



2013 COMPREHENSIVE PLAN

FORGING OUR HERITAGE INTO PROSPERITY



Neighborhood Element *Volume 1 of 2*



City of Cumberland, Maryland
December 2011





2013 Comprehensive Plan Neighborhood Element – Volume 1 of 2

Prepared by the City of Cumberland – January, 2010 – April, 2011

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Table of Contents

I. Introduction	1
A. Purpose and Structure of the Plan	4
B. The Planning Process	10
II. Center City (Downtown Cumberland)	13
III. Rolling Mill Neighborhood	18
A. Overview & Historical Sketch.....	18
B. Neighborhood Demographics	20
C. Land Development Patterns	21
D. Cherished Features.....	24
E. Issues & Needs	28
1. Strengths & Opportunities.....	28
2. Concerns & Problems	29
3. Future Vision	30
F. Recommendations	31
IV. Virginia Avenue/Chapel Hill Neighborhood.....	34
A. Overview & Historical Sketch.....	34
B. Neighborhood Demographics	35
C. Land Development Patterns	37
D. Cherished Features.....	39
E. Issues & Needs	40
1. Strengths & Opportunities.....	41
2. Concerns & Problems	41
3. Future Vision	42
F. Recommendations	42
V. Decatur Heights Neighborhood.....	46
A. Overview & Historical Sketch.....	46
B. Neighborhood Demographics	48
C. Land Development Patterns	49
D. Cherished Features.....	51
E. Issues & Needs	53
1. Strengths & Opportunities.....	55
2. Concerns & Problems	56
3. Future Vision	56
F. Recommendations	56
VI. Wills (North End) Neighborhood	59
A. Overview & Historical Sketch.....	59
B. Neighborhood Demographics	61
C. Land Development Patterns	63
D. Cherished Features.....	65
E. Issues & Needs	67

1. Strengths & Opportunities.....	68
2. Concerns & Problems	68
3. Future Vision	69
F. Recommendations	69
VII. Westside & Dingle/Haystack Neighborhoods	73
A. Overview & Historical Sketch.....	73
B. Neighborhood Demographics	75
C. Land Development Patterns	78
D. Cherished Features.....	80
E. Issues & Needs	81
1. Strengths & Opportunities.....	82
2. Concerns & Problems	82
3. Future Vision	83
F. Recommendations	83
VIII. Walsh/Humbird Neighborhood.....	86
A. Overview & Historical Sketch.....	86
B. Neighborhood Demographics	88
C. Land Development Patterns	90
D. Cherished Features.....	92
E. Issues & Needs	93
1. Strengths & Opportunities.....	94
2. Concerns & Problems	94
3. Future Vision	95
F. Recommendations	95
IX. Eastside/Willowbrook Neighborhood	98
A. Overview & Historical Sketch.....	98
B. Neighborhood Demographics	99
C. Land Development Patterns	101
D. Cherished Features.....	103
E. Issues & Needs	104
1. Strengths & Opportunities.....	105
2. Concerns & Problems	105
3. Future Vision	106
F. Recommendations	106
X. Shriver/McNamee Neighborhood	109
A. Overview & Historical Sketch.....	109
B. Neighborhood Demographics	110
C. Land Development Patterns	112
D. Cherished Features.....	113
E. Issues & Needs	114
1. Strengths & Opportunities.....	115
2. Concerns & Problems	116
3. Future Vision	116

	F. Recommendations	116
XI.	Mapleside/Johnson Heights Neighborhood	120
	A. Overview & Historical Sketch.....	120
	B. Neighborhood Demographics	121
	C. Land Development Patterns	123
	D. Cherished Features.....	126
	E. Issues & Needs	127
	1. Strengths & Opportunities.....	128
	2. Concerns & Problems	128
	3. Future Vision	129
	F. Recommendations	129
XII.	Policy Implications Summary	132
	A. Demographics	132
	B. Housing	135
	C. Public Safety.....	144
	D. Transportation & Circulation	149
	E. Public Facilities	155
	F. Land Use & Development Codes	160
	G. Neighborhood Character	165
XIII.	Appendices.....	171
	A. Census Data Summary Reports For Shriver/McNamee Neighborhood (MDP).....	173
	B. Neighborhood Issues Matrix.....	183
	C. Listing of Neighborhood Action Strategies	185
	D. Neighborhood Association Tool Kit (from the City of Phoenix, AZ).....	191
	E. Defining Characteristics Maps for each Neighborhood.....	209
	F. Adoption Resolutions	221

2013 Comprehensive Plan: *Neighborhood Element*

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. In fact, Cumberland was one of the major Colonial-era starting points for the initial exploration, settlement, and eventual economic development of the central Appalachian Mountains.



