washington International airport.

J. Multi-Modal Facilities

The only facility in the city that approaches a multi-modal center is the Amtrak Station. The station supports four different passenger transportation services, including Amtrak passenger rail service on the Capitol Limited line between Washington, DC and Chicago, IL (two stops daily), daily Bayrunner Shuttle service to the Baltimore/Washington International Airport, daily public transit service by Allegany Transit System's Red Line, and taxicab service from the city's three private taxi companies. The station is slated for renovation and streetscape improvements, which will be financed by a 2011 Federal Highway Administration Transportation Enhancement Grant and a complementary State of Maryland Community Legacy Grant. Those improvements are still underway.

Although neither rapid transit nor commuter rail service is currently offered in Cumberland, the Amtrak Station serves as the city's primary transportation service hub that would function as a local Transit Oriented Development (TOD) center to support more intensive and concentrated urban development. The city should work with MDP and MDOT staff to recognize the station's potential for TOD status and make the area eligible for state funding opportunities designed to target transit oriented development opportunities. When such eligibility has been established, the city should develop and adopt special TOD zoning provisions for areas around the Amtrak station that are prime for revitalization and more intensive urban development.

Cumberland lacks a multi-modal facility to support freight transportation. Perhaps the best potential location in Cumberland for multi-modal freight transfer and shipping facilities would be in the Walsh/Humbird neighborhood between Virginia Avenue and the North Branch of the Potomac River. A special assessment was conducted in 2000 regarding the potential for a light industrial center in that area (South End Industrial Park Feasibility Study), which ultimately led to the creation of the Business Commercial mixed commercial/industrial zone that was introduced as part of the 2008 comprehensive rezoning. This area of the city is characterized by small light industrial uses, including a United Parcel Service distribution center. This area has convenient access to both the Greater Cumberland Regional Airport via River Avenue and the Canal Parkway Bridge and the CSX rail yard to the east along Offutt Street. Upon completion of the Panama Canal widening and the double stack railroad upgrade from the Port of Baltimore to Cumberland, the potential for additional light industrial development and redevelopment in that portion of the city may be enhanced. Small scale light industries and shipping centers seeking to transfer freight from rail to air may find the area conducive to business development.

ACTION ITEMS

1. Work with MDOT to identify areas and funding sources for additional traffic counts that will better reflect traffic demands on the city's major streets.

2. Formally urge MDOT to review and accept the city's proposed functional reclassifications identified in Appendix B.

3. Work with MDOT and Allegany County officials to secure voting representation for the city on the Cumberland Area Metropolitan Planning Organization which approves highway Functional Classifications for our area. As part of the re-designation process required for reconstitution of the MPO's governing board, evaluate opportunities to expand the MPO's authority to govern and program MPO construction funding for improvements to Arterial and Collector highways within the Census-designated Urbanized Area.

4. Within the 2 years from plan adoption, update the Pavement Management System which prioritizes maintenance and improvements to city streets and highways, and seek continued funding for the program.

5. Continue active involvement in the U.S Highway 220 Corridor Environmental Review and Design study effort and formally endorse the selection of Corridor B (terminating at Exit 42 on I-68 within the City of Cumberland) as the city's preferred route for the proposed highway upgrade.

6. *If* an alternative alignment is selected in future phases of the U.S. Highway 220 upgrade project that conflicts with the city's primary recommendation that the highway improvement terminate at Exit 42 on Interstate 68 within the city's limits, work with MDOT and MPO officials to prioritize and fund necessary traffic capacity and safety improvements to U.S. Highway 220 between the MD Highway 956 intersection in Bel Air and Interstate 68 at Exit 42.

7. Work with MDOT and Allegany County officials to secure and prioritize funding for a complete streets reconstruction of Greene Street.

8. Continue to actively work with CSX Railroad to maintain and repair all railroad overpasses and underpasses. Inventory and assess all railroad at-grade pedestrian crossing needs (including ADA accessibility) and devise an improvement plan.

9. In cooperation with Allegany County, seek outside funding sources to support sidewalk improvements include the Federal Highway Enhancement and Safe Routes to Schools program.

10. Develop a more detailed inventory of sidewalks, crosswalks, and ADA handicapped ramps to establish and prioritize improvement needs by:

    10.1. Updating the 1994 comprehensive assessment of sidewalk and curb conditions in the city,

    10.2. Integrate the sidewalk inventory into the city's Pavement Management System to create a Complete Streets program that better integrates engineering and design considerations for pedestrian, bicycle, and motorized vehicular transportations needs when assessing street improvement and maintenance needs.

    10.3. Evaluate accessibility needs throughout the pedestrian/sidewalk network and establish improvement priorities from a connectivity perspective. Install routing signs to major destinations along routes that satisfy ADA accessibility standards.

11. Implement recommendations from the 2012 assessment of downtown parking needs study to develop a comprehensive, multi-pronged Parking Program to identify and prioritize parking markets and needs and explore a wide range of potential strategies to better manage and expand the current parking supply.

12. Evaluate three optional strategies to alleviate parking constraints in the city:

    12.1. The first is to identify areas in the downtown area and Virginia Avenue commercial district where additional public parking could be provided. This strategy would include assessing the cost to develop additional structured parking in downtown Cumberland.

    12.2. A second optional parking mitigation strategy is to assess the feasibility of creating a downtown employee shuttle service for businesses that lack off-street parking to deliver workers from satellite off-street parking lots outside the downtown area to their places of employment.

    12.3. A third optional parking mitigation strategy is to devise a parking permit system that would prevent downtown patrons and workers from using limited on-street parking spaces in adjoining residential areas.

13. Work with the Allegany Transit and PVTA transit authorities to improve intersystem connectivity including the installation of bus shelters with system schedules at all major interconnection points and offering subsidized transfers or vouchers to passengers wishing to utilize both transit systems.

14. Work with MDOT, MDP, and Cumberland Area MPO officials to explore potential alternative public transportation investments that could provide complementary benefits to rural areas including:

14.1. Securing public and private financial support to greatly reduce or eliminate local highway public transit fares, and

14.2. Establishing provisions for the development of special commercial districts around park and ride commuter parking lots that would provide essential services to park and ride commuters, including, but not necessarily limited to, child care centers, newsstands, mail stores, and grocery stores, that could reduce extra trips and increase convenience for commuters using the park and ride lots.

15. Adopt specific protective buffer zones between residential lots and adjoining railroad lines on future infill residential developments to help reduce explosive hazards. Such protective buffers should be addressed during the Comprehensive Zoning and Subdivision Regulations Amendments.

16. Encourage and support the implementation of the Greater Cumberland Regional Airport master plan which calls for the creation of an industrial park on a portion of the airport property.

17. Work with Maryland Transit Administration and national bus transit providers (including Greyhound and Trailways) to explore opportunities for expanded inter-city and inter-state bus transit service from the Amtrak Station.

18. Establish the Cumberland Amtrak Station as a multi-modal transportation hub to support more intensive urban revitalization as a Transit Oriented Development district.

18.1. Work with MDP and MDOT officials to establish the Amtrak Station as eligible for TOD status and zoning.

18.2. Once TOD status has been achieved, develop and adopt a special TOD zoning district to incentivize more intensive revitalization and development within the areas surrounding the Amtrak Station.

19. Continue active implementation of the recommended bicycle improvements in the adopted 2008 Trails and Bikeways Master Plan, as may be amended by the Cumberland Bicycle Advisory Committee and/or the Mayor and City Council.

VII. Housing

Housing is a form of basic community infrastructure that, with only a few exceptions, is privately owned, developed, and maintained. The city influences housing construction and maintenance largely through land use regulations, building codes, and through special financial incentive and assistant programs. This chapter evaluates current housing conditions and trends in the housing market.

GOALS

1. **Foster public/private residential housing investment to meet the housing needs of our citizens**
2. **Work to eliminate blighted properties and encourage housing revitalization, rehabilitation, and redevelopment options**
3. **Encourage infill housing development**

A. Housing Characteristics

The city's housing stock is as important to its overall health and vitality as it is to the well-being of its citizens. The quality and appearance of the community's residential neighborhoods and housing stock creates an immediate and indelible impression on visitors and prospective new residents and speaks volumes about a community's civic pride and economic stability.

Most of the city's current housing stock was constructed during the city's Golden Era, which began shortly after the Civil War and lasted until the end of World War II. The data below in Table 15 shows how the composition of Cumberland's housing stock has evolved over the past three decades. The numbers show an overall decline in the number of total housing units. Recent growth in the number of multi-family units can be attributed to a recent shift in housing development trends spurred by the 2007 recession and the resulting creation of state tax credit programs to incentivize multi-family housing development.

Since 2007, two major multi-family housing projects (25+ units each) have been constructed (Cumberland Meadows and Klots Mill) that were financed in large part by state and federal tax credit programs created in response to an upsurge in housing foreclosures resulting from the 2007 housing market collapse. Recent Planning Commission Annual Reports show a gradual rebound in the number of

city building permits issued for new residential construction from 15 in 2009 to 19 in 2010 to 26 in 2011 largely driven by investments in townhome and apartment construction.[4]

Table 15 - City of Cumberland Housing Units by Type of Structure (1990-2009)[5]

YEAR	TOTAL UNITS	SINGLE FAMILY DETACHED	SINGLE FAMILY ATTACHED	DUPLEX (2 UNITS)	MULTI-FAMILY (3+ UNITS)	MANU-FACTURED HOMES	OTHER
1990	11,431	6,024	1,623	1,079	2,536	26	143
2000	11,143	6,049	1,480	1,188	2,400	37	0
2007-2009	10,914	6,155	1,371	1,129	2,585	37	0

NOTE: Data on housing types for 2000 is based on the Census Sample Survey. Total unit data is from the 100% count.

SOURCE: U.S. Census Bureau (1990 & 2000).
2007-2009 American Community Survey.

Although single family detached homes comprise the majority of the city's housing stock, duplex and multi-family units represent slightly more than 30 percent of total units. Manufactured homes represent a very small portion of the housing stock, primarily because they are only permitted in manufactured home parks.

The general age of the city's housing stock can be gleaned from the data in Table 16 below. The data confirms the relatively high percentage of units in the housing stock constructed prior to 1940. Homes in that age range constitute more than half of the housing stock, although that percentage is slowly decreasing over time as the oldest vacant or dilapidated units are demolished and new units are added to the housing stock. The relative drought in housing construction during the 1980's and 1990's (which would also extend back to the mid 1960's, if those units were not included in the earlier category) is apparent from the fact that roughly as many homes were built in the latest decade as were built in the

[4] Maryland law requires that the city track and report building permits issued for new residential buildings in each annual Planning Commission Annual Report. Building permits for new residential construction are issued prior to construction for each proposed building. Multi-family apartment buildings are issued only one building permit, even though they contain multiple units. In addition, some building permits may be issued for construction that is never undertaken or completed. New residential units also can be created through building permit for the conversion of existing dwellings into two or more apartments, which are not reflected in these numbers. Finally, construction work on new residential buildings for which building permits were issued in a specific year may not be completed within that same year due to the scale of construction, adverse weather conditions, or other construction or development financing related issues. Consequently, building permit data does not necessary reflect the actual number of residential units that may constructed or completed in any given year.

[5] The total number of units from the 2007-2009 American Community Survey does not match the total number of units from the 2010 U.S. Census because of differences in data collection methodologies. Since the unit type distribution figures are based on data compiled through the American Community Survey, the total unit count from that source is provided to ensure data consistency within the table, although different total unit figures from the 2010 U.S. Census count may be used in later sections of this chapter.

20-year period that preceded it. While the city's large supply of old homes adds significantly to its historic character and charm, poor maintenance practices have led to significant deterioration in housing quality, especially in the older residential neighborhoods adjacent to downtown Cumberland, as specifically identified in a 2002 Housing Conditions study by the Faux Group.

Table 16 - City of Cumberland Housing Units by Year Built (1990-2009)

YEAR	TOTAL UNITS	BUILT PRIOR TO 1940	BUILT 1940 - 1979	BUILT 1980 - 1999	BUILT 2000 & LATER
1990	11,431	6,248	4,893	290	0
2000	11,143	5,896	4,873	385	0
2007-2009	11,277	5,722	4,794	363	398
% OF UNITS BY YR BUILT:					
1990		54.7%	42.8%	2.5%	0.0%
2000		52.9%	43.7%	3.5%	0.0%
2007-2009		50.7%	42.5%	3.2%	3.5%

NOTE: Data on housing types for 2000 is based on the Census Sample Survey. Total unit data is from the 100% count.

SOURCE: U.S. Census Bureau (1990 & 2000)
2007-2009 American Community Survey

Goethe Street Housing Rehabilitation

The structural integrity of a home can only be definitively assessed through a detailed interior and exterior inspection. While such assessments are performed when a dwelling is assessed for public safety, no comprehensive survey of the city's housing stock has been conducted at that level of detail. However, general housing conditions and quality can be assessed by a windshield survey of a neighborhood using a relative rating scale, based on signs of exterior building deterioration, such as sagging roofs, cracked foundation walls, and overall structural deterioration. Such an assessment of housing conditions in Cumberland was conducted by The Faux Group in December 2002. A total of 6,500 homes around the city were evaluated through a non-scientific windshield survey. General housing appearance and exterior structural conditions were rated on a scale of 1-5, with a 1 being the lowest rating (poorest condition) and a 5 being the highest rating. The study found a significant number of the homes surveyed across the city (more than 75 percent) were rated 1

or 2. The areas with the greatest rehabilitation needs form a continuous arc around the downtown area beginning at I-68 south of the downtown area east and north to Franklin Street adjoining the city's North End (Wills Creek) district. These areas encompass many of the city's architecturally significant historic homes.

The study explored a range of potential remedial actions, ranging from demolition of dilapidated and uninhabitable homes--both individually and in areas of concentration, encouraging infill redevelopment, pursuing programmatic and incentive-based rehabilitation options, to condemnation, assembly (lot consolidation) and comprehensive redevelopment of large areas that have been seriously compromised by blight. Various combinations of the specific remedial options also were evaluated. The study considered the historic value of the homes and neighborhoods evaluated as well as the overall vitality and competitiveness of the housing market and potential for economic growth. A meeting of local realtors was conducted as part of the study to gauge the strength of the housing market and ascertain the economic factors that might influence the various housing revitalization and redevelopment options.

North Mechanic Street Home

In the final analysis, a multi-pronged approach to address residential blight and deterioration throughout the city was recommended by the study. The recommended strategies have been pursued by the city and remain applicable today. They are as follows:

- *As distressed properties are acquired by the city through property tax default, the city should market salvageable properties for rehabilitation and demolish those structures that are unsalvageable to provide infill development opportunity sites.* The city has taken advantage of recent state enabling legislation to recognize Cumberland Neighborhood Housing Services as a local land bank to help market, revitalize, and redevelopment properties to move them off the city's property rolls and back into sustainable private ownership.

- *Pursue condemnation of the most dilapidated homes that cannot be salvaged. Homes should be prioritized for condemnation based on both unsafe structural condition and low historic significance or integrity.* The city is utilizing CDBG funding to support removal of unsafe and unsalvageable homes in low income neighborhoods.

- *Establish a grant and incentive program to assist homeowners in improving their homes to compliance with the building code. Rehabilitation efforts should be prioritized for homes that have historic significance and value as well as homes in areas with high visibility (such as those in primary gateway corridors) and homes in "at risk" neighborhoods. Options for structural improvements include CDBG housing rehabilitation grants for low and moderate income homes*

and façade revitalization grants and low interest loans in targeted revitalization project areas. Recent neighborhood revitalization project areas include the Rolling Mill and Chapel Hill (Virginia Avenue) neighborhoods. In addition, from 2002 through 2005, the city obtained Community Legacy funding for a cooperative effort with Interfaith Housing of Western Maryland to increase homeownership and bring substandard homes into code compliance in the Decatur Heights neighborhood. A total of six blighted homes were acquired and rehabilitated through a combination of sweat equity and loans by prospective homeowners and an additional ten substandard homes received minor rehabilitation work.

- *In areas that are broadly compromised by unsafe dilapidated homes and blight, assemble contiguous lots into tracts that are more easily developable under current zoning standards and pursue infill redevelopment and revitalization.* The Mayor and Council are contemplating to establish Cumberland Neighborhood Housing Services as a local land bank. The agency has been working to revitalize the oldest sections of the Wills Neighborhood south and west of Henderson Avenue and the CSX railroad. This area is historically and commonly known as the Canada Neighborhood or Olde North End.

- *Support new housing development by promoting infill and strategically incentivizing new housing development on remaining vacant platted lots in older subdivisions that are adequately served by existing streets and utilities.* The city routinely searches for such opportunities.

Banneker Gardens project

The primary source of publicly financed, owned, and maintained housing in the city is furnished through the auspices of the Housing Authority of the City of Cumberland (known informally as the Cumberland Housing Authority or the Authority). The Authority operates a total of five public housing developments offering more than 400 units. Two of the developments constituting 200 total units are designated for elderly and disabled residents. The Cumberland Housing Authority also serves as an affiliate of the Cumberland Housing Alliance (a Community and Housing Development Organization), which has acquired and is completing the 42-unit Cornerstone Hill Group Development on James Day Drive. In addition to the Cumberland Housing Authority, the Allegany County Housing Authority operates the Willow Valley Apartments, a 34-unit public housing complex on Furnace Road.

Beginning in 2007, the Cumberland Housing Authority embarked on an initiative to modernize and redevelop its public housing projects throughout the city. The first of its projects to be redesigned was the Banneker apartment complex located near the confluence of Frederick and Bedford Streets in Decatur Heights. The Authority worked closely with residents of the complex and other concerned

citizens through a series of community meetings to determine how the project would be redeveloped. The new project, Banneker Gardens, which was completed during the writing of this plan, offers 25 units in a series of row house buildings with a traditional townhouse design, a formal community common area or "green", a community center building, and a rehabilitated playground. The project has been redesigned to more closely replicate and reinforce the traditional urban streetscape that adjoins the project on Decatur and Bedford Streets, with residences that front along the street and directly access the sidewalks. The project is part of the Authority's community commitment to redesign public housing projects in a way that better complements surrounding development and architectural patterns and allows the project to "blend into" its neighborhood surroundings.

Fort Cumberland housing complex

Upon completion of the Banneker Gardens project, the Authority plans to work on a similar revitalization and redesign of the Fort Cumberland project on Lamont Street in the Rolling Mill neighborhood. Representatives from the Authority actively participated in the Comprehensive Plan neighborhood meetings, and expressed their desire to work cooperatively with the neighborhood during the redesign process to more effectively integrate the public housing project into the neighborhood. Rolling Mill Neighborhood Association members and city staff view the Cumberland Housing Authority's planned redesign of the Fort Cumberland project as a potentially significant opportunity to expand the city's recent Maryland Avenue upgrade and the new Queen City Shopping Center into a more comprehensive neighborhood revitalization effort. By expanding the project into adjoining underutilized or vacant properties, the project can provide a more seamless design transition into the public housing project and serve some of the community needs identified by participants at the Rolling Mill neighborhood meeting, such as a community center and playground facility.

B. Household & Occupancy Trends

Over the past 30 years, Cumberland's housing stock has contracted in response to long-term population decline and housing deterioration. Table 17 below provides Census data on the size of the housing stock over time and trends in the number of occupied and vacant housing units.

Of greatest concern is the gradual increase in the number of vacant units and the overall vacancy rate. Vacant homes, especially those that remain vacant or abandoned over long periods of time, lack essential maintenance which results in significant deterioration. When such units are concentrated in specific neighborhoods, they create a degrading, blighting influence that depresses overall residential

property values. Depreciating property values, in turn, discourage even conscientious property owners from making major maintenance investments in their homes and contribute to public perceptions of a declining or deteriorating neighborhood. This domino effect generally reflects the deteriorating housing conditions in the older residential neighborhoods that were identified in the 2002 Faux Group Housing Study. Effectively breaking or influencing this cycle requires a balanced intervention program and supportive policies by the city comprised of incentives, strategic investments, and carefully crafted regulation.

Table 17 - City of Cumberland Overall Housing Trends (1990-2010):

YEAR	NUMBER OF HOUSING UNITS	OCCUPIED UNITS (# OF HOUSEHOLDS)	VACANT HOUSING UNITS	VACANCY RATE (% VACANT)
1990	11,431	10,266	1,165	10.2%
2000	11,143	9,538	1,605	14.4%
2010	10,914	9,223	1,691	15.5%

SOURCE: U.S. Census Bureau.

The data in the above table clearly shows that the number of occupied households has declined at a slightly faster rate than the overall number of housing units, resulting in a net growth in vacant units. The city's overall housing vacancy rate of 15.5% ranks very high within the State of Maryland, where the corresponding vacancy rate was 9.3%. This high level of vacancy may represent a significant softness in the city's housing market and a critical problem that must be reversed to encourage residential property value appreciation. Such appreciation would help bring value to the private property investments that are needed to encourage revitalization and rehabilitation of salvageable older homes.

Greater investment in rehabilitation and restoration of these long vacant and deteriorating homes is essential to reverse this trend. One way to intervene in this cycle is to acquire and rehabilitate the most salvageable of these vacant homes and convert them to homeownership through a sustained cooperative effort with nonprofit organizations, such as the 2002-2005 Interfaith Housing initiative or Habitat for Humanity. The city should explore funding opportunities for this cooperative venture through CDBG and other special grant programs.

Table 18 shows the distribution between owner and renter occupied housing units in the city. The ratio between owner and renter occupied housing has remained relatively consistent over the past three decades varying within a narrow range of between 55.5 percent and 58.0 percent. The recent drop in owner occupancy may be attributable to the recent growth in rental housing construction in the latter half of the last decade, which has been attractive to older households who are either seeking a smaller home or are physically unable to maintain their former homes.

According to 2010 Census data, 46 percent of all the rental units in Allegany County were located in Cumberland, while only 25 percent of the county's owner-occupied units were located in the city. What makes the relatively high proportion of rental units in the city's housing stock an issue in the eyes of many homeowners is that, as documented in the Neighborhood Element of the plan, rental units represent a growing share of vacant dwellings in many of the older neighborhoods. Consequently, many participants in the initial neighborhood meetings raised concerns about the perceived impacts of increasing rental conversions on neighborhood stability. Many of the concerns focused on misconceptions of the HUD Section 8 housing program and rental unit deterioration resulting from inadequate maintenance by absentee landlords.