George Washington Headquarters Building

The City’s early roots can be traced to Fort Cumberland, which marked the western boundaries of Colonial British protection for the earliest settlers of the Allegheny Mountains and became the staging point for both George Washington’s, and General Braddock’s ill-fated military campaigns on Fort Duquesne in 1754 and 1755 (respectively). These campaigns ignited the French and Indian War (1755-1763). Although the French surrendered their claims to lands in Canada and the Ohio River Valley in 1763, skirmishes with several American Indian tribes in

the region lingered on until 1774. The actual fort is now gone, but a cabin, known as George Washington’s Headquarters, once situated on Washington Street near Prospect Square, is now located in Riverside Park on Greene Street, just below the location of the original fort. Another image of that period, a hand-painted mural depicting George Washington and Fort Cumberland during the preparations for Braddock’s March (1755) and the Federal response to the Whiskey Rebellion (1794), adorns the rotunda dome in City Hall.

Incorporated as a City in 1787, Cumberland’s strategic importance made it the most logical starting point for the Federally-funded portions of the National Road (originally known as the “Cumberland Road” for that reason). This road was the fledgling United States Government’s *first* major infrastructure investment and the first major highway constructed through the Appalachian Mountains to promote western settlement. The contract for construction of



National Road Zero Mile Marker on Greene Street

2013 Comprehensive Plan: *Neighborhood Element*

the first segment that began in Cumberland was signed on May 8, 1811. Several dates for the start of construction work on the road have been suggested, however recently uncovered records allege that construction may have actually begun on June 11, 1811. Although the War of 1812 caused some minor delays, construction work continued and the first segment of the road was completed to Wheeling in 1818. The importance of this corridor as a settlement and trade route helped assure Cumberland's inclusion on the routes for both the Chesapeake and Ohio Canal and the Baltimore and Ohio Railroad when ground was broken for those transportation projects on July 4, 1828. The arrival of the railroad in 1842 triggered an era of substantial growth and development in the City and, by the turn of the century, Cumberland had become Maryland's second largest city. The City retained this status until the mid-1900's.

Cumberland's strategic location and emerging importance as a critical transportation and industrial hub made it a strategic staging and logistics center during the Civil War. Although no major battles were fought in Cumberland during the war, numerous skirmishes were fought in the surrounding area, including the 1864 Battle of Folck's Mill. Throughout the war, the City remained in Union hands except for one day—June 16, 1863—when Cumberland fell into Confederate hands. On that day, a cavalry force of 350 Confederate soldiers under the command of Colonel John Imboden advanced on the City from the east along Williams Road and forced a brief, but generally peaceful surrender. The Union troops that normally defended the City had been repositioned to the Keyser area on the previous day to confront a suspected advance by General Lee's forces. The Confederate troops spent a few hours in the City visiting friends and relatives and acquiring fresh horses, clothing, and food before leaving to evade an attack by the returning Union forces. Four days after the Confederate troops left the City, the lands across the North Branch of the Potomac River from Cumberland officially became the new State of West Virginia.

After the war ended in 1865, Cumberland 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. The City's former glass industries, construction companies, boat building yards, lumber mills, tin plate mill, and other early enterprises were supplied and fueled by these extensive raw materials. 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



Historic Commercial Architecture on the Downtown Mall

2013 Comprehensive Plan: *Neighborhood Element*

back to this era. Many of the City's residential neighborhoods and major industries emerged and expanded during this period.

The Great Depression in the 1930's marked a gradual transition in the City's (and the area's) economy. Many of the early industries that helped create a diversified economy collapsed or contracted significantly. This era greatly affected the area's coal mining industry, glass manufacturers, beer manufacturers, tin plate mill, and the world-renowned Footer's Dye Works. Aggressive efforts by local elected officials and the Chamber of Commerce helped keep employment levels steady by attracting new industries, such as the Kelly-Springfield Tire Company, the Celanese plant, and the Pittsburgh Plate Glass plant. However, the overall effect of this period was a reduction in employment and economic diversity with a growing emphasis on a specific number of major industries, most of which were located outside the City.

After the Great Depression and World War II, the City began a long and slow decline, as changing national demographic, economic, and transportation patterns led to the gradual loss of many of the City's early industries and with them, roughly half of the City's population. The erosion led to the City's brief but extensive experiment with Urban Renewal during the 1960's and '70's. Those efforts resulted in the construction of the Crosstown Bridge (now a major section of Interstate 68), Queen City Drive, the Public Safety Building, and the Downtown Pedestrian Mall on Baltimore Street.



The Baltimore Street Pedestrian Mall

It also resulted in the loss of many historically significant buildings (chief among them, the Queen City Hotel and Station) and reduced the size of the downtown area. During its economic peak in the early 20th Century, Cumberland was a major regional industrial center that boasted itself as the home of the Kelly-Springfield Tire Corporation. By the close of the Century, the combination of gradual decline in Cumberland and rapid growth in the suburban cities of Baltimore and Washington had reduced Cumberland's population ranking to the 21st largest city in the State.

As it enters the 21st Century, Cumberland is a study in economic and environmental contrasts. 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 has a classic urban design and development pattern that has retained much of its historic integrity, but its economy has always been driven and defined by its rural hinterland—first by the natural

2013 Comprehensive Plan: *Neighborhood Element*

resources and raw materials *extracted from* the mountains and now by the leisure and recreational industries *supported by* the mountains. 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 soul 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.

As Cumberland works to reinvent itself and blaze a path of renewed economic relevance and vitality in this new century, it is important to be mindful of its distinguished and colorful history and the defining characteristics that helped it negotiate the great forces of change that have molded it—especially its rural natural setting and its distinct and close-knit urban residential neighborhoods. In these resources lie the keys to achieving the City’s future vision—one in which the City’s economy is revitalized, growth is



View of Cumberland from Haystack Mountain

sustained, and its residents and businesses prosper. For those reasons, this component of the City’s Comprehensive Plan is devoted to the City’s neighborhoods, as it explores the resources that exist within them to help drive the City’s overall vision for the future.

A. Purpose and Structure of the Plan

Municipal planning in Maryland is governed by Article 66b of the Maryland Annotated Code, hereafter referred to as “Article 66b.” This article of Maryland Law establishes the State-wide planning goals 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. The general purpose of a municipal comprehensive plan is to:

- 1, identify the public’s needs;
2. inventory the natural and man-made resources that support the City and serve those needs;
3. create a unified vision for the future development and improvement of the City that addresses the public’s needs, and

2013 Comprehensive Plan: *Neighborhood Element*

4. outline a coordinated action strategy to implement the vision.

While the plan is *not* a regulatory document, it provides the visionary, legal, and philosophical foundation 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.

This plan element is the first of two separate documents that collectively comprise the 2013 Cumberland Comprehensive Plan. The second element, the City-Wide Element of the plan, will build upon the neighborhood needs and issues identified in this element and will present an overall coordinated and comprehensive planning vision for the City in satisfaction of the State requirements outlined in Article 66b. In that way, this Neighborhood Element serves as the primary foundation and source of public input for the City-Wide Element that follows.

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 noted earlier in this section, 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.

When thinking about the "unique and cherished features" that help define the City's neighborhoods, it is important to remember that the traditional influences that helped bind neighbors together and helped build the City's original neighborhoods have evolved greatly over the years. In the City's early years, people were drawn to the neighborhoods by the jobs that were offered there. The history and character of each neighborhood was largely driven by the major employers that located in them, such as the Rolling Mill plant in the Rolling Mill neighborhood, the City's two hospitals in Decatur Heights, and the B & O railyard in Virginia Avenue/Chapel Hill and Walsh/Humbird. Immigrants to the growing city were drawn to certain residential enclaves in the city on the basis of their varied economic statuses and ethnic identities. Neighborhood residents came to know one another through their shared lines of work, ethnic identification, political affiliations, religious beliefs, and lifestyles. In essence, the City's original neighborhoods became vibrant ethnic and socio-economic communities with strong social ties, political affiliations, and cultural/religious identities. They supported newcomers by providing a familiar and secure cultural base to ease the sense of social isolation and alienation that can occur in a new and unfamiliar environment. As a result, they functioned

2013 Comprehensive Plan: *Neighborhood Element*

as nurturing grounds for early transition and assimilation into the emerging American culture and lifestyle.

Over time, as the major employers closed or relocated and modern transportation improvements made it possible for people to live farther from their workplaces, much of the social and cultural fabric that reinforced traditional neighborhood character evolved and faded. Some neighborhoods lost their distinctiveness as population shifts, business closures, and gradual redevelopment activity altered their characters so dramatically and fundamentally that they either disappeared altogether or blended into adjoining neighborhoods. The result of this process is the reduced number of neighborhoods that can be identified and defined today.

Many of the social and economic forces that drove these changes are regional and national trends that are beyond the City's exclusive control. That is why these trends and changes are in no way unique to Cumberland. However, the City can take steps to help influence these patterns locally, and in doing so, stabilize and preserve the critical elements that remain, and promote the revitalization of neighborhood identity and cohesion. This process begins by identifying and understanding the special features that remain; building upon and supporting the neighborhood associations that exist today; building partnerships to replace or repair what has been lost through strategic investments, incentives, and special zoning strategies; and finding ways to promote greater social interaction and festive activity within the remaining neighborhoods to create a greater sense of vitality and rejuvenation. For the City's historic neighborhood identities to survive and thrive, they must find and establish a new relevance within the context of our modern society. Otherwise, many fascinating, engaging, and colorful elements of the City's heritage and history could be lost forever.

The City sees the revitalization and strengthening of its neighborhoods as a critical component of its overall redevelopment and growth plan. By guiding this effort, the plan seeks to promote urban neighborhood lifestyles and incentivize private reinvestment and property value appreciation. Quite simply, Cumberland and its taxpayers lack the substantial and sustained funds necessary to completely rehabilitate and revitalize its neighborhoods while also satisfying the City's public obligations to restore and upgrade its infrastructure and provide the high level of urban services that the public has come to expect. The City has been working to stimulate private development investment through its special taxing districts, economic development support programs, and through its efforts to partner with private developers on major redevelopment projects. These efforts have included the creation of special Tax Increment Financing Districts and Developer's Rights and Responsibilities Agreements. The City's Community Development Block Grant program provides additional Federal funds for neighborhood revitalization projects, but the existing level of need is overwhelming and the funds, over time, have become increasingly limited, which hampers the City's efforts to keep pace with the need.