Table 18 - City of Cumberland Housing Tenure (1990-2010):

YEAR	OCCUPIED UNITS	OWNER OCCUPIED	% OWNER OCCUPIED	RENTER OCCUPIED
1990	10,266	5,684	55.4%	4,582
2000	9,538	5,529	58.0%	4,009
2010	9,223	5,125	55.6%	4,098

SOURCE: U.S. Census Bureau.

Although rental units are generally considered to be one of the most basic forms of housing in a community, the availability and cost of rental housing (whether the structures are apartment buildings or rental houses) exerts a subtle, but tangible market influence on the cost (value) of owner-occupied housing. It is that relationship and the general price sensitivity of the rental housing market that may represent the most critical influence that rental housing can have on overall neighborhood housing quality and conditions.

The Cascades - South Cumberland

Because the profits derived from rental units are highly sensitive to overall maintenance costs (many of which can be difficult to predict or control in any given year), the inherent risks involved in renting older homes can be great. If the prevailing market rate for rental housing is relatively low, owners may postpone or avoid discretionary (and in severe cases, essential) maintenance needs in order to preserve a positive cash flow. When this situation persists for long periods, poorly maintained rental housing becomes increasingly evident in the community landscape, which can devalue neighboring properties thereby creating a disincentive for maintenance of and private investment in nearby owner-occupied homes. This potential influence is often the primary source of concern, fear, and resistance among homeowners to expansion of rental housing in

predominantly owner-occupied neighborhoods. What many homeowners often overlook is that the same problems can apply to *any* absentee property owners, whether or not the property is leased or used infrequently.

It is also important to consider that if the expansion of rental units exceeds the supply of renters, then rental market prices could decline with potential negative consequences for maintenance and upkeep of older units. This market imbalance may help explain the increase in rental unit vacancies that occurred in many of the city's older residential neighborhoods during the 1990's. As an urban community in a largely rural setting, Cumberland will always have a higher proportion of rental units and renters than the surrounding area. However, a delicate balance of supply and demand and proactive code enforcement are necessary to ensure that the rental housing stock remains a sound investment and is properly maintained.

A housing code and rental licensing inspection program provides the most effective control over private rental housing conditions and quality that the city is legally empowered to impose. The city's program applies to all owners of rental units, including single family homes offered for rent and owner occupied units that are occupied by other parties whether or not a specific rent is charged. All non-owner occupied units offered for tenant occupancy must be registered with the city and inspected for code compliance prior to occupancy or in response to a tenant complaint. To ensure that the program is effective in preventing widespread rental unit deterioration or substandard housing conditions resulting from owner neglect, the city recently re-evaluated its rental unit licensing and inspection programs. This reassessment was recommended by the 2013 Comprehensive Plan Neighborhood Element. That re-evaluation resulted in the abandonment of owner self-inspection of units and the re-institution of inspections by the city's Building and Zoning Officers. It is expected that this administrative policy change will result in more consistent inspection practices and better overall code enforcement.

C. Housing Affordability

Housing affordability is not as significant a problem as the city's overall income and poverty statistics would first suggest. As the data below in table 19 shows, the Cumberland housing market is somewhat *more* affordable, relative to the overall cost of living, than in the more economically prosperous areas of the state.

The following observations based on these data illustrates relatively low housing costs contribute to greater housing affordability in Cumberland.

- Although the median household income for Cumberland ($29,923) is only about 43 percent of the median household income for Maryland ($69,475), the median value of an owner-occupied house in Cumberland ($103,200) costs only 31 percent of the median value of an owner-occupied house in Maryland ($335,100).

- The median gross monthly rent for a rental unit in Cumberland ($545) is roughly half of the median gross monthly rent for a rental unit in Maryland ($1,073).

Table 19 - Housing Cost Factors - Cumberland, Allegany County, Maryland (1990-2009):

YEAR	MEDIAN VALUE OWNER OCCUPIED	PERCENT OF MORTGAGED UNITS WITH SELECTED MONTHLY OWNER COSTS LESS THAN 25 PERCENT OF HOUSEHOLD INCOME	NUMBER OF OWNER OCCUPIED UNITS WITHOUT A MORTGAGE	PERCENT OF OWNER OCCUPIED UNITS WITHOUT A MORTGAGE	MEDIAN GROSS RENT OF RENTER OCCUPIED UNITS	PERCENT OF RENTAL UNITS WITH MONTHLY RENTAL COSTS LESS THAN 25 PERCENT OF HOUSEHOLD INCOME
City of Cumberland:						
1990	$40,700	67%	3,114	40%	$277	----
2000	$60,600	73%	2,485	49%	$361	46%
2007-2009	$103,200	58%	2,421	45%	$545	46%
Allegany County:						
1990		73%	9,970	57%	$285	----
2000	$71,100	76%	8,524	48%	$381	43%
2007-2009	$122,400	59%	9,368	48%	$541	47%
State of Maryland:						
1990	$116,500	64%	274,230	28%	$548	----
2000	$146,000	66%	262,733	22%	$689	48%
2007-2009	$335,100	48%	331,536	23%	$1,073	37%

SOURCE: U.S. Census Bureau (1990 & 2000)
2007-2009 American Community Survey

In addition, 2007-2009 American Community survey data indicates that the median monthly housing costs for owner occupied units in Cumberland ($992) is about half of the corresponding cost for the state ($1,983). It is also important to note that the percentage of homeowners in Cumberland who do not have a mortgage on their homes (45 percent) is nearly twice as high as for the state as a whole (23 percent). Many of the people who own their own homes without a mortgage tend to be the most elderly residents—those with the highest percentages of people with incomes below the poverty level.

Finally, the percentage of rental units with monthly rental costs that are less than 25 percent of household incomes is nearly half of all units in Cumberland and Allegany County and increasing over time, while they represent only about a third of all rental units statewide and have *decreased* over the past decade. This information indicates that rental units in Cumberland are becoming more affordable

over time, both in absolute terms and relative to the state. However, it is also a trend that could negatively impact the rental market profit margins and result in postponed basic maintenance and upkeep.

Generally speaking, housing affordability is a significantly favorable aspect of the city's housing market. It is counterbalanced to a large degree by the deteriorating condition of many of the city's oldest homes. While some of this problem can be attributed to owner neglect, it is also true that many of the city's older residents are unable to undertake and/or unable to afford significant repairs. The city's Community Development Block Grant Program and neighborhood revitalization projects are critical tools to fill these gaps and improve conditions within the overall housing market. How they can be applied to address these needs in a climate of significant funding austerity and budget cuts is explained in greater detail in the city's Consolidated Plan.

D. Housing Programs

In Cumberland, residential neighborhood and overall housing condition and improvement are the focus of the Community Development Department and its Consolidated Plan, which is revised and updated annually and serves as a stand-alone implementation program for the Community Development Block Grant (CDBG) program. The projects and programs contained within the Consolidated Plan are funded by a CDBG entitlement grant program administered through the U.S. Department of Housing and Urban Development (HUD) in concert with a number of other public and private grant programs, tax credit programs, and private investments. This program was first authorized by Congress in 1974 and became the primary source of Federal housing and urban renewal funding to cities after the eventual demise of the HUD Section 701 program in the early 1980's. Over the years since the CDBG program was created, the annual funding allocations to the city have gradually dwindled and the city is currently operating under a continuing resolution funding in anticipation of approval of a reauthorization bill by Congress. What began in the 1980's with a roughly $2.2 million budget contracted over time to a $721,000 budget in 2012. The intent of this Chapter of the City-Wide Element is to serve as an overarching long-term policy and priorities guide for current and future housing and neighborhood rehabilitation programs detailed in the city's adopted Consolidated Plan.

Annual disbursements of CDBG funds by the city are governed by the annual work program contained in the Consolidated Plan. The Consolidate Plan serves as a housing implementation program for this Comprehensive Plan and functions as a supplemental planning document to this plan. Additional housing programs administered or supported by the city (as discussed below) are financed entirely or in some part by the CDBG Consolidated Plan. These programs include:

- **Property Improvement Program** – This program offers qualified low-income homeowners grants of up to $2,000 for minor and emergency home improvements. Similar home repair and improvement programs are administered by several non-profit organizations in the city.

- **Cumberland Neighborhood Housing Homeownership** – This program, administered through Cumberland Neighborhood Housing Services, provides qualified homebuyers with grants of up to $2,000 for closing cost assistance.

- **Weatherization** – This program, administered through the Human Resources Development Council, provides grants of up $2,500 for qualifying low and moderate income households for weatherization improvements to satisfy minimum health and safety standards.

- **Home Improvement Grants & Loans** – The city offers various grants and loans to qualifying commercial and residential property owners for façade improvements in designated Revitalization areas. The city currently offers these programs as part of the ongoing Virginia Avenue Revitalization project in South Cumberland.

- **Unsafe Structures Demolition** – The city allocates CDBG funds to finance the removal of structures that have been deemed unsafe to ensure that they are properly removed. These funds are recouped, in part or whole, through judgments against the property owner and/or the sale of the cleared properties.

E. Neighborhood Nuisance Abatement (Code Enforcement)

Chapter 14 of the Cumberland City Code outlines a number of nuisances that the city regulates to promote healthy and safe neighborhoods. The city maintains an enforcement staff that includes representatives of a number of affected departments, including Community Development, the Street Department, the Fire Department and the Police Department to ensure compliance with the adopted regulations. Nuisances governed by the City Code include noise control, chipped and peeling paint, weed and tall grass maintenance, the placement and maintenance of ornamental grasses and bamboo, trash burning and rubbish removal, and general property conditions. The removal of unsafe (substandard) structures is governed under the city's adopted Building Code, but is enforced through the same general procedures as other nuisances.

Nuisance abatement and enforcement often begins with a registered complaint. However, staff routinely observes and identifies potential violations during inspection rounds and will follow-up on such issues before complaints are registered. In addition, the city implemented a "Neighborhoods Matter" program in 2011 at the direction of Mayor Brian Grim. Under this new program, city staff conducts a "sweep" of specified residential neighborhoods where nuisance problems are known to exist or extensive complaints have been recorded. A team of staff representing Community Development, the Fire Department, and other affected city functions will canvass the targeted neighborhoods to identify nuisance problems. Once a problem property is identified, staff will approach the residence or building and speak directly to the occupants to inform them of the deficiencies and ask that they be corrected within a specified time. Fire Department staff will offer to inspect the building for fire detectors and will install detectors or replace batteries where required by code at no fee to the property

owner. The face-to-face contact between staff and building owners/occupants provides an opportunity for staff to explain the code requirements, suggest appropriate remedies, and promote good neighborhood relationships. If the building residents/owners are not available during the inspections, a package of information including a flyer on the program, a Public Works Department door hanger, and an inspection report are placed on the main entrance doorknob. A follow-up inspection is conducted for any properties found to require improvement before a formal citation is issued. The program is also used to identify areas where dumpsters can be placed periodically (with effective monitoring) for neighborhood residents to utilize for rubbish and household debris collection.

The general process for correcting violations that are registered through citizen complaints begins with an inspection and photo-documentation by Cumberland's Code Enforcement officials. In the event that a minor infraction for tall weeds or grass is verified, a simple notification letter is mailed to the residence explaining the nature of the problem and allowing the resident to correct the nuisance within seven days. If a re-investigation of the property shows that the lawn has not been properly maintained, the violation will be processed in accordance with standard procedures for more significant problems, which includes:

1. the issuance of a certified letter allowing approximately 15 days for the violation to be corrected, depending on the severity or complexity of the violation;
2. a re-investigation by city staff to determine if the violation continues or has been corrected;
3. the issuance of a formal citation and fine that must be corrected and paid within approximately 20 day, depending on the severity or complexity of the violation;
4. another subsequent re-investigation by city staff to determine if the violation continues or has been corrected;
5. and if the violation has not been corrected, the initiation of court action that will include a judgment to cover reasonable court costs. In the case of an unsafe structure, the court proceedings can result in authorization for the city to remove the deficient structure at the owner's expense.

Noise control is enforced directly by the Cumberland Police Department, which possesses a decibel meter to measure sound levels.

When evaluating code enforcement issues for the Comprehensive Plan, the Planning Commission expressed a need for greater feral cat control, which is an ongoing issue in residential neighborhoods across the city. Animal control services in Cumberland are currently provided by the Allegany County Animal Shelter's staff. During the past year, the Animal Shelter's approach to combat feral cat population growth has evolved from capture and place for adoption or euthanize to TNR (Trap, Neuter, and Return or release). This more humane approach to the problem ensures that captured cats cannot reproduce and expand the problem when eventually released to the wild. Over time, the feral cat population will decline. However, the approach tends to be more expensive to conduct than the previous approach, because the local government must bear the cost of neutering the captured feral

cats or secure grant funding to cover those costs. The Planning Commission determined that the city should consider expanding its current nuisance abatement program to address and encompass this program within the City of Cumberland.

F. Future Housing Needs

Townhome Redevelopment on Decatur Street

To serve the housing needs of a 15 percent growth rate over the next 20 years, the city would need to house an additional 3,141 people. Assuming an average household size of 2.2 persons, this population growth translates into 1,428 new households that must be accommodated by the city by 2033. Some of these additional households will buy and renovate existing vacant homes. Others will build new homes on individual vacant lots. The reminder will purchase homes in new residential developments, some of which will be built as redevelopment projects and the others will be built on lots that are currently vacant and undeveloped—a portion of which may be infill development within the current city limits while the remaining portions will be annexed into the city in order to obtain city water and sewer. How these new households should be distributed into each development category is the primary question that will affect future residential development needs.

The historic data for residential unit construction between 2008 and 2011 indicates that 10 new single family residential units were permitted on previously recorded residential lots, 15 net new residential units were created through conversions of previous residential and commercial buildings, and 266 new residential units or lots were approved through major subdivisions and site plans. Therefore, of the 291 new residential lots/units approved between 2008 and 2011, 91 percent were created through major subdivisions and site plans and the remaining 9 percent were created on pre-existing vacant residential lots or through unit conversions. This distribution of housing unit/lot creation would suggest that roughly 90 percent of all future residential dwellings and lots that would be created to accommodate future growth would be achieved through major subdivisions and site plans and the remaining 10 percent would be created through infill development and redevelopment. However, it is not unreasonable to expect that some of the future residential site plan developments (multi-family developments) will occur through redevelopment and that some of the future residential subdivisions will be created on the ten existing undeveloped lots over two acres in size that were identified in the development capacity analysis. Those percentages are likely to be small, because of the limited availability of these sites within the city's current limits.

The original 2009 Municipal Growth Element estimated that 15 percent of all future homes built within the city would be created through infill development and redevelopment (adaptive reuse) within the city's current boundaries. Although this rate would appear to be justifiable based on development patterns exhibited over the previous four years, this Plan will assume a higher rate premised on the city's ongoing efforts to promote redevelopment and infill development and broader market trends favoring neo-traditional residential development patterns in accordance with Maryland's established smart growth development goals. Consequently, this Plan will be premised on the presumption that at least 30 percent of all future residential units needed to satisfy the city's desired population growth will be achieved through infill development and redevelopment within the city's current limits.

Another way to envision this proposed distribution of future residential development is to think of it in terms of the principal sources of demand for future housing in the City of Cumberland. When thinking about the city's economic development and redevelopment priorities emerging from the 2007 Recession (as discussed in this Plan), the city is striving to appeal to three critical segments of the housing market. The first housing segment is young single adults who desire an urban lifestyle. The city has lost much of this population over the past 70 years as well-paid jobs for skilled workers left the city and area. The city is targeting professional employers seeking rural outsourcing locations, post-secondary educational institutions, and employers in the health care industry to provide new opportunities for this target population and to help retain local college graduates in the area's work force. Many of these young, aspiring professionals place a high value on urban residential settings because they present more affordable housing options while providing convenient access to cultural, recreational, and social amenities. The city stands in a position to attract a large percentage of the area's potential future residents in this population segment provided that the recommendations in the Neighborhood Element of the Plan to make the city's current residential neighborhoods more vibrant and inclusive areas to live are followed. This is a segment of the city's future residential growth market that will create demand for inner city infill and redevelopment housing.

A second segment of the city's future residential growth market is mature professionals (encompassing, but not limited to professors, doctors, attorneys, and executive administrators). This market would also be attracted to the area in response to the city's post-secondary education, rural outsourcing, and health care industry economic development objectives. This segment of the market is especially attractive because they create demand for high amenity, high value housing, which will help improve the city's residential tax base. Such high value residential units also tend to generate greater property tax revenues than they demand in public services. However, this form of housing generally demands larger building areas and larger lots than is typically found in the older residential neighborhoods of the city.

Over the past 50 years, most of the executive housing that has been built in the Cumberland Metropolitan Area (as in most other major cities) has been built in the surrounding unincorporated areas where larger tracts of undeveloped land are available to support the larger homes and yards and

where property taxes are lower. However, the concentration of executive jobs at the new Western Maryland Regional Medical Center, Allegany College, and other developing professional offices in the Willowbrook Road corridor creates an opportunity for future executive housing in that area. While portions of this corridor have been annexed into the city over the past decade, this segment of the market can be expected to serve as additional demand for future annexations to satisfy that residential demand.

The third and final segment of the city's future residential and population growth market is elderly housing. The area's demographic trends point to an increasingly aging population and the city's median age is significantly higher than State and National averages. Many of the city's elderly residents live in the city's older residential neighborhoods in homes that they have purchased over the course of their working lives and now own without a mortgage. However, their fixed incomes make it difficult to afford the growing maintenance costs on their homes and their advancing age makes it difficult for them to live independently in their older multi-story buildings. This segment of the local population has created increased local demand for senior housing (much of it subsidized). Those seniors who can afford new homes and wish to continue enjoying an independent living environment are likely to demand new single story homes with smaller yards, which pose fewer impediments to their lifestyle aspirations. While smaller yards generally translate into smaller average lot sizes, the need for a single story home creates a compensating need for larger building lots to accommodate the building footprint. Many of the city's available infill lots are so small in size that construction of even a modest one-story single family home with off-street parking can be difficult to accommodate. Furthermore, this segment of the population can be expected to seek new housing opportunities in close proximity to the health care services they need, which are now concentrated in the Willowbrook Road corridor. Consequently, this segment of the housing market also can be anticipated to contribute to the city's need to annex additional lands for future residential development in the growing Willowbrook Road corridor.

The fact that at least two of the three primary segments of the city's future residential housing market contribute to the city's need to annex additional land for residential development further supports the premise that up to 70 percent of the future residential development will be generated by new major subdivisions and site plans which, in turn, will predominantly create demand for additional residential land annexations on the city's east side (the Willowbrook Road corridor). It is this specific demand (and the professional employment growth that has accompanied it) that has driven the city's recent annexations in that area over the past decade. The two biggest residential developments that have been built in that newly annexed section of the city are Devlin Manor (a nursing home) and Cumberland Meadows (an elderly housing project). A third major residential development (the Allegany College dormitories) appeals to the desired youth segment of the population. The fourth recent residential development (the condominium units at the Cumberland Country Club) appeals to the professional and independent senior segments of the population. Consequently, all four major residential developments that have occurred in the recently annexed lands appeal specifically to these three segments of the city's primary population growth market. These developments also reflect the type of new residential

development that the city desires and needs to create to support the overall growth, development, and redevelopment vision of this Plan.

ACTION ITEMS

1. Working with private and non-profit housing organizations, initiate opportunities to establish a long-term housing acquisition and rehabilitation program based on the Habitat for Humanity and Interfaith Housing initiative models. Possible funding sources for this cooperative initiative include CDBG and Sustainable Communities. The program should be designed to target two important housing rehabilitation objectives:

    1.1 Salvage deteriorating but historically significant older homes and bring them into code compliance.

    1.2 Create affordable home-ownership opportunities by acquiring salvageable vacant homes, rehabilitating them, and returning them to private ownership.

2. Expand the current rental licensing inspection program to ensure routine inspections of every licensed rental unit over a defined period of time.

3. Establish a local land bank to help aggressively package, market, and redevelop properties acquired by the city through property tax defaults and blighted housing condemnation and removal. This program should be designed to return distressed residential properties acquired by the city to productive residential use that will contribute to the city's tax base.

4. Work with Cumberland Neighborhood Housing Services to develop and pursue a neighborhood revitalization effort for one or more neighborhoods with distressed housing as identified in the 2002 Faux Group Housing Conditions Study.

5. Aggressively purse removal and demolition of blighted housing that cannot be salvaged by virtue of advanced structural deterioration and neglect.

6. Work with active neighborhood associations to expand the Let's Beautify Cumberland program to include routine neighborhood clean-up events along the city's public streets and alleys. Consider developing a local "adopt a street" program for the city's streets patterned after the MDOT program.

7. Working through the Neighborhood Advisory Commission, establish active citizen neighborhood associations for all residential neighborhoods identified and discussed in the 2013 Comprehensive Plan Neighborhood Element.

8. Evaluate and—where feasible—adopt additional or new zoning incentives to encourage and promote infill housing development on vacant inner-city residential lots. (See the specific recommended Comprehensive Rezoning action strategies in the Municipal Growth Chapter.)

9. Evaluate options to expand the city's nuisance code enforcement program to include animal control.

VIII. Economic Development & Revitalization

The purpose of this chapter is to highlight the City's economic development initiatives. The chapter provides background on Cumberland's current economic conditions and its focus for economic development including targeted industries. The goals, policies and action items provided are in keeping with Cumberland's Strategic Economic Development Plan and the City's mission to be a supportive place to build a profitable business.