2013 Comprehensive Plan: *Neighborhood Element*



Residential Streetscape with Large Front Porches

In working to prepare this Neighborhood Element with the various neighborhood associations that represent them, the City hopes to achieve a number of complementary policy objectives that will create more vibrant and festive neighborhoods, increase social interaction within the neighborhoods, and revive interest in creating new neighborhood associations in the neighborhoods that currently lack them. At the same time, this process will give the citizens of the City a proactive forum for meaningful input in the City's ongoing

redevelopment efforts. By pursuing these objectives, the City seeks to create greater economic and social value in urban lifestyles, which will make the neighborhoods more desirable places to live and will help increase property values in each neighborhood. As neighborhood property values increase over time, property owners will realize a greater economic return for investments in restoring and upgrading their properties, which should complement and expand upon the City's own revitalization efforts. In this way, the plan seeks to incentivize public and private reinvestment and redevelopment partnerships that will extend what the City can afford to accomplish through its own limited resources and build a new cycle of reinvestment.

Additionally, the Neighborhood Element provides a useful source of information to City staff responsible for managing the City's infrastructure and critical public services regarding specific neighborhood needs and issues that should be addressed. In this way, it serves as a guide for identifying, targeting, and prioritizing neighborhood revitalization projects through the City's Consolidated Plan, which is the guiding document for the Community Development Block Grant program. Finally, the Neighborhood Element is written in a less technical and more engaging and colorful style than traditional plans to encourage citizens to read and use the plan and to function as a better promotional and marketing guide for the City and its neighborhoods. The Neighborhood Element also can serve as a tool to reinforce and promote the City's efforts to build its Heritage Tourism program, which is a critical feature of Cumberland's Arts and Entertainment and Tourism development vision.

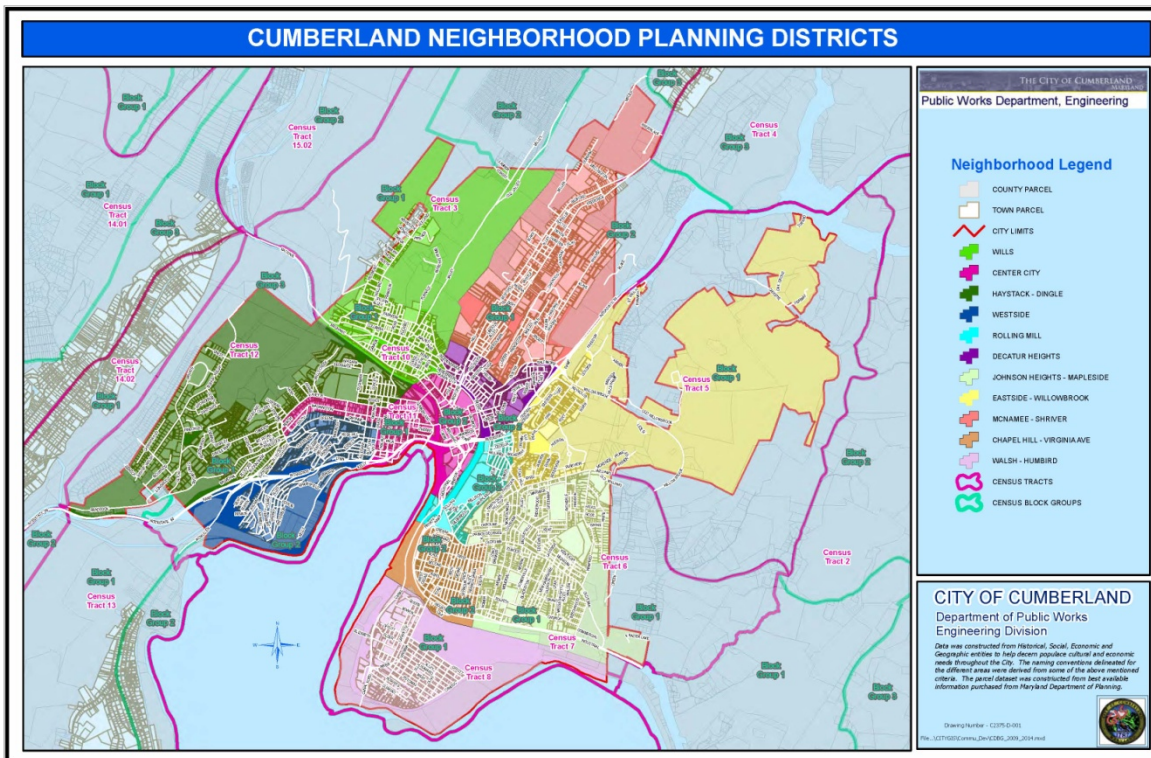
This Element seeks to halt and reverse the overall historic trends of declining neighborhood activity and diminished neighborhood identity by celebrating and promoting the cultural history of the remaining neighborhoods and providing ideas to strengthen the social bonds within the neighborhoods and make them more attractive and festive places to live. As the neighborhoods strengthen and become more vibrant over time, the City can work to revive some of the smaller neighborhoods that once existed, but have since lost their distinct identities.

Given the magnitude of the work required to mount these efforts, they will not be easy or simple to accomplish. Consequently, a steadfast political commitment and determination over

2013 Comprehensive Plan: *Neighborhood Element*

an extended period of time to support the plan will be required. There is no guarantee that success will result. However, the lack of such guarantee is not a compelling reason to abandon the attempt, given the fact that failing to try would only allow the current trend of decline to continue.

The Neighborhood Element is divided into chapters that focus on each of the 11 primary neighborhoods identified for the plan. Although more neighborhoods are known to have existed, recent demographic trends, changing work and shopping patterns, past redevelopment efforts, and business and industry closures have caused many of the City's original neighborhoods to gradually lose their identities and distinct characters. Many of the neighborhood boundaries also have shifted slightly over time in response to changing employment, cultural, and demographic patterns. In defining the neighborhood boundaries used in this plan, staff reviewed all of the various historic neighborhood boundaries and tried to define neighborhoods that both preserved the areas served by active neighborhood associations and were as consistent as possible with U.S. Census divisions (blocks, block groups, and tracts) to preserve data integrity for basic demographic analysis. Although the final boundaries are not perfect, they provide the greatest consistency among the various competing issues that staff could achieve. It is anticipated by this plan that the neighborhood boundaries used in future City plans will evolve further until more definitive consensus-based boundaries are established.



2013 Comprehensive Plan: *Neighborhood Element*

It is also important to understand that the neighborhood boundaries used in this plan are intended for general planning purposes only. As the prominent planner Kevin Lynch noted, people perceive, navigate, and understand their urban environment based on their interaction with it—the routes they travel, the places they frequent, and the patterns or boundaries of their social interactions. From these experiences and patterns of interaction with the built environment, citizens form “cognitive maps” of their community that have many common themes, but can differ in subtle and important ways. Consequently, different people and groups will define their neighborhood boundaries differently, even though they might agree on the name and primary defining features of each neighborhood. Neighborhood boundaries can also change over time as the community grows and changes, as changes in employment patterns, ethnic and cultural identities, and population shifts have caused many of Cumberland’s original neighborhoods to lose their identities or combine to form new neighborhoods.

The neighborhood boundaries and names identified for this plan should not be seen as an attempt to “rewrite the City’s history” or to dictate what neighborhoods should be recognized or where their boundaries should be. The boundaries have been defined in this plan only to structure demographic data compilation and citizen input into the planning process and to identify the primary shared features, places, and cultural resources that give meaning to the City’s basic neighborhoods—as they exist or are recognized today. They should not be interpreted as limitations on future neighborhood boundaries or as constraints to different cognitive maps of the City based on other criteria, such as watersheds, commercial districts, Census enumeration districts, school districts, zoning districts, and other factors that may affect the overall function, marketing, or understanding of the City and its needs.

Basic demographic data from the 1990 and 2000 Censuses was compiled for each neighborhood by the Maryland Department of Planning (MDP). A sample copy of the 1990 and 2000 Census data summary report for the Shriver/McNamee neighborhood is contained in Appendix A. MDP staff built Census data for each neighborhood at the ‘block group’ level, where the specific Census-designated block group boundaries fit within the defined neighborhood boundaries. In most instances, the neighborhood boundaries do not precisely match the block group boundaries. As a result, the data figures for each neighborhood may contain information for a number of households that are located in adjoining neighborhoods. Generally speaking, the block groups assembled each neighborhood had a majority of their homes within the assigned neighborhood. However, as an example, so many Census block groups were divided by the Decatur Heights neighborhood boundaries that the data for that neighborhood had to be assembled using individual blocks. This meant that detailed sample survey Census figures for Decatur Heights could not be compiled, because the Census Bureau does not disclose that information at the block level.

Since the neighborhood boundaries do not precisely match the Census block group boundaries, the data contained in the neighborhood data summaries should be viewed as estimates only. However, they represent the most detailed statistical information available for neighborhood

2013 Comprehensive Plan: *Neighborhood Element*

planning purposes, and are considered sufficient for use in this plan. To prevent misinterpretation of the data accuracy, the information and trends for each neighborhood will be discussed in general terms only.