GOALS

1. **Promote and implement the City of Cumberland Strategic Economic Development Plan (as amended).**
2. **Strengthen and expand the City's tax base.**
3. **Diversify the City's economic base and attract new employers that will provide career and income growth opportunities for City residents.**
4. **Support continued growth of existing employers and businesses.**
5. **Support continued growth of the City's arts and tourism businesses.**
6. **Promote and facilitate development/revitalization of the targeted economic development opportunity areas specified in the Strategic Economic Development Plan.**

A. Overview

A diverse, healthy, and vibrant local economy is essential to sustain growth and development in any community. Those communities that have strong economies enjoy the greatest levels of growth, vitality, and prosperity. Cumberland's overall setting suggests that the city should serve as a national model of smart growth and sustainability. The city possesses a strong, compact urban development pattern with far less sprawl than most other cities its size. Cumberland's intense urban design, narrow streets, extensive sidewalks, and attractive, natural streetscapes make it a very walkable and pedestrian-friendly environment. The city's residential neighborhoods have strong, distinct characters and cultural heritages, historic architecture, and social cohesiveness that (even in their relatively diminished states today) would be the envy of many larger communities. Cumberland possesses a well-developed, urban infrastructure and broad array of supporting public facilities and services (including one of the largest paid, professional fire department staffs in Maryland). Unlike many growing communities in Maryland, the city's water and sewer systems have substantial available capacity to serve additional growth. Cumberland also has the most affordable housing stock in the State of

Maryland. Finally, the city is surrounded by an attractive, largely undeveloped, natural setting that abounds in recreational opportunities. Cumberland and Allegany County have made great strides to stabilize the area's population losses and economic decline that marked the past 70 years. However, for the city's smart growth development pattern and resources to be truly sustainable over the long term, Cumberland must restore vitality to its economy, strengthen its tax base, and reverse the long-standing pattern of decline. Achieving that economic objective is a primary focus of this plan.

B. Historic Economic Trends & Evolution

As noted earlier in this plan (please see Chapters I and II for additional detail), the City of Cumberland has evolved significantly throughout its history. The city's earliest years were marked by tremendous growth and industrial development driven by strategic transportation infrastructure investments. The city reached its population peak around 1940, and began a long, protracted decline that continued through the latest Census in 2010. The decline was precipitated by a significant contraction in the area's industrial employment base that began with (and even in the years leading into) the Great Depression. After World War II, the nation's transportation system transformed with the rise of commercial air transportation and the construction of the Interstate Highway System. Cumberland was largely bypassed during the early development of these modern transportation modes and suffered gradual erosion in its own transportation infrastructure with the closure of the Chesapeake and Ohio Canal in the 1920s and the protracted decline in railroad passenger and freight transportation during that era. Ground freight transportation shifted over time from rail to trucks, and the trucking industry utilized the high-speed Interstate Highway System to reduce delivery time and increase shipping efficiency. The Interstate Highway System was not fully extended to Cumberland until after 1990, and even with that extension (I-68), the city was not located along a major travel corridor.

Reversing the erosion that occurred over the latter half of the twentieth century is a significant challenge for a small city. Cumberland's recent trends are reflective of other small Appalachian and Midwestern rust belt cities, which lost their predominant industrial employers and many of the workers who relied upon them. As the industries closed down or moved away and their employees sought work outside the area, the city's commercial base contracted accordingly. To recover these lost economic resources the city must attract new employment opportunities and/or people with disposable incomes that can breathe new life into the local economy. This effort requires greater creativity, flexibility, and resource investment than may be typical for larger urban cities which lost most of their business and population resources to their surrounding suburbs. Although the nation's big cities also suffered population losses in the latter half of the twentieth century, growth in their surrounding metropolitan areas offset most if not all of those losses. To reverse its losses, Cumberland must compete with those growing larger metropolitan areas as well as the other smaller Appalachian and rust belt cities that were left behind by their industries, workers, and youth populations that relocated elsewhere for better opportunities.

Despite the economic development challenges and hurdles that Cumberland and the surrounding metropolitan area face, the city and county have taken bold strides to improve the local situation—some of which have begun to show success. The city recently established the Cumberland Wi-Fi wireless network as part of the Johnson Controls efficiency study. City officials and civic leaders have worked hard and with determination to transform the city's economic base by developing a growing arts, entertainment, and tourist/retirement industry, based largely on Cumberland's cultural heritage and small-town, Victorian-era charm as well as the natural resource amenities (mountains, rivers, and lakes) that abound in the surrounding area. Many of the city's historic buildings have been lovingly restored, preserved and reused, and a large downtown historic district has been created. Through significant state investments and local donations, Canal Place and the Western Maryland Scenic Railroad have been redeveloped into major tourist attractions. A local Arts Council has been established that supports and promotes a growing artist community in the area. The heart of Cumberland's main street (Baltimore Street) has been converted into an open air pedestrian mall and entertainment district that has helped bring new businesses into the city and revitalize formerly vacant upper floors into new residential units. The former Chesapeake and Ohio Canal Towpath and a former railroad line have been transformed into the C & O Canal Towpath and Great Allegheny Passage Trails that provide a dedicated bicycle and pedestrian recreational trail link to downtown Washington and Pittsburgh. The city's extensive cultural heritage has been further promoted by the development and expansion of local heritage museums.

These recent changes have provided a new source of optimism and improved the city's public image while breathing new life into historic buildings. They have improved the overall quality of life and provide a critical lifestyle amenity that can support and attract new outside growth and investment and provided a new source of employment.

Recent Census figures (discussed in Chapter II) indicate that the long-standing decline in the city's population has slowed significantly. This trend, combined with some positive economic trends, may indicate that the city is reaching or has reached a turning point in its evolution. The data seems to indicate that Cumberland and Allegany County may have achieved a point of stability or equilibrium between the economy and the local population base.

C. Current Economy

1. Economic Base

Over the past few decades, the area's economic base transformed from a predominantly industrial economy to the more diversified retail and service based economy of 2010. Former firms included Kelly Tires, Celanese Corporation, the N & G Taylor tin plate mill, and Pittsburgh Plate and Glass have all since closed or left the area. At their twentieth century production peaks, Kelly Tires employed between 3,500 and 4,000 employees and Celanese Corporation employed more than 10,000 local workers. According to data from the 1940 U.S. Census, Allegany County had a total of 72 manufacturing business employing 11,157 wage earners. The most recent employment data from the 2005-2009 American

Community Survey reports an estimated total of only 2,765 manufacturing workers in all of Allegany County. These data illustrate the magnitude of contraction and restructuring that occurred in the area's former employment base during the final two-thirds of the twentieth century.

While several large industrial employers remain within the Cumberland Metropolitan Area they have greatly reduced employment levels. As a result, most of the former manufacturing jobs within the local economy have been replaced with a mix of professional and high-medium wage health service and educational industry jobs to medium-minimum wage service and retail sector jobs. A listing of the largest employers in the Cumberland Metropolitan Area in 2012, as compiled by Allegany County Economic Development staff and expanded by Cumberland Planning Staff, is provided below in Table 20.

Table 20 - Major Employers in the Cumberland Area:

NAME OF BUSINESS	2012 EMPLOYMENT	LOCATION	NATURE OF OPERATION
1. Western Maryland Health Systems	2,290	Cumberland	Health Care
2. ATK Tactical Systems	1,396	Mineral County	Rocket Propellants
3. Allegany County Public Schools	1,324	Cumberland	Education
4. Frostburg State University	922	Frostburg	Education
5. CSX Transportation	900	Cumberland	Rail Transportation
6. NewPage Corporation	870	Luke, MD	Paper Products
7. Hunter Douglas	580	Allegany County	Window Blinds
8. Allegany College of Maryland	559	Cumberland	Education
9. North Branch Correctional Institution	557	Allegany County	Prison
10. Western Correctional Institution	552	Allegany County	Prison
11. The Active Network	550	Frostburg	Telecommunications
12. Allegany County Government	385	Cumberland	Public Administration
13. American Woodmark	365	Allegany County	Wood Products
14. ACS	350	Frostburg	Telecommunications
15. Federal Correctional institution	292	Allegany County	Prison
16. City of Cumberland	282	Cumberland	Public Administration
17. Friends Aware	227	Cumberland	Commercial Cleaning
18. Rocky Gap Lodge, Casino, & Resort	206	Allegany County	State Park

SOURCES: Allegany County Economic Development and City of Cumberland, 2012.

Based on the analysis conducted for this plan (illustrated in the above table), the Cumberland Metropolitan Area has a total of 18 employers with 200 or more workers. The largest current employer in the city and county is the new Western Maryland Health Systems facility on Willowbrook Road, which

was established in 2010 by the consolidation of the former Memorial and Sacred Heart Hospitals. According to hospital officials, annual wages and salaries paid by WMHS to its 2,290 workers total over $100 million. WMHS also reports that it purchases roughly $32 million annually in local materials and services. Data from the American Hospital Association suggests that each hospital job created in the local economy supports about two more jobs and every dollar spent by a hospital induces roughly $2.30 of additional business activity. The combination of high wages and high level of spending for support services and materials makes WMHS a major basic industry within the area economy. The area's growing elderly population and expanding retirement base creates an opportunity for future expansion of the health care industry in Cumberland, which is why it has been identified as a primary economic development goal by the city's Strategic Economic Development Plan.

Four of the area's ten largest employers (including the largest) and seven of the top eighteen employers are located within the city of Cumberland. Only one of the area's largest employers (the region's second largest) is located outside of Allegany County in adjoining Mineral County, West Virginia. The two major industries that remain from the area's historic population peak period (CSX Railroad, successor to the Baltimore and Ohio and Chessie Railroads, and NewPage Corporation, formerly Westvaco) have become the area's fifth and sixth largest employers, respectively. Additionally, recent State legislation has allowed casino gambling at Rocky Gap State Park, roughly seven miles east of downtown Cumberland. This legislation is creating new employment opportunities in Allegany County and provides an additional attraction for the area's developing tourist industry.

2. Employment/Wage Characteristics & Trends

Several trends and findings analyzed in the demographic trends of Chapter II represent important improvements in the city's employment base. These trends and findings include:

- Educational achievement levels within the city's labor force are improving with increasing speed over time, relative to national levels. The greatest increases occurred in the number of persons over the age of 25 who have attended some college and who have obtained a Bachelor's degree or higher.

- Median household incomes earned by Cumberland residents have increased consistently over the past three decades (1990-2010). Although incomes in the city remain below state and national levels and declined slightly over the recent decade when adjusted for inflation, the city's median household income has improved slightly relative to the national figure.

- The overall cost of living in the Cumberland area is significantly lower than in the rest of Maryland, which helps offset a significant amount of the disparity in incomes. To illustrate this point, data from the 2005-2009 American Community Survey shows that median household incomes in Cumberland were only about 43% of the corresponding income for the State of Maryland. However, the median value of an owner-occupied house in Cumberland was only

31% of the state's median, and both the median monthly housing cost for owner occupied units and the median gross rent in the city was only about half of the corresponding costs for the state. Furthermore, the percentage of Cumberland residents who own their homes without a mortgage is nearly twice that of the state as a whole. These factors illustrate how the lower cost of living in Cumberland helps to compensate for a large portion of the income disparity with the rest of the state and may result in a similar or slightly higher percentage of disposable household income despite the relative income disparity.

- Despite a persistently high unemployment rate and a nation-wide contraction in the labor force the number of employed residents in Cumberland increased slightly from 2000-2009.

D. Economic Initiatives

Overall low incomes and high levels of poverty, especially among senior citizens, remain significant hurdles for the city to overcome. Achieving improvement in those areas will likely require some combination of entrepreneurial support to promote successful home-grown businesses, attracting higher wage employers from outside the area in business sectors that generate significant support and spin-off business/employment opportunities (generate high employment multiplier benefits in the local economy), and strategic investments in higher education/employee training opportunities. To help achieve these general objectives, the city's Economic Development Commission recently refined and expanded the city's Economic Development goals through a community-wide strategic planning effort in 2013 and 2014.

The resulting 2014 Strategic Economic Development Plan replaced all previous economic development plans. The 2014 plan engaged a broad and diverse citizen and stakeholder base in the community and conducted a more detailed assessment of the city's market potential for new business and job growth. The resulting plan identified a number of new strategies and expanded on past initiatives, including the city's potential to capitalize on the growing "rural sourcing" trend by targeting entrepreneurial back office and remote businesses in internet-based information technology companies that are prevalent in the nearby major metropolitan areas. The new plan recommends targeting smaller growth industries and businesses that are footloose (capable of relocating), offer high wages, and would benefit from the city's proximity to larger urban markets and abundant recreational amenities as a strategy to stimulate employment growth and expand the city's tax base.

When evaluating the merits of new business or industrial opportunities in the city, it is important to consider the overall multiplier effect of the business on the area's economy. Businesses that retain more of the company's profits in the community, offer above-average wages and salaries and future growth potential, rely most heavily on other local businesses for their supplies or raw material needs, and establish firm ties to the local community will have the greatest and most long-term impact on the city's economy. The city should aggressively seek and promote businesses that satisfy these essential criteria.

1. Incentive/Support Programs & Resources

The City of Cumberland routinely partners with Allegany County and the State of Maryland to offer/access a wide array of local, state, and Federal economic development incentive grant, loan, and tax credit/deferral programs to support local economic development initiatives. As of the writing of this plan, at least 18 different support programs were being offered to eligible economic development projects and applicants. These support programs help promote local business development and investment by reducing the cost of business start-up and development. Several of the programs can be combined to support projects that satisfy the basic eligibility requirements. The future availability of these incentives, grants, and loans depends upon continued funding and program reauthorization. The following list provides a brief overview of the current economic development incentive and support programs that the city offers.

- **Enterprise Zone Tax Credits -** Businesses locating in Cumberland and Allegany County's designated Enterprise Zones may be eligible for income tax credits and real property tax credits in return for job creation and investments made in the zone.
- **Federal Historically Underutilized Business (HUB) Zone Contracting Program -** The HUB Zone Empowerment Contracting program was enacted into law as part of the Small Business Reauthorization Act of 1997. The program encourages economic development in designated HUB zones through the establishment of preferences. SBA's HUB Zone program is an effort to promote economic development and employment growth in distressed areas by providing access to more Federal contracting opportunities.
- **Lenders Loan Pool -** This program was created to encourage development of the Cumberland Downtown area by financing the start-up costs and renovations of businesses relocating and/or expanding within the Central Business District. Loans ranging from $10,000 - $100,000 are provided at competitive interest rate for a maximum of 60 months and can be used for expenses such as inventory, leasehold improvements, equipment, and receivables.
- **Job Creation Tax Credit -** This program offers state income tax credits to businesses that create a minimum number of new full-time positions of $1,000 to $1,500 per job created in a designated "revitalization area."
- **Maryland Neighborhood Business Works Program -** Is the State's premiere small business loan program providing competitively-priced, flexible financing for the costs associated with business startup and expansion.
- **One Maryland Tax Credit -** Businesses that invest in an economic development project in Cumberland may qualify for project tax credits and start-up tax credits.
- **Workforce Training -** Allegany College of Maryland provides customized short-term and long-term employee training programs for local and regional companies for employees at all levels of experience.

- **City of Cumberland Historic District Tax Incentive Program** - For qualified renovations that have been approved by the city's Historic Preservation Commission.
- **Allegany County Historic District Tax Incentive Program** - Provides a tax assessment freeze equal to that received through the City of Cumberland's program.
- **Maryland Sustainable Communities Rehabilitation Tax Credit Program** - Provides Maryland income tax credits based on a percentage of the qualified capital costs expended in the rehabilitation of a "certified historic structure.
- **Maryland Historical Trust Historic Preservation Loan Program** - The Maryland Historical Trust administers loan programs that assist both bricks and mortar activities such as the acquisition and rehabilitation of historic properties and the development of heritage tourism-related businesses.
- **Maryland Historical Trust Grant Programs -** The Maryland Historical Trust administers six separate grant programs that assist in a wide variety of historic preservation-related activities.
- **Federal Tax Incentive Program -** This program enables the owners or long-term leaseholders of income-producing certified historic structures (listed in the National Register of Historic Places, or a contributing element within the boundaries of an historic district), to receive a federal tax credit.
- **Arts & Entertainment District Rehabilitation Tax Credit Program -** A tax credit will be provided on city real property taxes for properties wholly or partially constructed or renovated to be capable for use by a qualifying artist or arts enterprise located within the Arts & Entertainment District.
- **Arts & Entertainment District Admissions & Amusement Tax Exemption Program -** Enterprises dedicated to visual or performing arts located within the Arts & Entertainment District are exempt from the collection of the State of Maryland's Admissions and Amusement Tax.
- **Arts & Entertainment District Income Tax Subtraction Modification Program** Qualifying artists who own or rent residential real property in the Arts & Entertainment District, may be eligible for a Maryland personal income tax subtraction modification to eliminate state and local income tax on their income from the sale, publication, or production within the District of their artistic work that is written, composed, or executed within the District.
- **Virginia Avenue Targeted Area Revitalization (VAATR) Tax Incentive -** This program provides flexibility to the owner to make improvements to his property and be eligible to receive property tax credits outside the structure of the Historic District guidelines.
- **Virginia Avenue Enterprise Zone for Revitalization Area (VAEZRA) Program -** The local standards of the Gateway Enterprise Zone are amended by the city and county to include mercantile, retail or service activity, eligible for Enterprise Zone benefits in the Virginia Avenue area.

Portions of the City of Cumberland have been designated as a Sustainable Community by the Maryland Department of Housing and Community Development (DHCD). The City is working with DHCD to expand these boundaries to encompass the Bedford/Frederick Street area as part of its petition to renew its Sustainable Community designation in 2017. This boundary expansion is strongly recommended to ensure that the Commerce Business Center, an important business park and designated mixed commercial development site in the Conceptual Future Land Use Plan (Map 9) of this plan, is made eligible for the various development financing and tax credit programs and incentives offered through the Sustainable Communities program. A comprehensive listing of the various financing, tax credit, and incentive programs offered through the Sustainable Communities program to eligible properties can be obtained through DHCD, MDP, the City's Economic Development office, or the DHCD web site at the following URL: http://www.mdhousing.org/website/programs/dn/Documents/Benefits.pdf.

2. Revitalization & Redevelopment Projects

During the past decade, the city has undertaken two significant neighborhood revitalization and redevelopment projects in the Rolling Mill and Virginia Avenue/Chapel Hill neighborhoods. These projects were built around major street improvement initiatives for Maryland Avenue and Virginia Avenue.

The impetus for the Rolling Mill neighborhood revitalization initiative was the designation of the former B & O Railroad Rolling Mill plant as a "Brownfield" by the State of Maryland. Fears of potential contamination at the site frustrated redevelopment efforts for years. However, in 1997, the Maryland Department of the Environment approved a restoration and redevelopment plan for the site as the state's first Brownfield Redevelopment Project. Utilities to the property were upgraded and roughly half of the former plant site was redeveloped to create the new Queen City Centre shopping plaza. The plaza not only serves the essential shopping of neighborhood residents; it also draws residents from all parts of the city into the neighborhood.

The resulting growth in traffic spurred the city to undertake a major street improvement project for Maryland Avenue (eventually including portions of Cecelia, Williams, and Park Streets) to enhance vehicular and pedestrian access to the new plaza. Major funding for the project was contributed by the City of Cumberland, the Maryland Department of Transportation, the Appalachian Regional Commission, Community Development Block Grant funds and eventually embraced ARRA economic stimulus funding that emerged out of the 2007 Recession. Construction work on the project, which was divided into two phases, began in 2003 and was completed in 2008. The project included utility line replacement, sidewalk restoration and handicapped access improvements, street resurfacing, restriping and crosswalk improvements, and extensive streetscaping and signage improvements. The project also attracted significant private investment as new commercial uses were built, dilapidated buildings were removed and replaced, and deteriorating buildings were given significant facade facelifts.

Buoyed by the success of the Rolling Mill/Maryland Avenue project, the city moved on to Virginia Avenue to implement the revitalization recommendations outlined in the 2006 Virginia Avenue Corridor Redevelopment Plan. The project effectively extends the Maryland Avenue corridor improvements down Virginia Avenue to Industrial Boulevard. Like the Maryland Avenue project, the highway reconstruction project involved utility line replacement, sidewalk restoration and handicapped access improvements, street resurfacing, restriping and crosswalk improvements, and extensive streetscaping improvements. Project construction began in late 2009 and was completed in late 2011.

The Virginia Avenue project also included significant neighborhood revitalization elements from the 2006 Redevelopment Plan, including significant improvements to restore the Springdale Street Park. Some elements of the plan proved too costly or infeasible, including the design and construction of a bus transit pavilion and gathering place. Several of the projects were either more costly or required contributions of private land that simply were not able to be realized. By and large, the public realm improvements were designed and completed as consistently with the spirit and intent of the plan as was feasible. In 2008, the city was successful in obtaining a "Maple Street" designation for Virginia Avenue under the Maryland Main Street Program. The primary objective for this program is to foster residential revitalization within the context of historic preservation. It complements and expands upon the "Main Street" program that has helped revitalize the city's downtown core by emphasizing a similar incremental, long-term, community-wide effort for neighborhood revitalization.

The new HRDC Building on Virginia Avenue

The overall project was supported by numerous additional public and private investments in the deteriorating buildings along Virginia Avenue and in the surrounding neighborhood. One of the biggest investments was the construction of the new Human Resources Development Commission (HRDC) complex on the site of the former Virginia Avenue School building that had been previously removed. The $5.3 million, two-story building became the city's first major construction project to utilize "green building" design concepts to conserve energy and treat stormwater. The building boasts a green roof with vegetation designed to absorb significant portions of the stormwater runoff that would be created by the building. In addition, the building's design helped restore the Virginia Avenue streetscape by filling in a glaring gap in the commercial street façade and it incorporated design elements that reflected the outstanding historic architectural elements of the previous neighborhood school building. Finally, the new building brought a large pool of workers to

Virginia Avenue, which provided a much-needed source of consumers for the remaining businesses on the Avenue.

Numerous private property investments emerged out of the project as well. Sheetz expanded its existing operation at the corner of Virginia Avenue and Industrial Boulevard and additional new businesses and offices were built around that intersection, including the Allegany Radio Corporation office, and Rite Aid. Some of the older commercial/residential buildings on adjoining streets have been revitalized and reused, including the ongoing restoration of 313 Springdale Street that will contain a ground floor commercial neighborhood laundry and upper floor apartments. The City of Cumberland also established a Virginia Avenue satellite office for use by the city's Economic Development staff during the revitalization effort and extended its economic development grant and loan assistance programs (outlined in the previous section of this Chapter) to support both residential and commercial building revitalization. A total of $20,000 in CDBG Micro Enterprise Grants was awarded to 5 businesses in the neighborhood, and an additional $4,000 in commercial façade improvement grants was awarded to 2 businesses. On the residential side, 17 homeowners received a combined total of $68,468.56 in residential façade grant assistance.

Virginia Ave. Building before rehab work

Virginia Ave. Building after rehab work

In 2011, the city, in cooperation with the Canal Place Preservation and Development Authority, the National Park Service, and the Downtown Development Commission, initiated a Heritage Area Management Plan effort to update and expand upon the 1998 Downtown Design and Development plan. Originally intended (as noted in the Neighborhood Element of this plan) as a new Downtown plan, the scope of the initiative was greatly expanded to engage the governing bodies of the Baltimore Street and Canal Place commercial districts to promote and ensure a more unified downtown commercial

district. The scope of the planning effort expanded further when the boundaries of the Heritage Area were extended beyond Canal Place following the Western MD Scenic Railroad and Great Allegheny Passage trail to Frostburg. Ultimately, the draft plan proposes to extend the heritage area east along the Canal to the Washington County line and west and south from Frostburg to Mount Savage and Lonaconing. In pursuing this partnership, the joint effort was able to tap into a larger pool of funds to manage and finance the cost of the project. This plan, once completed, will include specific recommendations for future improvements to and revitalization of the city's central business district and will serve as a technical supplement to this Comprehensive Plan.

As recommended in the Neighborhood Element of the 2013 Comprehensive Plan, the city's next revitalization and redevelopment effort was to focus on the Baltimore Avenue/Goethe Street corridor. Baltimore Avenue is destined to become a more important gateway into the city as growth and development along the Willowbrook Road corridor progresses. The two corridors meet at Exit 44 of I-68. In addition, Baltimore Avenue itself is rapidly deteriorating from heavy traffic demand and has a curve with a dangerously tight curb radius that needs to be improved to promote traffic safety. The Neighborhood Element envisioned that the city would expand upon the street improvement project, as was successfully done on Maryland Avenue and Virginia Avenue, to provide additional streetscaping improvements, sidewalk repairs, and similar building façade improvement funding.

Unfortunately, contraction in local, state, and federal funding support for neighborhood investment projects of this nature resulted in a highly constrained and limited design scope for the proposed Baltimore Avenue street project. The overall scope was reduced to a mill and overlay project (asphalt resurfacing) with the associated sidewalk and curbing improvements limited to essential ADA handicapped accessibility upgrades only. Insufficient funds were available to pursue other sidewalk improvements or streetscaping. While improvements to the unsafe street curve will be made, the level of improvement that can be accomplished under the project was reduced because the cost of acquiring the necessary right-of-way to significantly widen the curve exceeded the initial project funding. Consequently, many of the additional neighborhood revitalization elements envisioned to be undertaken in association with the project will have to be postponed until additional program funding can be secured.

Additional future priorities for cooperative street/neighborhood revitalization projects around the city have been identified. Priority areas include the Greene Street corridor and the Mechanic/Centre Street corridor. A complete street plan for the Greene Street corridor was initiated in 2014 with funding assistance by the Cumberland Area MPO. The proposed "Riverwalk" pedestrian trail from Riverside Park to the YMCA complex on Kelly Road, as discussed in the Parks and Recreation Section of the Municipal Growth & Land Use Chapter of this plan, is envisioned to serve as a complementary recreational improvement for the Greene Street corridor project. Initial conceptual design work on the Riverwalk trail project was also initiated in 2014.

E. Economic Development Goals/Strategies

The City of Cumberland has an established record of providing extensive technical and financial assistance to encourage economic revitalization and has undertaken significant neighborhood revitalization projects to help spur economic revitalization. Further efforts are contemplated, should the financial resources needed to undertake them become available. In addition to these projects and programs, the city's Economic Development Commission worked to prepare a new Economic Development Plan in 2014. The resulting 2014 Strategic Economic Development Plan (prepared by RKG Associates), and all future amendments, is hereby referenced as a stand-alone component of the 2013 Comprehensive Plan. Based on detailed socio-economic and real estate market analyses, which are described in detail in the plan, the plan identifies three primary growth industries or target markets that the city should aggressively pursue to expand its economic and employment base. They include:

1. **Back Office and Remote Business Services** – focused primarily on internet-based administrative, professional and technical research/modeling businesses that represent a growing presence in the Pittsburgh, Philadelphia, Baltimore, and Washington metropolitan areas.

2. **Health Care and Social Services businesses** – which build upon the strength of the existing health care industries in the City (predominantly within the Willowbrook Road Corridor).

3. **Arts, Culture, Tourism, and Recreation businesses** – which build up the growing arts and entertainment district theme in downtown Cumberland and Canal Place.

To focus the city's efforts in implementing the plan's recommendations, the plan outlines and identifies a number of "opportunity areas" where the City's economic revitalization efforts should be targeted. These areas include sites in the downtown central business district, the Willowbrook Corridor, and South Cumberland. Several of these areas have been identified as infill and adaptive redevelopment areas in other chapters of this plan. The overarching principles guiding the plan's overall economic development strategies are:

- Promote a "unity of vision" for Cumberland's economic development efforts,
- Take advantage of local, regional, and state-wide initiatives, and
- Look beyond the "traditional" economic development efforts.

ACTION ITEMS

1. Implement the strategies outlined in the Strategic Economic Development Plan, as may be amended. The Cumberland Economic Development Corporation's Board of Directors should monitor progress in implementing the Strategic Plan and recommend revisions where needed to ensure continued expansion and revitalization of the city's economic base.

2. Work cooperatively with the Canal Place Preservation and Development Authority and the Downtown Development Commission to implement the strategies outlined in the 2012 Heritage Area Management Plan.

3. Continue and improve the current working relationship between the city of Frostburg and Allegany County Economic Development Departments to provide seamless support for economic development initiatives throughout Allegany County.

IX. Municipal Growth

The overall vision of the 2013 Comprehensive Plan, as articulated in the Introductory chapter to this City-Wide Element, is to revitalize the city's economy, reverse the historic pattern of population decline, expand the city's tax base, and provide reliable employment opportunities with strong wage growth potential for its citizens. In so doing, the city desires to preserve, strengthen, and promote those elements of the city's environmental and cultural heritage that contribute greatly to the city's distinct character and constitute valuable assets to the city's revitalization and redevelopment efforts. The specific goals and action strategies of this chapter draw upon growth capacity analyses and recommendations outlined in prior chapters of this plan to define a coordinated land use and annexation plan that will advance that vision.

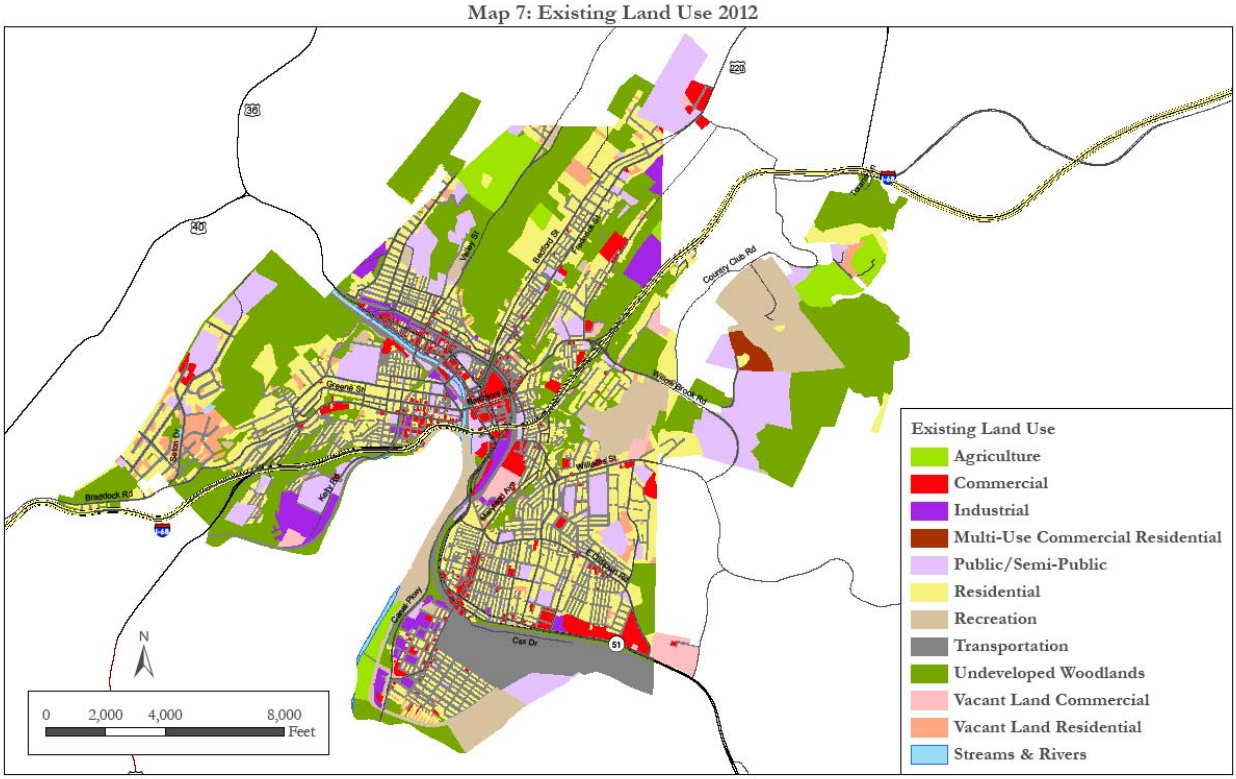
GOALS

1. **Assess Cumberland's future development potential and identify prime and strategic locations within the city for infill development.**
2. **Develop a conceptual land development plan to promote balanced redevelopment, infill development and new greenfield development opportunities to guide future growth and revitalization in Cumberland.**
3. **Cooperate with Allegany County officials to improve consistency in development regulations and standards, across governmental boundaries.**
4. **Identify and pursue sufficient annexation opportunities to satisfy future growth needs.**
5. **Comprehensively update the city's land development codes (Zoning and Subdivision Regulations) to implement and promote the land use and growth objectives of this plan.**

A. Existing Land Use

The 2012 Existing Land Use Map (Map 7 below) for the City of Cumberland shows that undeveloped and vacant lands represent the largest existing land use category in the city by acreage. Nearly one third of all land in the city is classified as vacant or undeveloped, most of it in forest cover.

Map 7: Existing Land Use 2012



More detailed data on the area (in acres) within the city committed or dedicated to each land use classification depicted on Map 7 is shown below in Table 21 – Existing Land Use. The table also includes the land use acreages identified in the Existing Land Use Map from the city's previous planning effort, the 2004 Comprehensive Plan. When comparing acreage data between the 2004 and 2012 surveys, it is important to understand that differences in mapping scale and land use classifications affect the estimated acreages and overall changes in acreage. One important change is the inclusion of a "transportation" category in the 2012 survey, which includes street rights-of-way and public parking areas. In the more generalized 2004 survey, streets and parking areas were included as part of the adjoining predominant uses, resulting in larger acreage totals for the primary land use categories (commercial, industrial, residential, etc.). Although differences in mapping methodologies affect the overall magnitude of the land use changes that occurred between 2004 and 2012, a few general patterns and trends can be gleaned from the data in Table 21.

Table 21 - Existing Land Use (2004, 2012):

	Estimated Acreage		% Of Total Acres	
Land Use	**2004**	**2012**	**2004**	**2012**
Agriculture	45.9	208.0	0.8%	3.2%
Commercial	259.8	269.7	4.6%	4.2%
Industrial	338.7	169.0	5.2%	2.6%
Multi-use Commercial/Residential		35.5	0.0%	0.5%
Public/ Semi-Public	510.5	693.9	7.9%	10.7%
Residential:	1,869.6	1,596.9	28.9%	24.7%
Single Family Low Density		635.1	0.0%	9.8%
Single Family Medium Density		894.8	0.0%	13.8%
Multi-Family	33.8	67.0	0.5%	1.0%
Recreation	389.0	466.0	6.0%	7.2%
Transportation		933.7	0.0%	14.4%
Undeveloped Woodlands	2,219.0	1,807.2	34.3%	28.0%
Vacant Lots:		284.0	0.0%	4.4%
Commercial		104.3	0.0%	1.6%
Residential		180.3	0.0%	2.8%
Total Acres	**5,632.5**	**6,464.0**		

SOURCES: 2004 Comprehensive Plan, Table 1.
2012 Existing Land Use Survey, City of Cumberland.

The 2004 land use survey divided undeveloped land into two general categories—land with and without severe development constraints. Nearly half of the undeveloped land in the city is constrained by environmental factors, primarily steep slopes and floodplains. For the 2012 land use survey, a more detailed assessment of severe development constraints was conducted by mapping steep slopes (in excess of 25%) using five foot contour intervals, 100-year floodplains, and wetlands according to the U.S. Fish and Wildlife's National Wetland Inventory. This analysis revealed that at least 35% of all lands in the City of Cumberland are compromised, to some degree, by severe constraints to development. As explained in the Natural and Historic Resources chapter, these areas are subject to significant development limitations under the city's zoning ordinance and other applicable state and federal environmental regulations.

The 2012 Land Use Map shows a pattern of great diversity in land uses across the city that is characteristic of communities developed largely before the introduction of zoning. The mix of uses is most intense in the oldest and earliest developed parts of the city. Cumberland was initially developed intensively in order to accommodate a high rate of growth in an environment where transportation options and topographical constraints encouraged high density land development patterns. The city's zoning ordinance, which was first adopted in 1944, has been designed to accommodate that

predominant high density development even though standard development patterns in subsequent years favored far lower development intensities driven largely by significant transformations in transportation options. As a result, the city's current zoning permits and encourages a higher intensity of development than has been driven by real estate market forces since the ordinance was adopted.

After undeveloped lands, residential uses constitute the second most prominent land use category in the city. According to the 2012 land use survey, approximately 25% of all land in the city is devoted to residential uses. Although Table 21 shows a slight decrease in residential land use acreage from the 2004 survey, virtually all of this loss can be attributed to the separate classification of rights-of-way acreages and vacant residential lots neither of which was mapped separately in the 2004 land use calculations. Additional losses in residential use acreage can be attributed primarily to demolitions of blighted and unsalvageable homes and, to a far lesser extent, conversions of homes to office and other nonresidential uses.

The only other land use classifications that comprised at least ten percent of the city's overall land area were transportation (railroads and streets) and public/semi-public uses (government buildings, churches, schools, hospitals, utilities, etc.). Although transportation facilities were not mapped in the 2004 survey, public/semi-public uses showed a slight increase between 2004 and 2012. Most of the actual growth in this land use category can be attributed to the recent construction of the Western Maryland Regional Medical Center complex.

To more clearly understand recent development activity and land use pattern changes within the City of Cumberland between the years 2008 and 2011, staff researched subdivision and site plan approvals, recorded subdivision plats, and building permit approvals for new construction and the property locations for which the approvals were issued. This information was obtained from the Planning Commission's Annual Reports covering that span of time.

Residential development activity over the past four years has been concentrated in two broad areas of the city. Most of the new single family detached homes built over the period tend to be located in the city's west side, especially in the Dingle/Haystack Neighborhood, where most of the larger undeveloped residential lots are located. Higher density residential developments (single family attached and multi-family residential buildings) tend to be located in the eastern and southern sections of the city. These latter areas have experienced most of the city's residential redevelopment activity involving the conversion of older single-family detached homes and vacant former nonresidential buildings into new apartment and townhome projects. Several of these redevelopment projects have taken advantage of the city's "group development" zoning provisions, which gives the developers flexibility to work with the Planning Commission to modify standard zoning dimensional requirements to address specific site development constraints in moderate-to-high density development settings. Nonresidential development activity has occurred at significantly lower levels and tends to be more scattered around the city's commercial zoning districts.

B. Future Development Needs

As discussed occasionally throughout this plan, the city's established development patterns reflect a traditional compact urban development setting characteristic of the Victorian era, which was the period in time when most of the city was built. The intensive development footprint pervasive in Cumberland today represents a significantly higher density than was typically developed in comparably sized suburban cities that emerged after World War II. What limited development that occurred in the Cumberland Metropolitan Area during the past 50 years is reflected most prominently along U.S. Highway 40 and Maryland Route 53 in LaVale. That development pattern is characterized by individual, incremental, large-lot development with segregated uses primarily designed to be accessed by cars. In contrast, the city's development pattern more closely resembles the functionally integrated, mixed use, walkable environment that Maryland's Smart Growth policies and PlanMaryland promote.

When deciding how Cumberland should develop over the lifespan of this Comprehensive Plan and beyond, the need and potential for redevelopment, adaptive reuse, and infill development within the city's existing fabric must be balanced and weighed against the need and potential for new "greenfield" development on undeveloped and/or newly annexed lands. The city's ultimate future development needs will depend on a number of independent factors including, but not necessarily limited to, landowner preferences for development intensity, changes in zoning regulations, changes in state and federal regulations that impact land development, shifting real estate market conditions, land availability, and the overall health of the economy. The potential for redevelopment and adaptive reuse of older buildings often depends on incentives, grants, and tax credits that offset or reduce the higher up front and fixed costs associated with revitalization and redevelopment. This section of the Municipal Growth chapter provides guidance on future development patterns, development capacity within the city's current limits, and future annexation potential. This analysis builds upon analyses undertaken in previous chapters including:

- Overall population, household, and growth trends discussed in the Demographics chapter.
- An inventory of sensitive natural and historic resources in the Natural and Historic Resources chapter.
- Analyses of public facilities and infrastructure service capacities in the Water Resources, Community Facilities, and Transportation chapters.
- The housing needs assessment in the Housing chapter.
- Economic development needs and policies outlined in the Economic Development chapter.

Potential future residential development needs were introduced and discussed in the Housing chapter. That analysis concluded that, in order to support up to 15 percent population growth, the city will need to provide up to 1,428 new dwelling units. Before the city can confirm the balance between redevelopment, infill development, and annexation that may be needed to serve that housing need in accordance with the overall vision of this plan, an evaluation of the city's existing land availability for

future development or "build-out analysis" must be conducted. This assessment is a required element of all Municipal Growth elements under The Land Use Article of the Annotated Code of Maryland.

C. Development Capacity Analysis

As required by The Land Use Article, the city analyzed the capacity of land areas within the city to accommodate future growth, based on current zoning. The analysis conducted for this plan is an update and refinement of the 2009 development capacity analysis compiled by the Maryland Department of Planning (MDP) for the city's first Municipal Growth Element. MDP's initial analysis for the city determined that the city's current zoning buildout allowed an additional 2,601 housing units to be constructed without annexing any new lands. However, the model's initial calculation was unable to capture a number of important development capacity limitations.

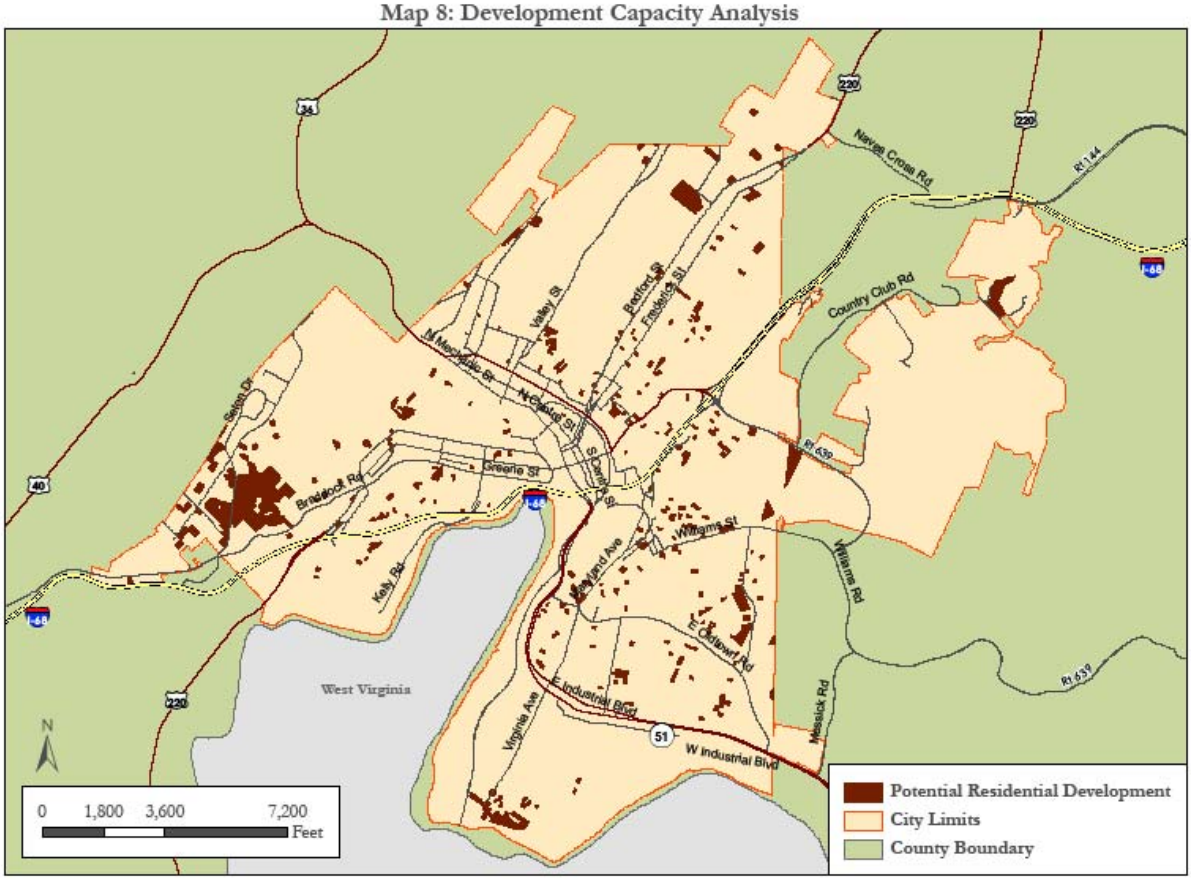
In updating and refining MDP's initial calculation, the city has utilized more detailed land use and topographic data and evaluated site-specific zoning design constraints on underdeveloped parcels that effectively constrain more intensive future development opportunities. Most of this additional information was either not available when the initial capacity analysis was conducted or was not fully considered due to statutory time constraints to adopt the initial Municipal Growth Element. In addition, the 2012 analysis calculates the city's residential development capacity under both high and low density zoning potential because many vacant or underdeveloped parcels simply cannot be developed—due to practical infrastructure, environmental, and engineering constraints—to the highest development potential permitted by the applicable zoning.