B. The Planning Process

To maximize opportunities for direct and meaningful citizen input into the plan, the City conducted a total of 10 neighborhood meetings across the City throughout the early preparation work for the Neighborhood Element. During the initial neighborhood meeting process, the two neighborhoods west of Wills Creek (West Side and Haystack/Dingle) were brought together through the public input process at the request of the Neighborhood Watch Group that serves them. In each neighborhood represented by an active association, staff worked directly with the neighborhood associations to arrange and conduct the meetings. The neighborhood associations distributed meeting materials in advance and provided an additional public notification forum to the City's official web site and newspaper advertisements. Meetings in the remaining neighborhoods were coordinated by City staff with advertisements on the City's web site, in City Hall, and in local businesses and social gathering places in each neighborhood. In addition, special articles and interviews regarding the planning process were published in the Cumberland Times-News and broadcasted on local radio stations in the City. Additional opportunities for the submission of written comments and input were provided through the City's official web site. Through these forums, hundreds of meeting notices were disseminated to City residents throughout the process.

The neighborhood meetings began on January 7, 2010 and ran through September 23, 2010. Individual meeting attendance ranged greatly from a high of 17 at the Decatur Heights meeting to a low of 0 at the Eastside/Willowbrook meeting. Consequently, in neighborhoods where only a small number of citizens participated, the issues and needs offered may not be fairly representative of all residents. However, the overall participation over the course of the 10 meeting (a total of 80 participants) is significantly higher than could be expected from a standard public hearing or listening session. When all of the additional city staff and other technical advisors are considered, a total of more than 100 citizens, officials, and specialists contributed to the preparation of this Element making it a truly collaborative effort. All of the meeting information and materials, as well as additional information about the plan and the planning process were posted on a special 2013 Comprehensive Plan page of the City's official web site. This information was maintained and updated on-line throughout the entire planning and adoption process for the Neighborhood Element in 2010 and 2011.

At each meeting, staff presented information on the plan, including neighborhood-specific data, after which the participants were asked to discuss and respond to a series of questions, each of which is listed below.

2013 Comprehensive Plan: *Neighborhood Element*

- 1. What was the most memorable event that occurred in your neighborhood?**
- 2. What are the most positive changes that have occurred in your neighborhood?**
- 3. What are the most negative changes that have occurred in your neighborhood?**
- 4. What aspects or features of your neighborhood give it a special identity? These aspects or features may be cultural, historical, geographical, man-made features, or natural features.**
- 5. What features of your neighborhood create such strong social connections between the residents of your neighborhood or are so important to your neighborhood's identity that they should be preserved and supported to the maximum extent possible?**
- 6. What do you feel that your neighborhood lacks or needs? What improvements are most critical for the future of your neighborhood? These improvement needs can range from infrastructure and public facility needs to future development needs.**
- 7. In one statement, what is the future vision for your neighborhood?**
- 8. What do you see as the biggest threats, obstacles, or impediments to the future vitality of your neighborhood?**
- 9. What are the biggest assets or opportunities that your neighborhood has to achieve your neighborhood vision or address your needs?**

The purpose for these questions is to understand basic neighborhood needs and issues, how the neighborhood's identity is defined, and how social connections between the residents of each neighborhood are formed. A Defining Characteristics Map for each residential neighborhood was prepared to show the locations of the special characteristics identified by the neighborhood meeting participants. Copies of these maps are provided in Appendix E of this plan. Each neighborhood was also asked to express a future vision statement to help City officials decide how future development and redevelopment activity should be promoted to address neighborhood needs. Citizen thoughts regarding strengths, weaknesses, opportunities and threats were also collected at the meetings.

The information received from these meetings was compiled into a series of summary reports that were presented to a Planning Coordination Committee. The Committee consisted of 11 City officials (including the City Planner) representing all affected departments to review the neighborhood needs generated from each meeting and identify appropriate recommended strategies to address them. Two officials from the Maryland Department of Planning and one from Allegany County were also invited to serve on the Planning Coordination Committee. The resulting summary reports, data compiled by the Maryland Department of Planning, and the

2013 Comprehensive Plan: *Neighborhood Element*

recommendations from the Planning Coordination Committee formed the basis of the neighborhood chapters of this plan.

After the plan was drafted, the City followed the traditional adoption process specified in Article 66b. Since the Municipal Growth and Water Resources Elements required by Article 66b are to be incorporated into and adopted as part of the City-Wide Element, no special county review of the Neighborhood Element was required or requested. After final review by the Planning Coordination Committee, the draft Neighborhood Element was submitted to the Maryland Department of Planning for the required State-wide intergovernmental review process. Comments from this review were listed in a Public Comment Review Matrix, which included staff recommendations to the Planning Commission addressing each comment.

Following completion of the State's Intergovernmental review process, the draft plan document and the Public Comment Review Matrix were presented to the Planning Commission at a formal public hearing. Copies of the documents were placed in the City's two public libraries and City Hall for public review prior to the hearing, and the documents were also posted on the City's Web Site. After the initial hearing, the Planning Commission recommended approval of the Plan to the Mayor and City Council, which subsequently conducted a final public hearing. The same public review procedures for the draft plan and matrix were followed for the Mayor and City Council hearing. Once the plan was adopted by the Mayor and City Council, all final editing changes directed by the Mayor and City Council were made by staff and certified copies of the plan were posted on the City's web site and sent to the Maryland Department of Planning. Copies of the adopting Resolutions can be found in Appendix F.