The resulting map of potential future residential development opportunities that emerged from the city's analysis is presented in Map 8 below. This map illustrates that most of the future residential development potential is concentrated on the city's west side and more specifically within the Haystack/Dingle neighborhood. As noted in the Housing chapter, these areas contain the majority of the larger vacant undeveloped residential parcels and have experienced most of the individual single family detached home development that has occurred in the city over the past four years (as documented in the Existing Land Use section of this chapter). It is also the highest value residential neighborhood in the city. Consequently, future residential development in those areas can be anticipated to occur predominantly at the lowest zoning potential, which is wholly consistent with the current development patterns throughout that area.

The other sections of the city exhibit more scattered infill residential development and redevelopment opportunities. These areas are not as conducive to large scale residential development because the lot sizes tend to be very small and they are highly scattered. Many of these lots are located in the residential areas identified as distressed by the 2002 Faux Group housing conditions study, and they are located in areas where significant conversion of single family to multi-family homes has occurred. Consequently, future residential development of these scattered lots is likely to occur predominantly at

the higher development intensity, but at a significantly lower pace of build-out commensurate with significant neighborhood housing condition improvements.

Map 8: Development Capacity Analysis



The raw development potential data generated by the map concludes that a total of 570 vacant residential parcels (lots of record) are available for future development throughout the City of Cumberland in 2012. The city's ultimate zoning build-out capacity for future residential dwelling units under the low intensity development scenario is 462 units. Under the high intensity development scenario, the residential development capacity would be 1,062 new units.

The Housing chapter concluded that up to 428 (30%) of the potential 1,428 total dwelling units the city that would be needed to accommodate planned future population growth should be provided through infill development and redevelopment within the city's current limits. The 2012 development capacity analysis confirms that, even under the low density development scenario, the city has sufficient residential development capacity to accommodate those units through infill development on vacant lots and/or rehabilitation or redevelopment of existing older homes. In all practical reality, the city should not assign full buildout of all potential infill residential development and redevelopment sites to occur within the planning horizon of the 2013 plan, even though a substantial portion of it would be needed to

accommodate the potential infill and redevelopment housing needs identified by this plan. Some of the city's current infill development potential may be needed to accommodate growth for future plans.

Once future residential infill and redevelopment needs have been addressed, the remaining 1,000 future residential units would need to be accommodated through some form of new housing developments or subdivisions. These new housing developments will require large undeveloped land parcels, generally consisting of five or more units Moreover, most of those developments can be expected to occur on parcels of two or more acres in size (especially for developments consisting of more than seven units). The 2012 development capacity analysis determined that the city effectively has 10 vacant and potentially developable residentially-zoned lots that are two or more acres in size, which could accommodate a total of 51 future residential units at the highest residential development scenario for those lots. Given the small inventory of land available for future large residential developments, it is difficult to know how much of it will be readily available for development when the need or opportunity arises. Consequently, the vast majority of these new housing units will constitute demand for the annexation of new land into the city over the lifespan of this plan.

The city acknowledges that it has many infill development and redevelopment opportunities, but these areas cannot accommodate all of the growth that the city ultimately hopes to achieve. Only a portion of the growth and development that the city is working to realize will be specifically tailored and well suited to the available supply of infill development opportunities. The conclusion that a potential development project does not, for one or more reasons, fit cleanly into an established neighborhood does not make it inherently undesirable for the city to accommodate. The city's need for renewed growth and new housing alternatives has been well established within this plan and such development may be desired to better manage the burden of property taxes on residents, provide essential job opportunities within the city, satisfy special development or market needs within the area, and promote environmentally responsible expansion of the city. Therefore, the city must be prepared to offer a wider range of future development opportunities to serve special needs. This essential need is the driving force for the future annexation plan.

D. Future Land Use

In translating the overall vision for this plan into a future land use map, the city desires to strengthen and aggressively promote revitalization and redevelopment of its existing commercial districts. This plan already presumes that 30 percent of all future residential development needs can be satisfied through infill development and redevelopment within the current city limits. To promote this objective, the Housing chapter has greater emphasis on residential neighborhood vitality and improvement in existing housing unit conditions to help promote increased residential redevelopment investment.

In order to maintain the vitality and strategic importance of the downtown area as the cultural, governmental, and economic heart of Cumberland, the city also should continue its ongoing efforts to reinforce and expand the 'arts and entertainment' theme espoused by the 1998 Downtown Design and

Redevelopment Plan and the new 2012 Heritage Area Management Plan. Recent statistics from the city's Main Street Program, discussed in the Center City section of the Neighborhood Element, document that downtown Cumberland has experienced considerable success in attracting new businesses and reducing upper floor vacancies in the downtown area by pursuing this theme. Additionally, the city's Economic Development Strategic Plan promotes the development of post-secondary educational institutions within the downtown area as a strategy to increase professional employment opportunities and to strengthen residential demand in the downtown and adjoining residential neighborhoods. This strategy builds upon the potential youth and professional residential market that offers the brightest prospects for revitalization and rehabilitation of the inner-city residential units. It also expands the downtown business market and encourages greater pedestrian activity in the downtown area at all hours of the day.

This plan also assumes that the positive image and visibility of the city's established and historic commercial districts will attract a slightly higher share of future commercial development than the city's existing residential neighborhoods may attract in future residential revitalization and redevelopment. The city's Economic Development Strategic Plan has been designed to place a strong emphasis on commercial and employment-generating development within the city. Therefore, this plan will further presume that up to 50 percent of all future non-residential development will occur through infill development and redevelopment within the city's current limits.

Ideally, the city will also be able to annex substantial undeveloped and underdeveloped tracts of land in the Willowbrook Road corridor to support new comprehensive and functionally integrated mixed-use developments at comparable urban densities to create an attractive and cohesive up-scale '21st Century gateway neighborhood' for the city. Future development design within this proposed new neighborhood should capture and reflect common and historic design features reflected in the city's established neighborhoods to ensure consistency.

Such a neighborhood design, tastefully integrated into the fabric of the emerging community, should add significant value to the city's tax base, thereby generating the local resources needed to help fund public facility improvements and support the ongoing revitalization of the city's older established neighborhoods. It also would create a more inviting and positive image for the city which, in turn, would reinforce the growing recognition of Cumberland as a good and vibrant investment market. That image is essential to help the city achieve its planned growth objectives as outlined in this plan and bring value to the public facility investments that will be necessary to support them.

The rapid pace of change and potential for future development in the Willowbrook Road Corridor, demonstrates a need for a cooperative city/county planning and zoning study of the area. Since only portions of the Willowbrook Road Corridor are within the city limits and the city may not be able to annex the entire area that will eventually be developed, the city and county must work cooperatively to manage the growing development potential in that corridor. A special focus on development form and

design is desired to ensure that the area develops in a pattern, scale, and manner that complements and reinforces the city's established and historic development pattern.

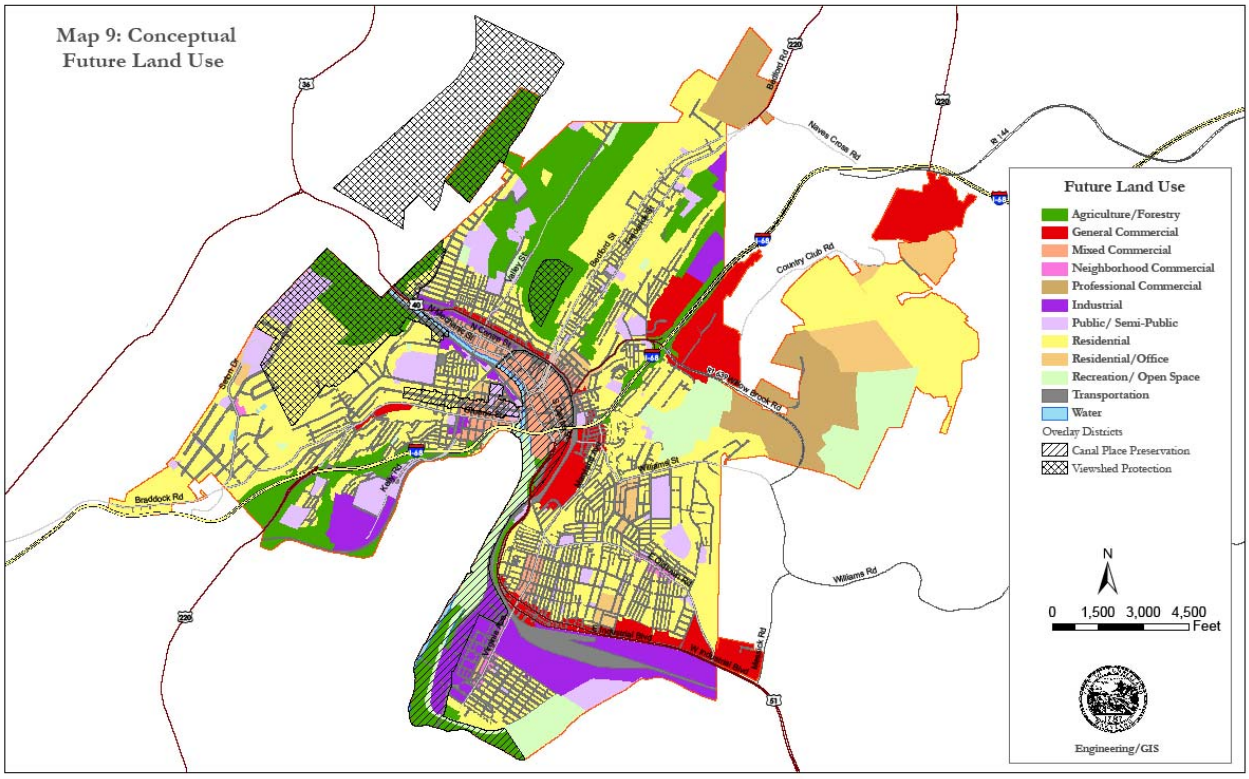
This joint city/county planning corridor planning effort also should evaluate the need and feasibility to expand the street network in the Willowbrook Road Corridor to provide multiple routes of travel and access points to the corridor. Such a street network would alleviate potential congestion on Willowbrook Road, provide more convenient access for residents in the surrounding neighborhoods, provide access to lands not fronting on Willowbrook Road for future development/redevelopment, and establish a development pattern that is more consistent and compatible with the rest of the city. Planning for this future street network will also require the cooperation and involvement of the Maryland Department of Transportation.

The new Western Maryland Regional Hospital

In anticipation of this proposed intergovernmental corridor planning effort, the city has engaged the three major employers along Willowbrook Road (the Western Maryland Health Systems, Allegany College, and the Allegany County Health Department) in a cooperative effort to plan an expanded pedestrian and bicycle network that will interconnect the three agencies and make it easier for students, patrons, and employees circulate between the agencies without inducing additional automobile traffic and congestion. The three institutions have already established overlapping programmatic and cooperative initiatives that strengthen the professional education and health care focus and image of the corridor. By developing a pedestrian and bicycle network and supporting facilities that physically unites the three separate professional service institutions, the nucleus of a distinctive and cohesive campus center can be created that can serve as a design model and focus for future development patterns throughout the corridor. Ideally, the broader future intergovernmental highway and development planning effort envisioned by this plan should be designed to promote and build upon the campus center that is beginning to emerge from this initial interagency planning initiative.

In recognition of these desired growth and development aspirations, the city has prepared a Conceptual Future Land Use Map (see Map 9 below) to illustrate how the existing land use patterns discussed earlier in this Municipal Growth Chapter are anticipated to evolve. This Conceptual Future Land Use map provides opportunities for continued coordinated revitalization of the city's existing neighborhoods

and promotes infill residential development where those opportunities have been identified in the city's development capacity analysis. The map also addresses specific neighborhood needs for neighborhood retail development and for additional development stability to protect established residential land values. Consequently, the map serves as a general land use guide for future zoning and rezoning decisions in accordance with the overall vision and objectives of this Plan.



An explanation of the classifications used on the map is necessary to understand how these land use classifications should be guided and achieved through zoning. The specific future land use classifications and the zoning districts intended to support or implement them are as follows:

AGF – Agriculture/Forestry – This category encompasses the city's two existing farm properties and undeveloped woodland that are anticipated to remain undeveloped during the planning horizon for this Plan. The most sensitive areas of these areas to development (due to steep slopes and high elevations) are subject to the city's Viewshed Protection Overlay District, which applies special aesthetic and natural resource protection standards for development. The subject properties are eligible for the Conservation and Estate Residential base zones, which are the city's most restrictive base zones for development. Agricultural and Forestry uses are permitted by right within these zones. A portion of the undeveloped woodlands along the summit of Haystack Mountain is subject to the Suburban Residential base zone due to the availability of

water and prior recorded residential lots. However, significant portions of that area adjoining the Narrows have been acquired by Allegany County or are targeted for preservation under the State's Rural Legacy Program, and are further protected from intensive development by the Viewshed Protection Zone.

CG – General Commercial – This category has been applied to areas within the city developed or intended to be developed by the most traditional commercial uses, which includes retail, offices, professional businesses, service businesses, and similar associated uses. These areas tend to be almost exclusively commercial uses, many of them located on major (Arterial and Collector) highways and primarily serving city-wide or regional markets. These areas are currently zoned or would be appropriately zoned Highway Business, Commercial Business, Gateway Commercial, and or Central Business District, depending on the specific mix of uses that exist within each area or that are desired to be generally compatible with surrounding districts and neighborhoods.

CM – Mixed Commercial – This category is intended to capture predominantly commercial districts that also have a significant mix of uses, including high density or upper floor residential uses, public and semi-public uses, and urban parks. These areas constitute the most intensively urban districts in the city, including the city's Central Business District and the Virginia Avenue commercial district. Appropriate base zones for these areas include Central Business District, Highway Business, and Local Business, depending on scale and context. The Highway and Local Business zones may be used as transitional zoning districts between the most urban mixed use areas and traditional highway or intensive neighborhood commercial areas until such time as demand or need for a greater mix of uses in the transitional areas justifies a rezoning to Central Business District.

CN – Neighborhood Commercial – This category provides for a smaller scale of commercial, office, and institutional uses, primarily intended to serve a neighborhood market. Many of these areas are smaller in size and concentrated around major intersections or streets in or between higher density residential districts. The most appropriate base zones for these areas are Local Business and Residential-Office.

CP – Professional Commercial – This is a special future land use category that encompasses the city's two major "professional business parks." The first such park is the Commerce Center Business Park on Bedford Road, a significant portion of which is within the city limits, and a new professional campus center that this Plan hopes to encourage in the Willowbrook Road corridor, centered around Allegany College, the Western Maryland Regional Medical Center complex, and the Allegany Health Department. The adjoining church property is included in the designated area for the Commerce Business Park because it includes significant underdeveloped lands adjoining the park that could be appropriate for future expansion within the city—if needed. These areas are zoned and would be eligible for zoning as Business-Commercial, Residential-

Office, General Industrial and/or Local Business, depending on the specific mix of uses envisioned or desired for each park.

I – Industrial – This category encompasses the city's remaining industrial uses and represent areas with a strong potential for future light industrial and manufacturing operations. They tend to be located in areas convenient to major Arterial highways and rail transportation. The most appropriate base zones for these areas include General Industrial, Gateway Industrial, and Business Commercial. The city's new Adaptive Reuse Floating Zone was designed to provide greater flexibility in redeveloping and revitalizing many of the city's abandoned industrial properties.

PSP – Public/Semi-Public – This category recognizes existing major public and semi-public uses, including churches, cemeteries, medical, clinical, dental, and nursing home facilities, government and educational facilities, major utilities, and the like that are not located in more intensive commercial or industrial areas. Many of these facilities are scattered throughout the city's residential neighborhoods and are intended to provide essential neighborhood-scale services to those areas. These areas are appropriate for a wide range of residential and commercial base zones (depending on specific neighborhood conditions) within which they are permitted conditionally or by right.

R – Residential – This category covers the most purely and exclusively residential areas in the city and the vacant, undeveloped, or underdeveloped properties that provide the best opportunities for residential infill, revitalization, and redevelopment consistent with Maryland's Smart Growth Vision. These areas are zoned or appropriate for any residential base zone within the city, as may be appropriate for existing or desired densities and dwelling unit type mixes.

RO – Residential/Office – This category covers smaller residential areas that have experienced transitional office and professional use development or would be desirable for such future transitional or mixed development. These areas would be appropriately zoned Residential-Office, although large undeveloped or desired redevelopment parcels designated by this category would be appropriate for future Group Development to provide greater design flexibility.

ROS – Recreation/Open Space – This category encompasses existing public and private parks and recreational areas, as well as any undeveloped lands intended or potentially desirable for future recreational areas. These areas are appropriate for any base zone within which such uses are permitted conditionally or by right—as may be compatible with adjoining or surrounding uses.

T – Transportation – Areas identified on the Future Land Use Map as "Transportation" encompass existing or proposed street and railroad rights-of-way and parking facilities and are not intended

for alternative development. These areas may be subject to any of the city's base zones as may be dictated by adjoining predominant uses.

W – Water – This category applies exclusively to major standing water bodies (rivers, streams, and ponds) that are not available for future intensive development. Many of these areas are currently and appropriately zoned Conservation, but may be zoned consistently with adjoining or surrounding areas.

E. Annexation Plan

The creation of a plan to guide municipal annexations for the next 20 years is, at best, a highly speculative science. While municipal governments in Maryland have the power to initiate an annexation of adjoining unincorporated lands, the outcome of the process is never and has never been in the city's exclusive control. The city's legislative body cannot act on a proposed annexation without first obtaining consent from at least a portion of the affected voters and property owners. Even if that initial consent has been obtained, an adopted annexation cannot become effective until at least 45 days after the date of adoption, during which time a portion of the affected residents, a portion of the city or town's residents, or the County Commissioners can compel a referendum vote on the annexation the results of which could reverse the municipality's annexation.

Assuming that the city is successful in obtaining consent to annex adjoining unincorporated land, its authority to zone the land for desired development is subject to consistency with the county's zoning of the property (for up to five years after annexation) or consent from the County Commissioners for alternative zoning. Under the new requirements of HB-1141 (2007), cities and towns are required to present their Municipal Growth Elements (including their future annexation plans) to the local County Commissioners and work to address or mediate any differences that may arise during that review. Depending upon the resolution of that process, the ability of municipal governments to control their future growth and expansion plans may be further constrained. It is important to understand these municipal growth constraints, since they can make it harder for a city to manage its tax base, revitalize its economy, or effectively compete with neighboring communities for essential job opportunities.

Identifying targeted areas for future annexation is made even more difficult for the city because many unincorporated properties adjoining or just beyond the city limits currently receive municipal water and sewer service, which often serve as the greatest incentives for annexation into the city. Although the city has amended its water and sewer connection policies over time and now requires a pre-consent to annexation agreement before extending water to customers outside the city, the city may never be able to annex many properties in the annexation area that currently receive those services. The combination of all these constraints to annexation has resulted in the often odd-looking, sinuous extensions of the city's boundaries that have emerged in recent years.

The overarching goal of this annexation plan is ***to identify adjoining land areas with strong potential for future growth that will provide opportunities for land uses that may not fit well into the city's existing developed lands***. The city acknowledges that it may never be able to annex many developed parcels within the defined future growth area that are closest to the current city limits for any or all of the reasons outlined above. Therefore, the city has defined its future growth and annexation areas broadly enough to encompass lands that could be annexed to satisfy its future development needs, even though it is recognized that only a portion of the lands within those boundaries may eventually be annexed.

In identifying these potential future annexation lands, the city hopes to develop policies and regulations that will ultimately create the city's 21st century neighborhood in the Willowbrook Road corridor—a new community that complements the city's current development patterns, provides a strong and cohesive "sense of place," exhibits a development pattern and design that creates greater harmony and compatibility between land uses and development projects, and provides a new outlet for development that often cannot occur in the city today.

Map 10 shows the areas that the City of Cumberland has identified as targeted annexation areas. These areas define the boundary of the future growth area within which the city will entertain annexation petitions in accordance with Maryland annexation law. The boundaries of this area are the same as identified in the city's 2009 Municipal Growth Element. The boundaries generally represent the areas surrounding the current city limits that are planned for potential future annexation into the city to satisfy its future growth needs. Since most of the original boundary lines were delineated in 2004 without specific regard to parcel lines, those parcels located within that the annexation area and that may be divided by the annexation area boundaries are considered eligible for future annexation into the city.

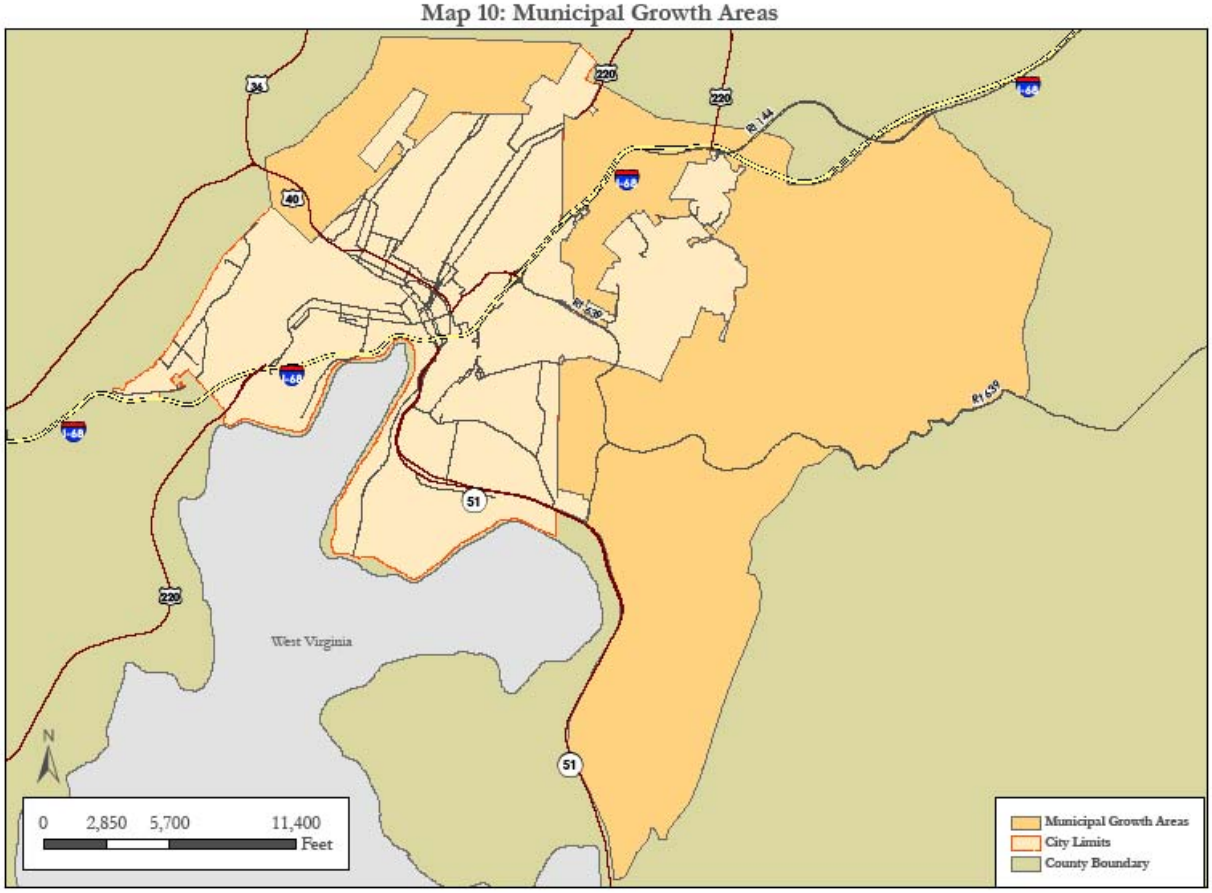
While the city does not have the unilateral authority to annex any specific lands encompassed within this potential annexation area, it has pursued and will continue to pursue annexation opportunities within that area as they arise. To help encourage those opportunities, it is the city's current policy to require annexation for all unincorporated properties adjoining the city's boundaries or a pre-consent to annexation agreement for all unincorporated properties that are not currently contiguous with the city's boundaries in order to receive municipal water and sewer service.

Another factor that complicates the city's ability to project how much development will occur within the designated future growth area is the prevalence of steep slope, floodplain, and wetland constraints to development. As noted throughout this plan, these environmental constraints to development compromise—to some degree—most of the undeveloped lands in the Cumberland area, and the specific extent to which future development will be impacted by them on any given parcel cannot be fully or reliably known until the parcels are surveyed and engineered for development. The development potential of these lands has become even harder to reliably predict due to recent changes to the State's stormwater management planning requirements. Under these changes, the ultimate permitted development capacity of undeveloped lands under zoning must first be based on the capacity of the

land to retain and infiltrate the stormwater runoff generated by the proposed development. That capacity is very difficult to reliably project on lands with extreme topographical and hydrologic constraints without a detailed survey and engineering assessment.

Future annexation opportunities within the western sections of the potential annexation area (along the slopes of Haystack Wills Mountain) are most likely to be driven by this need or will occur in response to the plan's recommendation to incorporate the remaining undeveloped lands along the mountainsides to provide expanded protection of the scenic amenity afforded by the forested slopes adjoining the Narrows. Annexations in these areas, if they occur, are not expected to satisfy a significant amount of the city's potential growth over the next 20 years, due to the limited number of existing residential lots within those areas and the desire for expanded protection of the slopes that serve as the rural transitional buffer on the city's west side. However, since portions of the Wills Mountain summit adjacent to the Narrows are owned by Maryland DNR as part of the undeveloped Wills Mountain State Park (which the city leases from DNR), annexation of that property may help satisfy the State's land-based standards for recreational open space.

Map 10: Municipal Growth Areas



Most of the city's anticipated future demand for annexation and new development is expected to occur on the city's east side building upon the emerging Willowbrook/Williams/Messick Road corridor. Since adoption of the prior Comprehensive Plan in April 2004, the Mayor and City Council have enacted seven annexations which added a total of 637.9 acres to the City's corporate boundaries. These annexations increased the size of the city to approximately 10.17 square miles. All of the lands annexed over this period are located on the city's east side, and all but two of these properties are located between I-68 and MD Highway 51 in the area loosely identified as the Willowbrook/Williams/Messick Road corridor. The only annexations that occurred outside of that corridor were the incorporation in 2008 of an additional 5-acre lot in the Commerce Center business park and the former Farley's Foodland (Sheetz) property, both of which are located along Bedford Road near the Naves Crossroad intersection. All of the annexations that occurred during this period were within the eastern portions of the potential annexation area boundaries designated in the 2004 Comprehensive Plan.

The Willowbrook/Williams/Messick Road corridor is the focus of intense development demand associated with and supporting the Allegany College and Western Maryland Regional Medical Center campuses. The city's future annexation potential is greatest in and adjacent to this corridor because the scale of development activity is too great to be supported by the limited county infrastructure and services in that area. Consequently, the largest portion of the city's future annexation area is designed around and builds upon that corridor on the city's east side.

As Cumberland seeks new land to accommodate some of the more land-intensive uses to the city's expanding professional employment base and housing supply (as articulated in the Future Land Use section of this chapter), the east side (with a focus on the Willowbrook/Williams/Messick Road corridor) must be seen as a prime and logical location for those future developments to occur. Again, it must be stressed that the city does not anticipate that every parcel of land within the municipal growth area will be annexed by the city and/or fully developed within the 20-year planning horizon—only that the city's *best opportunities* to annex the new lands it will need to realize the 20-year growth opportunities discussed in this plan are *most likely to be realized* on the city's east side. The fact that the city has identified a larger potential annexation area than it actually anticipates annexing and developing is dictated *not* by excessive growth aspirations, but by the recognized constraints on the city's authority to unilaterally decide which properties it can annex to provide future development, and environmental limitations to full development.

In attempting to estimate the amount of land the city may need to annex within the targeted annexation area to accommodate the potential rate of future growth and development discussed in this plan, the first step is to estimate the number of future residential units that may need to be accommodated on annexed lands. This plan has been designed to determine if and how the city can support a 15% increase in total population over a 20-year planning horizon. This population growth rate would increase the city's 2010 population by 3,141 persons. Assuming an average household size of 2.2 persons, as determined from the 2010 Census (please see Table 5 in the Demographics chapter) this population growth translates into 1,428 new households that the city must accommodate by 2033. As

stated in the Housing chapter and reaffirmed in the Development Capacity Analysis Section of this chapter, at least 30 percent of these new homes (428 units) can be realized through infill development and adaptive re-use development within the city's current limits. As a result, the remaining 1,000 future homes will be built on lands yet to be annexed within the targeted annexation area (municipal growth area).

The next step in the process is to translate the 1,000 new homes planned for future annexation lands into an estimated *developable acreage* figure. Much of the future residential demand in the planned annexation lands is expected to occur on somewhat larger lots than typically exist within the city. However, some of the housing on the planned future annexation lands (especially condominiums and apartments) can be accommodated through higher density or integrated mixed use development (upper story residential units in commercial buildings) reflecting a more traditionally urban pattern. The larger single family housing units representative of 'executive housing' may result in lots ranging from a minimum of one-half acre in size to lots as large as 2-4 acres depending on desired amenity factors. Housing designed for senior citizens or retirees in independent living situations may range from one-third to one-half acre in size. The more urban residential development forms (apartments, nursing homes, and condominiums) could result in residential densities ranging between 3.5 and 10 units per acre. The actual acreage needs for these residential housing types will vary further depending upon the actual number or distribution of future units in each category. To simplify the analysis, this plan assumes that the overall average residential density will be 3.5 units per acre of *developable* land area, which satisfies the current minimum requirements for the developable lands to qualify for inclusion in the city's Priority Funding Area. Based on that assumed average residential density, the city would need to annex at least 286 new acres of *developable* land area to serve the planned future residential growth.

However, the planned residential growth will induce, attract, or require a certain additional level of future nonresidential development to provide the jobs, shopping opportunities, services, and recreational needs of the new residents. According to the 2012 existing land use analysis compiled for this Plan, the city has 1,596.7 acres of residentially developed land and 1,168.1 acres of land developed for associated non-residential land uses (retail, office, industrial, and institutional/semi-public uses). These non-residential uses encompass the range of supporting uses that should accompany the planned residential development in the future annexed areas of the city. Those patterns reflect an average ratio of 0.732 acres of non-residential uses for every acre of residentially developed land. When this factor is applied to the amount of land needed for future residential development, the corresponding *developable* land acreage needed to accommodate future supporting non-residential uses is estimated to be roughly 209 acres. Combined, the city anticipates that roughly 495 acres of developable land area would need to be annexed into the city during the next 20 years to accommodate that portion of Cumberland's potential future growth that may not be developable with the city's current boundaries.

The city also desires and needs to provide public recreational land to support the planned future neighborhood in the Willowbrook/Williams/Messick Road Corridor. The Evitts Creek floodplain adjacent to the corridor would provide an ideal location for a linear greenbelt with passive recreational trails

through the planned neighborhood. This concept is recommended by the city's 2008 Trails and Bikeway Master Plan. In addition, the city would desire to provide basic improvements to support passive recreational uses, such as picnic areas, multi-purpose practice fields, and possible camping areas for the trail system, if such opportunities become available. The overall floodplain is quite large, but estimates of its actual acreage are not available. This plan assumes that an additional 200 acres or more may be needed to encompass a reasonably improvable portion of the floodplain. In all likelihood, this estimated acreage will be a very small portion of the total floodplain area that the city may have to annex to serve those recreation objectives. Serving this recreational need increases the total buildable land acreage need to an estimated 695 acres.

Finally, it is necessary to recognize the development impacts of severe environmental constraints within the targeted annexation area. The city needs to annex about 695 acres of developable and recreational lands to serve its planned growth. However, a significant portion of the properties that eventually will be annexed will be compromised by steep slopes, floodplains, and wetlands. According to the natural resources mapping assessment compiled for this plan roughly 35% of all land in the City of Cumberland is compromised by severe development constraints (steep slopes, floodplains, and wetlands).

The practical effect of this severe environmental constraint assumption is that only about 60 percent of any property annexed will be suitable to accommodate the 695 acres of developable land that the city needs to accommodate potential future growth. Another way to conceive this development limitation is to understand that every property annexed by the city to acquire six acres of developable land will also include about four additional acres of undevelopable land. As a result, the projected amount of developable land the city needs to annex to accommodate potential future growth must be increased accordingly to reflect the amount of land on any given property that will be unsuitable for that development. To do so, the developable land budget (695 acres) must be divided by the percentage of land in the municipal growth area that is deemed developable (60%). **The resulting estimated land area needed to accommodate that portion of the city's potential growth that cannot be accommodated exclusively within the current city limits would be approximately 1,158 acres or up to 1.8 square miles.** This plan has clearly documented that Cumberland already possesses the public facility and infrastructure capacity to support the new development that additional land could generate.

F. Sensitive Areas Impacts

As required by The Land Use Article (amended in 2007 by HB 1141) municipal governments must address the need to protect environmentally sensitive areas that could be impacted by development within the plan's future municipal growth area. Although some of these sensitive areas may not be located within the city's boundaries today, the city must consider strategies to protect them if they are brought into the city by a future annexation during the lifespan of this plan. This section of the Municipal Growth Chapter is intended to serve as a supplement to the Natural and Historic Resources chapter of this City-Wide Element to address sensitive areas outside the current city limits but within the city's targeted future annexation areas (see Map 10 in the previous section).

The primary floodplains and major wetlands within the city's proposed and potential annexation areas that represent sensitive areas in need of protection are located along Wills Creek, the North Branch of the Potomac River, Willow Brook, Evitts Creek, and Elk Run. The latter four water bodies are all located in or adjacent to the city's prime development corridor along Willowbrook, Williams, and Messick Roads. Evitts Creek is the primary stream (and most vulnerable to development pressures) within the corridor that the city will target for aggressive conservation and protection. It is envisioned the floodplain will be protected as a 'greenbelt' and potential wildlife corridor for the city's east side, and will eventually include a 'hiker-biker' trail and other passive recreational amenities to serve the future residents and employees that will live and work along that corridor. The portions of Wills Creek on the city's west side above the flood control project are intended for viewshed protection as part of the scenic 'Narrows,' if and when annexed by the city. The city's Floodplain and Stormwater Management Ordinances will afford additional water quality and natural resource protections as future development of these areas occur.

Map 2 in the Natural Resources Chapter of the plan shows the locations of Ecologically Sensitive Areas (ESAs) identified by the Department of Natural Resources (DNR) in and around the City of Cumberland. Based on the targeted future annexation areas delineated on Map 10 in the Targeted Annexation Areas section of this Chapter, three Ecologically Sensitive Areas that are not currently within city limits (and otherwise recognized and addressed in the Natural Resources and Water Resources Chapters) may be brought into the city *if* and *when* those lands are eventually annexed.

The first of these ESAs is located on the summit of Wills Mountain nearly one mile northeast of the Narrows. This ESA is located on land currently owned by the Department of Natural Resources and is part of the Wills Mountain State Park. Although only a portion of the park property is located within the current city limits, the city holds a long-term year lease on the entire park property. The lease includes provisions for forest resource management of the property, which would remain in effect if and when the rest of the park land is eventually annexed by the city. The portions of the park property that are currently within the city are zoned "Conservation" and are subject to the city's "Viewshed Protection Ordinance," both of which place extreme limitations on future development activities. These same zoning protections should be extended to the rest of the Wills Mountain State Park, if and when the rest of the property is annexed.

The other two areas are located on the City's east side within and adjacent to the proposed Willowbrook/Williams/Messick Road growth corridor. One is a sensitive floodplain area adjacent to Evitts Creek north of the Cumberland Country Club and the second is on a 1,050-foot ridge to the east of Christie Road just below its intersection with Hardman Road. Both of these lands are privately owned at this time, but, if annexed by the city, would be subject to management and protection under Section 6.11 (Preservation of Habitats of Threatened and Endangered Species) of the Cumberland Zoning Ordinance, which contains specific standards that provide for coordinated project review by the DNR. In addition, the ESA in the Evitts Creek floodplain would be subject to the city's floodplain and stormwater

management ordinances, which are designed to protect water quality and natural watercourses from development impacts. A non-tidal wetland permit may be required from the Department of the Environment and/or a Section 404 wetland permit from the U.S. Army Corps of Engineers for certain development activities within the Evitts Creek floodplain. The review procedures for either of these special permits would afford DNR with additional formal opportunities to comment on the ecologically sensitive nature of affected area.

The ridgetop ESA east of Christie Road is currently zoned "Conservation" by Allegany County. As noted in the introductory narrative to the Future Annexation Plan section, the city is generally required to zone this area consistent with the county's current zoning for at least five years after annexation. Given the sensitive nature of the ESA, the city would be obliged to designate that area for Conservation zoning, which would afford the same development protections that currently apply. Additional protections can be imposed by the city's Viewshed Protection Overlay Zone, which is appropriate for sensitive ridgelines and imposes specific design standards that would reduce development potential in sensitive areas.

G. Rural Buffers & Transition Areas

Rural buffers and transitional areas are intended to provide a land development pattern and speculative land value 'break' between urban growth areas and the surrounding rural environment. The prevailing theory behind this concept is that rural buffers will help reinforce urban development patterns and defined city boundaries while reducing the economic pressures for scattered or "leap-frog" development in outlying rural areas. Many people appreciate a sharp transition from rural to urban environments, and a strong rural buffer can be a pleasing aesthetic quality that contributes to a positive public image for a community. Such buffers can help maintain viable farm and forest lands near city boundaries, preserve scenic vistas and sensitive natural areas, and reduce public infrastructure improvement costs by reducing the demand for extensions in low density environments. However, the creation of rural buffers can be politically controversial and perceived as burdensome by affected property owners when they are imposed through unilateral downzonings.

In the Cumberland area, rural buffers and transitional areas have occurred quite naturally by virtue of the steep mountain slopes and ridgelines that define the city's distinctive backdrop or natural skyline. It is anticipated that these natural slopes will continue to serve as the defining rural transitional area for the city for years to come, provided that intensive ridgetop development can be avoided. The city's current Viewshed Protection Overlay Zone, which applies to prominent and scenic undeveloped ridgelines in the city, and the Gateway Commercial and Industrial Zones, which apply to the National Road corridor leading to and from the Narrows, are designed to afford those protections in a manner consistent with the viewshed guidelines of the 2012 National Road Corridor Partnership Plan.

Since the greater Cumberland area is logically planned to serve as the county's primary economic and growth center and future land development opportunities are confined to narrow valley floors along the major highway and utility corridors, there may be limited opportunities to create rural buffers between

the city and outlying areas outside of the forested ridgelines that frame the surrounding landscape. The issue of managing and preserving the city's major entranceways or gateways is more of a development design issue, if the city and county are to achieve their growth and revitalization aspirations. That is precisely why the city developed its Gateway zoning districts. However, those special zoning districts apply only within the current city limits. More consistent zoning and design standards between the city and county would help address these issues. The city should work cooperatively with Allegany County and other local governments along the National Road Scenic Byway to amend and expand the design guidelines in the Gateway zoning districts to promote context-sensitive development along the corridor in a manner consistent with the recommendations of the 2012 National Road Corridor Partnership Plan.

The city's ability to establish and maintain an effective rural buffer depends largely upon the efforts of Allegany County to honor the city's proposed annexation plans by exercising reasonable restraints on development potential within those areas and areas surrounding the city's established boundaries. Therefore, the city believes that cooperative planning and zoning efforts involving city, county, and MDOT officials (as has been specifically proposed by this plan for the Willowbrook/Williams/Messick Road Corridor) should be pursued to progressively plan for future growth and development in the most sensitive transitional areas surrounding the current city limits.

An additional approach to manage development potential within the rural transitional areas surrounding the city without imposing severe land value reductions on rural property owners would be to consider a cooperative intergovernmental "Transferable Development Rights" (TDR) program that would allow property owners in the county's rural buffers to sell their development options to infill developers within the city in exchange for a density bonus. Current state law allows for the creation of TDR programs within individual counties and municipalities, but it is not clear if that authority would provide for the transfer of development rights across municipal boundaries. This concept has been raised in recent years within planning circles in other parts of the state, but the actual mechanics of such a system have yet to be devised in any detail. The city and county should work cooperatively with the Maryland Department of Planning to further evaluate this concept as a means of establishing meaningful transitional areas around Cumberland, where topographical constraints will not serve as an effective buffer.

H. Plan Implementation

This City-Wide Element of the 2013 Cumberland Comprehensive Plan has outlined a general vision to guide the renewed growth and revitalization of the city and a series of goals and action strategies to direct the specific priority initiatives intended to help the city take measurable strides towards achieving that vision within the next twenty years. In making this statement, it is important to realize that the city may not fully achieve within the next twenty years. Many factors can emerge throughout the implementation process that directly will influence the course of this plan (including both planned initiatives and implementation priorities), such as:

- Changes in the composition and priorities of the Mayor and Council.
- The availability of required funding to finance specific projects and initiatives.
- The overall health of the regional and national economy.
- Cooperation from Federal, State, and local entities whose partnership and involvement is essential to successful implementation.
- Changes in Federal and State laws and regulations.
- Strategic investments from private businesses and corporations essential to support the ultimate vision of the plan.
- Subsequent determinations during plan implementation that some planned strategies are not feasible as proposed.

These factors validate the need for both flexibility in plan implementation and routine monitoring of progress to ensure that the city remains on the right track. In essence, the adoption of a plan does not mean the critical decisions are set in stone and the path is fixed. No plan is written or intended to serve as a static document. Plan adoption only establishes the starting point of the implementation process, which is the most costly and time-/labor-intensive aspect of the overall planning process or cycle.

The plan's goals and action strategies articulate the city's coordinated and comprehensive land development strategies intended to pursue plan implementation. Progress on implementing the planned initiatives will be monitored regularly by the city's planning staff and noted in the city's Planning Commission Annual Reports. These reports are reviewed and adopted by the Planning Commission after the conclusion of each calendar year and subsequently presented to and approved by the Mayor and City Council. Since the city is required to make each Planning Commission Annual Report available for public inspection and each Planning Commission meeting is open to the public, this process provides ample opportunities for public understanding of and involvement in the long-range implementation of the Plan.

Periodically during the plan implementation process, the Planning Commission will determine if the Plan should be revised or amended, as required by The Land Use Article of the Code of Maryland. As this plan was being finalized, changes in this provision of Maryland law were being considered that would allow the statutory plan review cycle to more closely align with decennial census data releases. If this change is adopted and enacted, then the next review cycle for plan update can be adjusted accordingly to ensure that 2020 Census data is available for inclusion in any necessary plan update or rewrite.

By preparing and adopting this Comprehensive Plan, the City of Cumberland has made a commitment to progressively influence and shape its future. Every effort has been made within the plan preparation process to engage citizens and property owners at the neighborhood level and to build a grassroots consensus on the city's future vision. The city has also committed to a process to monitor and adjust the plan's course as conditions demand. While the city remains determined to improve future conditions, full success will depend on the active cooperation and support of a wide array of partners and funding commitments. Consequently, the city's commitment in adoption this plan represents a

dedication to a partnership with its citizens, state and local governments, and the private business community.

ACTION ITEMS

1. Continue implementing an economic revitalization strategy for the downtown to strengthen its position as a regional center for tourism, specialty retail, and financial services as articulated in the Economic Development Strategic Plan. Work cooperatively with the Downtown Development Commission and Canal Place Preservation and Development Authority to maximize private sector development, including enhanced physical and programmatic connections. Continue to promote growth and redevelopment in Downtown Cumberland and the Virginia Avenue Corridor under the Main Street Maryland Five Points Approach:

    1.1. Design - enhance the physical appearance of the commercial districts by rehabilitating historic buildings, encouraging supportive new construction, developing sensitive design management systems, & long-term planning;

    1.2. Organization - seek to build consensus & cooperation among the many groups and individuals who have a role in the revitalization process;

    1.3. Promotion - support marketing the traditional commercial district's assets to customers, potential investors, new businesses, local citizens & visitors;

    1.4. Economic Restructuring -strengthen the district's existing economic base while finding ways to expand it to meet new opportunities & challenges from outlying development; and

    1.5. Clean, Safe, and Green - enhance the perception of a neighborhood through the principles of Smart Growth & sustainability.

2. Continue working with Arts and Entertainment District partners, including the Allegany Arts Council, to expand arts programming, support existing artists and art businesses, recruit new artists, establish new art businesses, support/promote tourism and economic development efforts, facilitate collaborations among community stakeholders, and improve “quality of life” for city residents.

3. Pursue the creation of a new urban “gateway” neighborhood on the city’s east side in the emerging Willowbrook/Williams/Messick Road Corridor. Future development within this corridor should have a cohesive design and development theme to create a strong sense of place and should allow for a mix of compatible and supporting uses.