II. Center City (Downtown Cumberland)



The Historic Downtown Cumberland Business District

The Center City neighborhood, as delineated for this plan, constitutes the City's traditional downtown governmental and commercial district. Three of Allegany County's four primary governmental and judicial buildings (City Hall, the U.S. District Court, and the Allegany County District Court) are located in this neighborhood. The Allegany County Administrative Offices are located in the former Kelly-Springfield building in the adjoining Westside neighborhood. The Center City

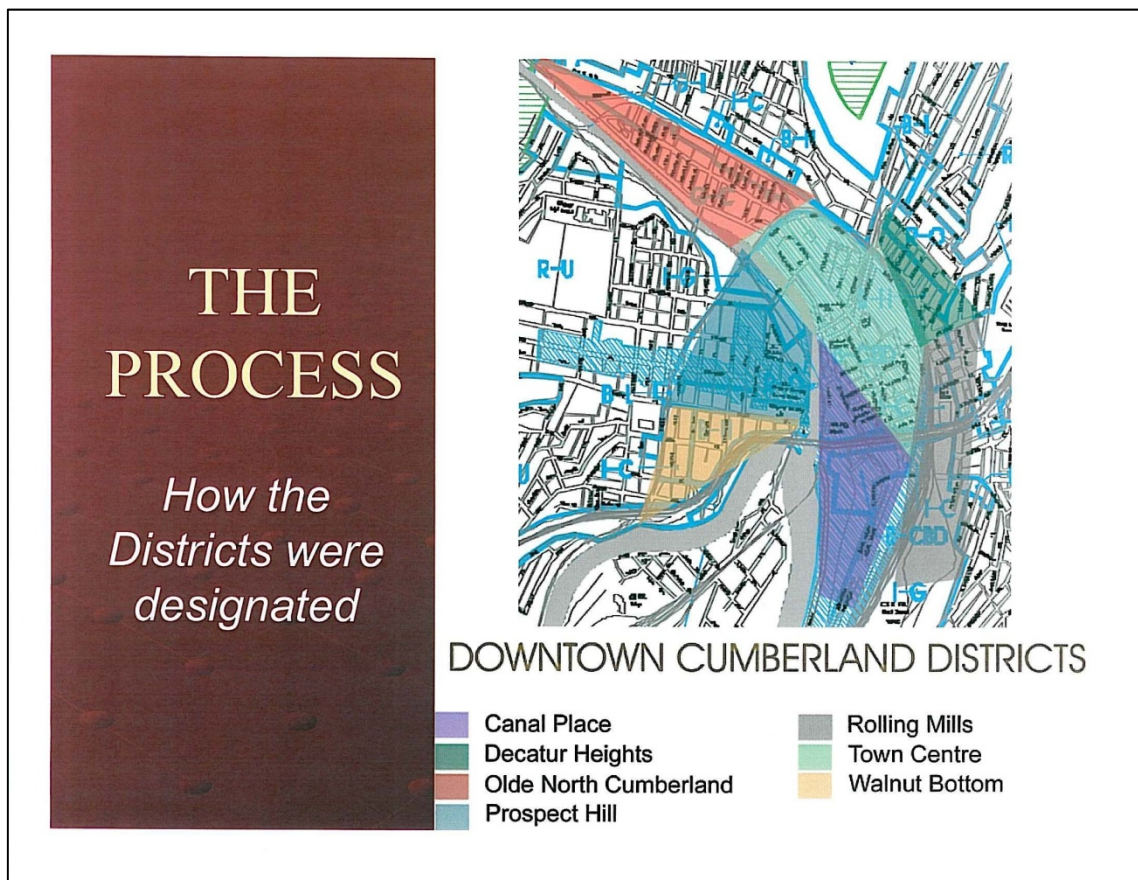
neighborhood also includes the Washington Street National and Local Historic Districts and the Canal Place Preservation District, which is the historic endpoint of the Chesapeake and Ohio Canal and now serves as the meeting point of the C & O Canal Tow Path and Great Allegheny Passage Bike Trails linking Washington, D.C. and Pittsburgh, PA. Another cultural and commercial centerpiece of the Center City neighborhood is the downtown pedestrian mall on Baltimore Street, the City's historic main commercial street. The Center City also includes a smaller scale, secondary business district on Greene Street, which was the original starting point and first leg of the federally funded section of the National Road (also referred to as the "Cumberland Road." The Greene Street business district is also a National Register Historic District and was the location from which the City's settlement first began.