3.1. Work with Allegany County officials to create a collaborative planning process that will lead to consistent development regulations and guidelines within this corridor between the city and county.

3.2. Promote functionally integrated mixed use development patterns and planned developments for large development projects within the corridor centered around a professional campus nucleus consisting of Allegany College campus, the Western Maryland Regional Medical Center complex, and the Allegany Health Department complex.

3.3. Utilize development incentives to encourage higher overall development densities and more creative development designs for clustered development within the areas of the corridor with the highest land development capabilities.

3.4. Encourage the preservation of the Evitts Creek floodplain for design and development as a passive recreational greenbelt through the proposed new neighborhood with links into the city's planned bicycle trail network as conceived by the 2008 Cumberland Trails and Bikeway Plan.

3.5. Work closely with the Maryland State Highway Administration to pursue highway and road improvements within the corridor that will create a future street network within the corridor to effectively distribute traffic, effectively serve and balance the needs of pedestrian, bicycle, commercial, and personal traffic, encourage multiple routes of access and circulation, and provide safe and efficient access to the most suitable lands for development. As a condition for development (where feasible), require the dedication of rights-of-way for service and/or parcels within the Willowbrook/Williams/Messick Road corridor as may be appropriate.

4. Building upon the intergovernmental planning effort recommended for the Willowbrook/Williams/Messick Road corridor, work with local government (county and municipal) officials throughout Allegany and Mineral Counties to establish a new intergovernmental long-range planning coordination committee for the Greater Cumberland Metropolitan Statistical Area consisting of appointed Planning Commission representatives from all participating jurisdictions as a forum to identify, evaluate, and coordinate shared regional planning and development issues that affect all communities in the metropolitan area.

5. Revise and adopt strategic amendments to the city's land development regulations (Zoning Ordinance and Subdivision Regulations) as necessary to implement the land development recommendations from this Comprehensive Plan.

5.1. Update the Group Development section of the Zoning Ordinance to provide more specific guidance regarding the specific allowable regulatory flexibilities and development standards,

based on the criteria and development standards adopted in 2011 as part of the Adaptive Reuse Floating Zone.

5.2. Conduct general housekeeping amendments to ensure regulatory consistency, correct for errors and omissions, and address recent statutory changes and court decisions that may affect regulatory compliance.

5.3. Create and incorporate a Planned Development floating zone into the City's Zoning Ordinance.

5.4. Implement permit streamlining and development incentives where beneficial and effective to promote and implement the recommended Economic Development and Revitalization goals and strategies specified in this Plan and the Economic Development Strategic Plan.

5.5. Update the Sign Regulations in the city's Zoning Ordinance to improve clarity and to address new forms of signage.

5.6. Evaluate the potential benefits of and need to create a new base zoning district to enhance the current Office Residential (R-O) Zone as applied to the Allegany College, Western Maryland Regional Medical Center, and Health Department Zones in the emerging Willowbrook Road Corridor to promote the eventual development of a professional campus nucleus for the surrounding neighborhood.

5.7. Evaluate the potential need for stronger design guidelines and/or incentives within the Gateway Commercial and Gateway Industrial Zoning Districts.

5.8. Incorporate greater setbacks for residential lots and fencing requirements along major railroad rights-of-way within the city's Subdivision Regulations.

5.9. Update the official Zoning Map to promote the coordinated development of the city and implement the land development recommendations of this plan and the Conceptual Future Land Use Map. Such changes should encompass, but not be necessarily limited to, the following considerations:

5.9.1. Evaluate zoning changes implemented as part of the 2004 Comprehensive Plan Amendment and determine where adjustments may be needed to better effect the intended/desired development pattern changes, especially in the Rolling Mills and Walsh/Humbird neighborhoods.

5.9.2. Consider rezoning stable residential properties along LaFayette Street to Office-Residential (R-O) to protect and support existing residential investments and eliminate

nonconformities while providing opportunities for compatible transitional business use in support of the proposed South End Industrial Park Feasibility Study.

5.9.3. Rezone the Cumberland Country Club property to Office-Residential to improve zoning consistency in the Willowbrook Road Corridor and to better reflect actual development potential. This property was zoned "Conservation" when it was annexed to ensure consistency with the applicable county zoning at the time of annexation and now needs to be rezoned consistent with existing use patterns and the city's future development and infrastructure expansion needs within the surrounding development corridor.

5.9.4. Consider rezoning a former manufacturing building at 143 East Offutt Street from Urban Residential to Business-Commercial (B-C) to permit light industrial or manufacturing/business uses. This property is directly across the street from the CSX I-G (General Industrial) Zone and is not economically adaptable to conforming residential uses.

5.10. Consult with MDOT officials to consider implementing new development standards for projects along State-designated Scenic Byways consistent with SHA's Scenic Byways CSS Guidelines, where such new development standards would not otherwise frustrate or conflict with the city's economic revitalization and development efforts.

6. Work cooperatively with Allegany County and other local governments along the National Road Scenic Byway to amend and expand the city's Gateway zoning district design guidelines as may be necessary to more effectively promote consistent, context-sensitive development in accordance with the applicable recommendations of the 2012 National Road Corridor Partnership Plan.

7. Document plan implementation as part of each Planning Commission Annual Report and evaluate the need to update or rewrite the Comprehensive Plan within the time frame specified by The Land Use Article.

X. Appendices

A. SB 236 Tier Map for Cumberland & its Municipal Growth Area

B. Listing of Cumberland Street Functional Classification Revisions

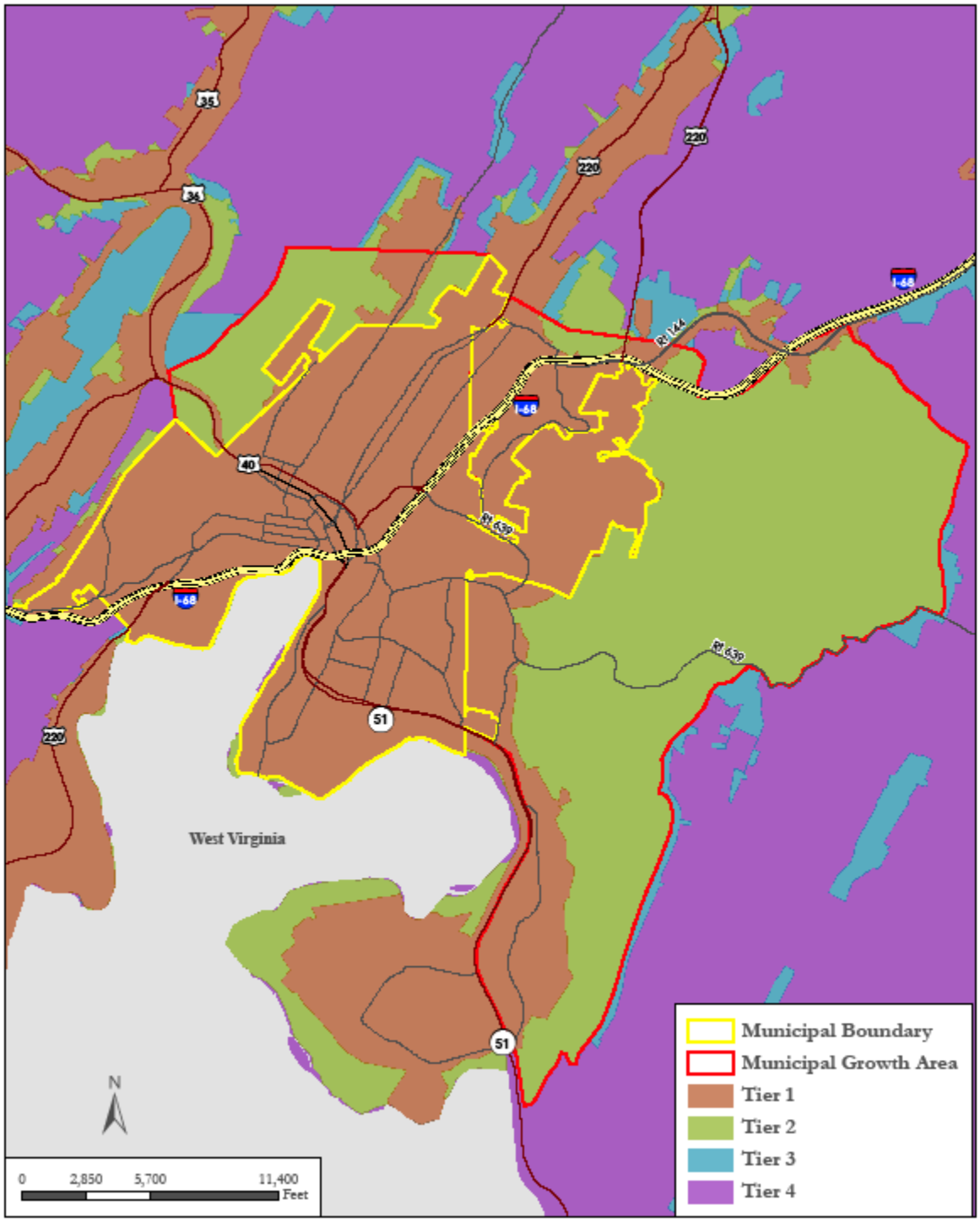
C. Allegany Transit System Bus Route Map

D. Cooperative Economic Development Agreement Fact Sheet

E. Adoption Resolutions

Appendix A
SB 236 Sewage Tier Map for the City of Cumberland and its Municipal Growth Area

Appendix A: Tiers For the City of Cumberland



Appendix B
Listing of Cumberland Street Functional Classification Revisions

Listing of Proposed Cumberland Street Functional Classification Revisions

As introduced in the Transportation Chapter of this Plan, City staff has reviewed the current approved Functional Classification Map for Allegany County (depicted in Map 5) and formally recommends the following revisions to the approved Functional Classifications of the city's highway network.

1. **Lamont Street (MU1975) from Industrial Boulevard (MD 51) to Virginia Avenue (MU3690) for a distance of 0.18 miles should be changed from Urban Local to Urban Minor Arterial.** City staff cannot understand why Lamont and Cresap Streets should be downgraded to Local streets when there is only one adjoining property accessed directly from the street and Lamont provides a critical traffic link between Industrial Boulevard and Virginia Avenue/Maryland Avenue (both of which have been improved by the city in recent years) and Oldtown Road—all of which remain classified as Arterials. It does not appear consistent with FHWA Functional Classification guidelines for 4 Arterials to be connected by a Local street that provides access to only one adjoining property.

2. **Second Street (MU 3210) from Industrial Boulevard (MD 51) to Virginia Avenue (MU3690) for a distance of 0.23 miles should be changed from Urban Local to Urban Collector.** Second Street, like Lamont, provides essential access to Industrial Boulevard (an Arterial) from the remaining section of Second Street that is classified as a Collector and the Virginia Avenue corridor (which is classified as an Arterial). The city further improved Second Street as part of the Virginia Avenue Revitalization Project to accommodate that traffic function. If the final link of Second Street cannot be legitimately classified as a Collector, the legitimacy of the Collector classification for the remaining segment of Second Street also may be questioned in future revisions of the Functional Classification map.

3. **Pine Avenue (MU2790) from Central Avenue (MU0672) Willowbrook Road (MD 639) for a distance of 0.59 miles should be changed from Urban Local to Urban Collector.** Pine Avenue provides essential access from Willowbrook Road to the Eastside Neighborhood residential community south of Interstate 68. It also provides an alternative access to Interstate 68 at the Maryland Avenue Exit for Willowbrook Road traffic should the Willowbrook Road Exit become blocked. The city views Pine Avenue as a potentially critical traffic circulation link in the future development of a more urban street network in the rapidly developing Willowbrook Road corridor. Reducing the Functional Classification for this street would negate its potential future value should growth along that corridor continue.

4. **Baltimore Street from Queen City Drive (MU2915) to Baltimore Avenue/Front Street (US 40 AL) for a distance of 0.03 miles should be changed from Urban Local to Urban Minor Arterial.** The city does not dispute the Functional Classification downgrade for Baltimore Street between Centre Street and Georges Street. This street has been closed to vehicular traffic since the late 1970s as part of the Baltimore Street Pedestrian Mall. However, Baltimore Street between

Queen City Drive and Baltimore Avenue provides a critical and essential traffic link across the CSX railroad and into the downtown Cumberland central business district from the commercial and residential neighborhoods east of the railroad. It also links two key north/south corridors (Henderson Avenue and Queen City Drive) on either side of the tracks. Henderson Avenue is classified as an Arterial and Queen City Drive is currently classified as a Collector. Since this section of Baltimore Street provides no direct access to adjoining private properties and only serves to link two critical traffic corridors, the city can find no reason consistent with FHWA guidelines to downgrade this street segment to a Local street.

5. **Fayette Street (MU1290) from Greene Street (MU1570) to Gephart Drive (MU1480) for a distance of 0.01 miles should be changed from Urban Local to Urban Collector.** This street provides an essential traffic conduit onto Greene Street (an Arterial) from the residential neighborhoods farther south along Gephart Drive and Brown Avenue.

6. **Allegany Street (MU0060) from Greene Street (MU1570) to Beall Street (MU0260) for a distance of 0.15 miles should be changed from Urban Local to Urban Collector.** This street segment receives residential traffic from neighborhood areas to the west and provides essential access to Greene and points north. The intersection at Greene Street is controlled by a traffic signal to facilitate protected access to and from that Arterial. Traffic on Allegany Street also may access the Lee Street I-68 westbound entrance via Beall Street.

7. **Beall Street (MU0260) from Allegany Street (MU0060) to Lee Street (MU1992) for a distance of 0.18 miles should be changed from Urban Local to Urban Collector.** This street carries significant traffic from the Lee Street Exit on Interstate 68 to Allegany Street and Kelly Road, which provides direct and exclusive access to the YMCA, the Allegany County Administrative Office, and an industrial area at the end of the road.

8. **Lee Street (MU1992) from Fayette Street (MU1290) to Greene Street (MU1570) for a distance of 0.16 miles should be changed from Urban Local to Urban Collector, and Lee Street (MU1992) from Greene Street (MU1570) to Beall Street (MU0260) for a distance of 0.14 miles should be changed from Urban Local to Urban Minor Arterial.** This street provides a direct link between two Arterial streets and is directly served by an Exit from Interstate 68. Traffic volumes on Greene Street change significantly at Lee Street due to that exit. The intersection of Lee Street and Greene Street is controlled by a traffic signal.

9. **Kelly Road (MU1880) from Beall Street (MU0260) to the end of the road for a distance of 0.9 miles should be changed from Urban Local to Urban Collector.** This street provides essential access to several large trip attractors—the YMCA, the Allegany County Administrative Office, and an expanding industrial area. It also provides an important link between downtown Cumberland and a small residential neighborhood accessed by Springfield Boulevard.

10. **Wempe Drive (MU3790) from Oldtown Road (MU2630) to Industrial Blvd (MD 51) for a distance of 0.55 miles should be changed from Urban Minor Arterial to Urban Collector.** While Wempe Drive serves as an important connector to the South Penn Elementary School for traffic on Oldtown and Montgomery/Louisiana Avenue, it does not provide a through connection to Industrial Boulevard. Traffic going to or originating from Industrial Boulevard into the neighborhood is often more inclined to use South Street, which runs parallel to Wempe Drive. Consequently, the city feels that Wempe Drive and South Street function more as Collector pairs and should both be classified as such. This is the fundamental rational for proposed change #11 below.

11. **South Street from Oldtown Road (MU2630) to Industrial Blvd (MD 51) for a distance of 0.55 miles should be changed from Urban Local to Urban Minor Arterial.** Please refer to the justification for the Wempe Drive (#10 above) to explain the rationale for this proposed change.

12. **Willowbrook Road (MD39) from Baltimore Avenue (US 40 AL)/National Freeway (I-68) to Williams Road if it is not already recognized as an Urban Minor Arterial, it should be changed to that classification.** Willowbrook Road has become a significant growth corridor in the immediate Cumberland area, and is projected to receive considerable future development. Three of the city's (and area's) largest employers, Allegany College, the Allegany County Health Department, and the Western Maryland Regional Medical Center are directly accessed from this road. Willowbrook Road also provides direct access to and from Interstate 68. Two additional street segments that were recently acquired by MDOT (Williams Road and Messick Road) that link Willowbrook Road with Industrial Boulevard (MD Route 51) are already designated as Minor Arterials. A Minor Arterial classification for the Willowbrook Road section of that corridor would ensure functional consistency.

13. **Washington Street (MU 3750) from Cumberland Street (MU 890) to Fayette Street (MU 1290) for a distance of 1.18 miles should be changed from Urban Minor Arterial to Urban Local.** The pattern of traffic on Washington Street does not appear consistent with its Arterial designation. Through truck traffic has been prohibited on Washington Street due to complaints from residents of the street that trucks occasionally fail to make the turn off Baltimore Street onto Greene and find it difficult to get redirected into the regional highway network. The general topography of the street is very hilly, making it very difficult for the street to handle large volumes of traffic. Most of the traffic on the street above (west) of the Allegany County Courthouse is residential in nature. Furthermore, the CSX railroad overpass bridge is currently closed to traffic and, even when it was open, had a significant weight load limit. City staff can find no compelling technical reason to retain the street's current Arterial classification.

14. **Fayette Street (MU 1290) from Cumberland Street (MU 890) to North Allegany Street (MU0060) for a distance of 0.39 miles should be changed from Urban Collector to Urban Local.** The overall nature of this eastern segment of Fayette Street is residential. Most of the traffic

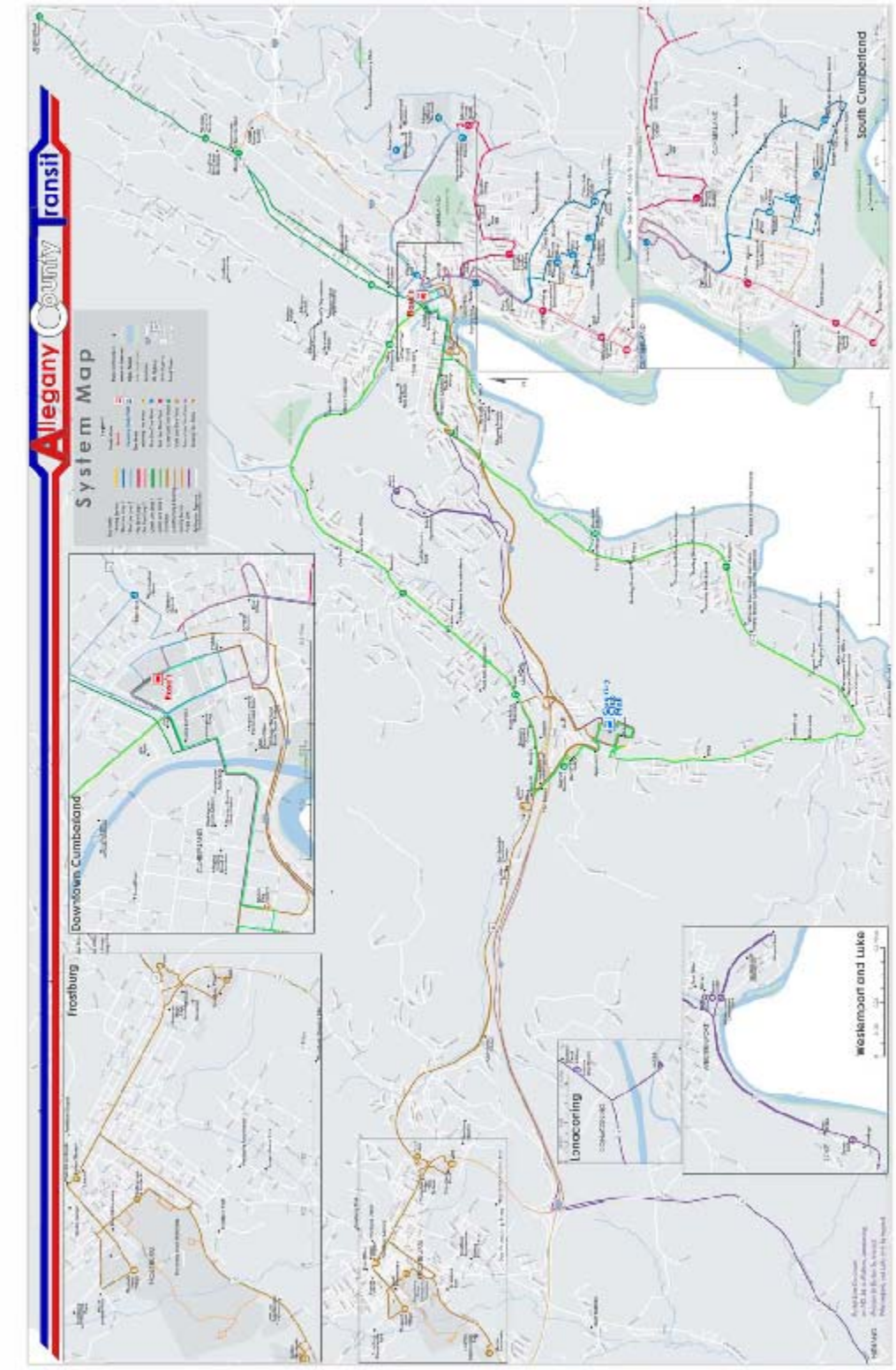
traveling across the Valley and Market Street bridges should be encouraged to use Cumberland Street. Consequently, the city can find no compelling reason to classify it as a Collector.

15. **Offutt Street (MU 2610) from Virginia Avenue (MU 3690) to the end of the street for a distance of 0.56 miles should be changed from Urban Local to Urban Collector.** The current Functional Classification system identifies no Collector streets in the Walsh/Humbird Neighborhood, despite the fact that Offutt Street provides essential access from Virginia Avenue to a major employer (the CSX railroad office), the city's sewage treatment plant on Candoc Lane, and the Mason Recreation Area. This street tends to serve as a Collector for the residential streets east of Virginia Avenue.

16. **West Elder Street (MU 1131) from Virginia Avenue (MU 3690) to the Canal Parkway (MD 61) for a distance of 0.27 miles should be changed from Urban Local to Urban Collector.** This street provides an essential connection between two Arterials (Virginia Avenue and the limited access Canal Parkway) for residential traffic throughout the Walsh/Humbird Neighborhood to avoid the Virginia Avenue/Industrial Boulevard intersection.

17. **Queen City Drive (MU 2915) from Winston Street (MU 3935) to North Mechanic Street (MU 2370) for a distance of 0.84 miles should be changed from Urban Collector to Minor Arterial.** This street is a divided highway that serves as essential north/south bypass of the downtown business traffic and has been designed to be the primary long distance truck traffic route between Interstate 68 and North Mechanic/Centre Street. Access from adjoining properties are limited to a greater degree than along the Mechanic and Centre Street corridors, so the city cannot find adequate justification to designate it as a lower Functional Classification than Mechanic and Centre Streets.

Appendix C
Allegany Transit System Bus Route Map


Allegany County Transit
System Map
Downtown Cumberland
Frostburg
Lonaconing
Westernport and Luke
South Cumberland

Appendix D
Cooperative Economic Development Agreement Fact Sheet

CDFS-1561-08

Industry Attraction Series

Cooperative Economic Development Agreements

David Civittolo
County Extension Director/Extension Educator, Community Development
OSU Extension, Medina County

Introduction

In 1999, the Ohio General Assembly passed legislation enabling local communities to create Cooperative Economic Development Agreements (CEDA). A CEDA enables townships, cities, and villages to cooperatively address concerns associated with diminishing local revenues, economic development, growth, and annexation pressures. A CEDA becomes a local community approach to solving economic development issues by providing local governments the ability to enter into legal agreements that will increase revenues and create jobs. The contractual agreements, which vary from jurisdiction to jurisdiction, have become a significant economic development tool for local communities since CEDA authorization in 1999.

What is a Cooperative Economic Development Agreement?

Under Ohio Revised Code, sections 701.07, a CEDA is determined by a contract approved by the legislative authorities of one or more contiguous city or village and one or more contiguous townships. Legislative authorities enter into such contracts to facilitate economic development, to create or preserve jobs and employment opportunities, and to improve the economic welfare of the people in the area. The program (CEDA) is designed to encourage cooperation among local communities and it is considered by many to be a mutually beneficial economic development tool. This cooperation takes the form of tax revenue sharing among municipalities and townships.

How is a CEDA formed between municipalities and townships?

A CEDA is formed when the legislative authority of a city or village, by ordinance or resolution, and township trustees, by resolution, negotiate to create a CEDA. Before entering into a CEDA, both parties to the agreement shall jointly hold a public hearing concerning the agreement specifics. The city or village and the township shall provide to residents of the affected territory at least thirty days public notice of the time and place of the public hearing in one or more newspapers of general circulation in that territory. During the thirty-day period prior to the public hearing, the agreement shall be made available for public inspection.

Specific language in the CEDA may contain the following:

- The provision of joint services and permanent improvements within the city or village and township
- The provision of services and improvements by a city or village in a township
- The provisions of services and improvements by a township in a city or village
- The payment of service fees to a city or village by a township
- The payment of service fees to a township by a city or village
- The issuance of notes and bonds, and other debt obligations
- The territory to be annexed to a city or village

- Any periods of time which no annexations can occur and any areas that will not be annexed
- Agreements with landowners within the CEDA territory concerning the provision of public services
- The earmarking by a city or village for its general revenue fund of a portion of the utility charges it collects from territory located within the CEDA
- Payments in lieu of taxes, to be paid to the township from the city or village.

How does a Cooperative Economic Development Agreement work?

A CEDA is meant to work in this way: Let's say a city or village and a township have an area of vacant land that they want to develop for commercial and industrial use. A CEDA could be created that would detail provisions of services provided by each jurisdiction, consensus on annexations and development standards, and payment of service fees. For example, the city or village could provide utilities to the designated area while the township could provide road maintenance. The two entities could enter into negotiations to create a CEDA, which would then allow a potential business to locate in the territory, require the city to extend its infrastructure, and enable the city to collect new income tax revenue from the jobs created by the industrial prospect and the township to collect an increase in property taxes on previously vacant land.

In the example above, the CEDA allowed the city and the township to meet the needs of the prospect without having to consider annexation and the city and township could collect additional taxes therefore increasing each entities revenue stream.

Advantages of a CEDA

State enabling legislation provides the framework under which a CEDA can be created. Beyond state oversight of the program's framework, local communities can use the program however they choose.

Advantages for a township

- Because townships are not permitted to collect income tax, the CEDA provides the ability to increase revenues in the form of increased property taxes on previously vacant land.
- The CEDA agreement designates periods of time that no annexation will occur.
- The increased revenue provides township officials a new funding source that will provide additional services to its residents at no further cost.

Advantages for a city or village

- The CEDA agreement enables a city or village to increase its income tax revenues.
- The agreement typically extends infrastructure utilities therefore generating additional revenue.
- The CEDA creates a cooperative arrangement with the township in solving local economic issues.

Conclusion

Since 1999, numerous Ohio communities have recognized the importance of working together with adjacent entities to create a Cooperative Economic Development Agreement. Many entities view a CEDA as an economic development tool that promotes local cooperation among townships, cities, and villages. The CEDA provides a mechanism by which townships and cities and villages can foster development activities in a specified area. With local entities struggling over diminishing revenues and demand for excellent services by their residents, it is important for them to cooperate and find a solution that will satisfy all parties.

References

Ohio Revised Code (online)
http://codes.ohio.gov/orc/701.07

Ohio Department of Development,
Office of Tax Incentives, Columbus, Ohio
http://www.odod.state.oh.us/cms/uploadedfiles/CEDASummary.pdf

Village of Canal Winchester
http://www.canalwinchester.org/Industrial%20Development.htm

Appendix E
Adoption Resolutions

City of Cumberland

- Maryland -

RESOLUTION

A RESOLUTION OF THE CITY OF CUMBERLAND PLANNING AND ZONING COMMISSION TO RECOMMEND THAT THE MAYOR AND CITY COUNCIL ADOPT THE JULY 2013 CITY-WIDE ELEMENT OF THE CITY OF CUMBERLAND'S 2013 COMPREHENSIVE PLAN IN ACCORDANCE WITH THE PROVISIONS OF THE LAND USE ARTICLE OF THE ANNOTATED CODE OF MARYLAND.

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers municipalities to make, adopt and amend comprehensive plans for the general purpose of guiding and accomplishing coordinated, adjusted and harmonious development; and

WHEREAS, the Comprehensive Plan for the City of Cumberland, Maryland is a policy guide to govern future physical development within the City of Cumberland; and

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers planning commissions to adopt comprehensive plans as wholes or in successive parts; and

Whereas, on February 14, 2012, the Mayor and City Council of Cumberland adopted the December 2011 Neighborhood Element as the first of two volumes that will collectively comprise the 2013 Comprehensive Plan; and

WHEREAS, City staff has prepared and recommended a City-Wide Element as the second of the two volumes that will collectively comprise the 2013 Comprehensive Plan, the said City-Wide Element being set forth in the document titled "2013 Comprehensive Plan: Forging Our Heritage Into Prosperity, City-Wide Element, Volume 2 of 2, July 2013", an attested copy of which is attached hereto as Exhibit 1, the said document hereinafter being referred to as the "City-Wide Element"; and

WHEREAS, the said City-Wide Element was submitted to the Maryland Department of Planning, all adjoining jurisdictions and all affected State agencies for formal review and comment at least 60 days prior to the formal public hearing before the City of Cumberland Planning and Zoning Commission (the "Planning Commission"), said submission having been effected through the State

clearinghouse of the Department of Planning in compliance with the Land Use Article of the Annotated Code of Maryland; and

Whereas, the purpose of the City-Wide Element is to establish and promote a comprehensive and coordinated plan to guide the future growth and development of the City of Cumberland in a manner consistent with the applicable requirements of the Land Use Article of the Annotated Code of Maryland; and

WHEREAS, the Planning Commission held a public hearing on October 21, 2013 regarding the proposed City-Wide Element; and

WHEREAS, the Planning Commission has carefully considered the City-Wide Element and finds that it constitutes a suitable component to the Comprehensive Plan of the City of Cumberland and that it will promote, in accordance with present and future needs: the health, safety, morals, order, convenience, prosperity, and the general welfare of the City of Cumberland as well as efficiency and economy in the development process.

NOW, THEREFORE, BE IT RESOLVED by a majority vote of the Planning Commission as follows:

1. The Planning Commission approves the City-Wide Element and recommends that the Mayor and City Council adopt it and all text, maps, and descriptive matter contained therein, annexed thereto and/or made a part thereof together with the text changes recommended in the following paragraph as the second and final volume of the 2013 Comprehensive Plan; and

2. Based on public input received to date from citizens and affected State agencies, as documented in the Draft 2013 Comprehensive Plan City-Wide Element Public Comment Matrix attached hereto as Exhibit 2, the Planning Commission recommends that the Mayor and City Council approve the text changes specified in the "PC Recommendation" column of the aforesaid Public Comment Matrix; and

3. This Resolution and the aforementioned City-Wide Element are certified to the Mayor and City Council of Cumberland, Maryland as required by law; and

4. The Chairman of the Planning Commission is authorized to execute this Resolution on behalf of the Planning Commission; and

4. This Resolution shall take effect on the date of its passage.

GIVEN UNDER OUR HANDS AND SEALS THIS 21st DAY OF October,
IN THE YEAR 2013, DULY ATTESTED BY THE SECRETARY OF THE PLANNING COMMISSION.

Attest:

Thomas Farrell
Secretary

Mark Fisher
Acting Chairman

City of Cumberland

- Maryland -

RESOLUTION

NO. R2013–11

A RESOLUTION OF THE MAYOR AND CITY COUNCIL OF CUMBERLAND TO ADOPT THE JULY 2013 CITY-WIDE ELEMENT OF THE CITY OF CUMBERLAND'S 2013 COMPREHENSIVE PLAN IN ACCORDANCE WITH THE PROVISIONS OF THE LAND USE ARTICLE OF THE ANNOTATED CODE OF MARYLAND.

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers municipalities to make, adopt and amend comprehensive plans for the general purpose of guiding and accomplishing coordinated, adjusted and harmonious development; and

WHEREAS, the Comprehensive Plan for the City of Cumberland, Maryland is a policy guide to govern future physical development within the City of Cumberland; and

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers municipalities to adopt comprehensive plans as wholes or in successive parts; and

WHEREAS, on February 14, 2012, the Mayor and City Council of Cumberland adopted the December 2011 Neighborhood Element as the first of two volumes that will collectively comprise the 2013 Comprehensive Plan; and

WHEREAS, City staff has prepared and recommended a City-Wide Element as the second of the two volumes that will collectively comprise the 2013 Comprehensive Plan, the said City-Wide Element being set forth in the document titled "2013 Comprehensive Plan: Forging Our Heritage Into Prosperity, City-Wide Element, Volume 2 of 2, July 2013", an attested copy of which is attached hereto as Exhibit 1, the said document hereinafter being referred to as the "City-Wide Element"; and

WHEREAS, the said City-Wide Element was submitted to the Maryland Department of Planning, all adjoining jurisdictions and all affected State agencies for formal review and comment at least 60 days prior to the formal public hearing before the City of Cumberland Planning and Zoning Commission (the "Planning Commission"), said submission having been effected through the State

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Clearinghouse Procedures of the Department of Planning in compliance with the Land Use Article of the Annotated Code of Maryland and the applicable provisions of COMAR 34.02.01; and

Whereas, the purpose of the City-Wide Element is to establish and promote a comprehensive and coordinated plan to guide the future growth and development of the City of Cumberland in a manner consistent with the applicable requirements of the Land Use Article of the Annotated Code of Maryland; and

WHEREAS, the Planning Commission held a public hearing on October 21, 2013 regarding the proposed City-Wide Element; and

WHEREAS, the Planning Commission carefully considered the City-Wide Element and found that it constitutes a suitable component of the Comprehensive Plan of the City of Cumberland and that it will promote, in accordance with present and future needs: the health, safety, morals, order, convenience, prosperity, and the general welfare of the City of Cumberland as well as efficiency and economy in the development process; and

WHEREAS, consistent with its findings, the Planning Commission passed a Resolution dated October 21, 2013, recommending that the Mayor and City Council adopt the City-Wide Element, subject to certain text changes which are set forth in the Exhibit 2 identified hereinafter; and

WHEREAS, the Mayor and City Council carefully considered the City-Wide Element and made the same findings the Planning Commission made.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and City Council of Cumberland as follows:

1. The City-Wide Element, together with all text, maps, and descriptive matter contained therein, annexed thereto and/or made a part thereof, subject to the text changes recommended by the Planning Commission which are set forth in the "PC Recommendation" column of the Draft 2013 Comprehensive Plan City-Wide Element Public Comment Matrix attached hereto as Exhibit 2, be and is hereby adopted as a part of the 2013 Comprehensive Plan for the City of Cumberland; and

2. That this Resolution shall be certified to the Maryland State Agencies (including, the Department of Planning and the Clerk of the Circuit Court for Allegany County, Maryland) as required by law; and

3. This Resolution shall take effect on the date of its passage.

GIVEN UNDER OUR HANDS AND SEALS THIS 17th DAY OF December, IN THE YEAR 2013, WITH THE CORPORATE SEAL OF THE CITY OF CUMBERLAND HERETO ATTACHED, DULY ATTESTED BY THE CITY CLERK.

ATTEST:

Marjorie A. Eirich
City Clerk

Brian K. Grim
Mayor

Introduction: 11/05/13

Public Hearing: 12/03/13

Enactment: 12/17/13

Effective Date: 12/17/13

Certified True Copy

I hereby certify that the attached is a true copy of Resolution No. R2013-11 adopting the July 2013 City-Wide Element of the City of Cumberland's 2013 Comprehensive Plan, as approved by the Mayor and City Council of Cumberland during their public meeting held December 17, 2013.

Witness my hand as City Clerk with the Seal of the City of Cumberland hereto affixed this 18th day of December, 2013.

Marjorie A. Eirich, City Clerk

(SEAL)

City of Cumberland
- Maryland -
RESOLUTION

A RESOLUTION OF THE CITY OF CUMBERLAND PLANNING AND ZONING COMMISSION TO RECOMMEND THAT THE MAYOR AND CITY COUNCIL ADOPT THE JULY 13 2015 AMENDMENT OF CHAPTER VIII (TITLED "ECONOMIC DEVELOPMENT AND REVITALIZATION") OF THE CITY-WIDE ELEMENT OF THE CITY OF CUMBERLAND'S 2013 COMPREHENSIVE PLAN IN ACCORDANCE WITH THE PROVISIONS OF THE LAND USE ARTICLE OF THE ANNOTATED CODE OF MARYLAND.

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers municipalities to make, adopt and amend comprehensive plans for the general purpose of guiding and accomplishing coordinated, adjusted and harmonious development; and

WHEREAS, the Comprehensive Plan for the City of Cumberland, Maryland is a policy guide to govern future physical development within the City of Cumberland; and

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers planning commissions to amend and adopt comprehensive plans as wholes or in successive parts; and

Whereas, on December 17, 2013, the Mayor and City Council of Cumberland adopted the July 2013 City-Wide Element as the second and final of two volumes that collectively comprise the 2013 Comprehensive Plan; and

WHEREAS, City staff has prepared and recommended an amended and updated Chapter VIII (titled "Economic Development and Revitalization") as a replacement to the chapter of the same title in the document entitled "2013 Comprehensive Plan: Forging Our Heritage Into Prosperity: City-Wide Element Volume 2 of 2", a copy of the amended and updated Chapter VIII being attached hereto and incorporated by reference herein as Exhibit 1; and

WHEREAS, the said amended Chapter VIII- was submitted to the Maryland Department of Planning, all adjoining jurisdictions and all affected State agencies for formal review and comment at least 60 days prior to the formal public hearing before the City of Cumberland Planning and Zoning Commission (the "Planning Commission"), said submission having been effected through the State clearinghouse of the Department of Planning in compliance with the Land Use Article of the Annotated Code of Maryland; and

Whereas, the purpose of the said amendment is to update the City's 2013 Comprehensive Plan to reflect the policy changes regarding the future growth and development of the City of Cumberland effected by the City's adoption of its 2014 Strategic Economic Development Plan; and

WHEREAS, the Planning Commission held a public hearing on October 19, 2015 regarding the proposed amendment of the aforesaid Chapter VIII; and

WHEREAS, the Planning Commission has carefully considered the proposed amendment of Chapter VIII and finds that it constitutes a suitable component to the Comprehensive Plan of the City of Cumberland and that it will promote, in accordance with present and future needs: the health, safety, morals, order, convenience, prosperity, and the general welfare of the City of Cumberland as well as efficiency and economy in the development process.

NOW, THEREFORE, BE IT RESOLVED by a majority vote of the Planning Commission as follows:

1. The Planning Commission approves the amendment of Chapter VIII of the City-Wide Element of the City's 2013 Comprehensive Plan titled "Economic Development and Revitalization" which is attached hereto as Exhibit 1 and recommends that the Mayor and City Council adopt it and all text, maps, and descriptive matter contained therein, annexed thereto and/or made a part thereof together with the text changes recommended in the following paragraph as a replacement for the presently existing Chapter VIII; and

2. Based on public input received to date from citizens and affected State agencies, as documented in the Draft 2013 Comprehensive Plan Economic Development Chapter Amendment Public Comment Matrix attached hereto as Exhibit 2, the Planning Commission recommends that the Mayor and City Council approve the text changes specified in the "PC Recommendation" column of the aforesaid Public Comment Matrix; and

3. This Resolution and the aforementioned amended Chapter VIII are certified to the Mayor and City Council of Cumberland, Maryland as required by law; and

4. The Chairman of the Planning Commission is authorized to execute this Resolution on behalf of the Planning Commission; and

4. This Resolution shall take effect on the date of its passage.

GIVEN UNDER OUR HANDS AND SEALS THIS 19th DAY OF October,
IN THE YEAR 2015, DULY ATTESTED BY THE SECRETARY OF THE PLANNING COMMISSION.

Attest:

Lex Merrill
Secretary

Vic Rezendes
Acting Chairman

City of Cumberland

- Maryland -

RESOLUTION

NO. R2016-01

A RESOLUTION OF THE MAYOR AND CITY COUNCIL OF CUMBERLAND TO ADOPT THE JULY 13, 2015 AMENDMENT OF CHAPTER VIII (TITLED "ECONOMIC DEVELOPMENT AND REVITALIZATION") OF THE CITY-WIDE ELEMENT OF THE CITY OF CUMBERLAND'S 2013 COMPREHENSIVE PLAN IN ACCORDANCE WITH THE PROVISIONS OF THE LAND USE ARTICLE OF THE ANNOTATED CODE OF MARYLAND.

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers municipalities to make, adopt and amend comprehensive plans for the general purpose of guiding and accomplishing coordinated, adjusted and harmonious development; and

WHEREAS, the Comprehensive Plan for the City of Cumberland, Maryland is a policy guide to govern future physical development within the City of Cumberland; and

WHEREAS, the Land Use Article of the Annotated Code of Maryland authorizes and empowers municipalities to adopt and amend comprehensive plans as wholes or in successive parts; and

WHEREAS, on December 17, 2013, the Mayor and City Council of Cumberland adopted the July 2013 City-Wide Element as the second and final of two volumes that collectively comprise the 2013 Comprehensive Plan; and

WHEREAS, City staff has prepared and recommended an amended and updated Chapter VIII (titled "Economic Development and Revitalization") as a replacement to the chapter of the same title in the document entitled "2013 Comprehensive Plan: Forging Our Heritage Into Prosperity: City-Wide Element Volume 2 of 2", a copy of the amended and updated Chapter VIII being attached hereto and incorporated by reference herein as Exhibit 1; and

WHEREAS, the said amended Chapter VIII was submitted to the Maryland Department of Planning, all adjoining jurisdictions and all affected State agencies for formal review and comment at least 60 days prior to the formal public hearing before the City of Cumberland Planning and Zoning Commission (the "Planning Commission"), said submission having been effected through the State Clearinghouse Procedures of the Department of Planning in compliance with the Land Use Article of the Annotated Code of Maryland and the applicable provisions of COMAR 34.02.01; and

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WHEREAS, the purpose of the said amendment is to update the City's 2013 Comprehensive Plan to reflect the policy changes regarding the future growth and development of the City of Cumberland effected by the City's adoption of its 2014 Strategic Economic Development Plan; and

WHEREAS, the Planning Commission held a public hearing on October 19, 2015 regarding the proposed amendment to the aforesaid Chapter VIII; and

WHEREAS, the Planning Commission carefully considered the proposed amendment of Chapter VIII and found that it constitutes a suitable component of the Comprehensive Plan of the City of Cumberland and that it will promote, in accordance with present and future needs: the health, safety, morals, order, convenience, prosperity and general welfare of the City of Cumberland as well as efficiency and economy in the development process; and

WHEREAS, consistent with its findings, the Planning Commission passed a Resolution dated October 19, 2015, recommending that the Mayor and City Council adopt the proposed amendment of Chapter VIII, subject to certain text changes which are set forth in the Exhibit 2 identified hereinafter; and

WHEREAS, the Mayor and City Council carefully considered the proposed amendment of Chapter VIII and make the same findings made by the Planning Commission in its Resolution.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and City Council of Cumberland as follows:

1. The amendment of Chapter VIII of the City-Wide Element of the City's 2013 Comprehensive Plan titled "Economic Development and Revitalization, together with all text, maps, and descriptive matter contained therein, annexed thereto and/or made a part thereof, subject to the text changes documented in the Draft 2013 Comprehensive Plan Economic Development Chapter Amendment Public Comment Matrix attached hereto as Exhibit 2, shall replace the presently existing Chapter VIII and is hereby adopted as a part of the 2013 Comprehensive Plan for the City of Cumberland; and

2. That this Resolution shall be certified to the Maryland State Agencies (including, the Department of Planning and the Clerk of the Circuit Court for Allegany County, Maryland) as required by law; and

3. This Resolution shall take effect on the date of its passage.

GIVEN UNDER OUR HANDS AND SEALS this 5th day of January, in the year 2016, with the corporate seal of the City of Cumberland hereto attached, duly attested by the City Clerk.

Brian K. Grim
Mayor

ATTEST:

Marjorie A. Woodring
City Clerk

Introduction:	November 17, 2015
Public Hearing:	December 15, 2015
Enactment:	January 5, 2016
Effective Date:	January 5, 2016