It is important to understand that the City's "downtown" area has been defined many different ways for different purposes. For example, the Central Business District defined by the City's Zoning Ordinance does not include the Washington Street or Greene Street corridors within its boundaries. On the other hand, the Canal Place Preservation District (the City's local historic district) encompasses the main downtown area, the Washington Street corridor, and extends down the C & O Canal Towpath Trail into South Cumberland, but does not include the Greene Street corridor. The City's "special taxing district," administered cooperatively by the City and the Downtown Development Authority, includes only a portion of the core business district where the brick sidewalks are located. All of these different "definitions" of the city's "downtown area" have boundaries that differ from the Center City neighborhood delineated for this plan. While there are sound and practical administrative reasons for the creation of each different "downtown area" definition, the profusion of different boundary delineations can create confusion in understanding and interpreting the boundaries of the City's downtown area for visitors as well as for City residents. That's why it is important to understand that the boundaries defined for the Center City neighborhood in this plan are not an attempt to dictate

2013 Comprehensive Plan: *Neighborhood Element*

the boundaries of the City's downtown area; they are only intended to organize data analysis and public input for the plan.

To help promote a clearer and more consistent public image of the City's "downtown area," the Downtown Cumberland Business Association devised a marketing and branding concept and plan in 2003. The plan was developed through a public input process and was presented favorably to the Mayor and City Council on June 2, 2003. The plan recognizes a downtown area that not only encompasses the traditional commercial core around the Baltimore Street Pedestrian Mall, but also included a number of adjoining areas in the older neighborhoods of the City that exhibit similar urban design and development patterns and house businesses that are characteristic of traditional downtown areas. Many of these downtown fringe areas fall within the predominantly residential neighborhoods defined by and discussed in this plan and constitute the principal neighborhood business districts within those neighborhoods. The affected neighborhoods include Rolling Mill, Decatur Heights, and Wills. A conceptual map of the proposed DCBA is provided below.



The purpose of this plan was to make it easier for citizens and visitors to identify and locate businesses and services within the downtown area and to make it easier for people to navigate downtown Cumberland. The concept envisions a series of "downtown districts" that recognizes the core pedestrian mall (Town Centre) and other concentrated business areas, such as Decatur

2013 Comprehensive Plan: *Neighborhood Element*

Heights, Walnut Bottom, and Olde North Cumberland, that may have been overlooked by patrons as part of downtown Cumberland—even though the design patterns in those areas suggest that they should be conceived as part of historic downtown Cumberland. The plan also envisioned and promoted the use of colorful banners to identify each downtown district, which would serve as recognizable wayfinding guides to help shoppers navigate the downtown area. Downtown businesses and services could use the district names to better advertise and market their downtown locations to their customers. The plan was conceived as a way to more effectively market and define downtown Cumberland, by drawing upon historically recognizable names for the various downtown districts that comprise the downtown area.

During the City's manufacturing heydays in the first half of the twentieth century, downtown Cumberland was *the* primary retail and financial center for the city and a large surrounding market area with numerous banks, department stores, theaters, restaurants, and other businesses. The strength of the City's commercial market is reflected in the sustained health of the downtown business district despite an extensive history of repeated floods and fires that devastated the city on numerous occasions. Despite those periodic disasters, the downtown was always rebuilt and thrived. A major U.S. Army Corps of Engineers flood control and levee-building project along Wills Creek and the North Branch of the Potomac River was constructed in 1950 and brought a welcomed end to the devastating floods.

Far more devastating consequences occurred when commercial competition in the developing suburban LaVale shopping district, the loss of inner city manufacturing jobs after World War II, and resulting population declines eroded the city's historic retail base. The business dislocation and relocation that occurred as a consequence of that gradual decline left many downtown buildings vacant. The emergence of the Cumberland Urban Renewal Agency (CURA) in 1962 pumped millions of dollars of public investment into Cumberland to redesign the downtown area, resulting in the creation of the Baltimore Street Pedestrian Mall in 1978. However, in the process, scores of historic downtown buildings (both unsalvageable and salvageable) were demolished, contributing to a significantly reduced downtown area and mixed feelings about the losses that occurred before the controversial CURA era ended in 1974.

According to the City's Main Street office, overall vacancy rates on Baltimore Street were 60% in 1988, with upper story vacancy rates as high as 75%. By 2002, the estimated vacancy rate had dropped to 30% overall and 50% for upper floors. The most current data for 2008 indicates further decline in the vacancy rates to 15% overall and 25% in the upper floor. Statistics compiled for the Main Street program seem to support this observed trend. Between 1998 and 2008, a total of 160 new



Upper Story Apartments on Baltimore Street

2013 Comprehensive Plan: *Neighborhood Element*

businesses opened in the downtown area creating 1,027 new jobs and 361 public/private funded improvement projects totaling \$38,000,000 in public/private investment.

The ongoing National Recession that began in December 2007 and continues today has clearly impacted downtown business activity. A number of businesses on the Downtown Mall and Canal Place have either closed or relocated in the past two years. The impacts of this deep and prolonged Recession are expected to be temporary in nature. The City is planning a major weekend commemoration event in May 2011 for the 200th Anniversary of the start of construction on the Federally-funded portions of the National Road. The plans include the groundbreaking for a new monument to the National Road at Riverside Park, across the street from the Zero Mile Marker at the beginning of Greene Street. The City hopes to erect and dedicate the monument within the following year, depending on funding availability. The commemoration event is envisioned to help jump-start the 2011 summer tourist season and bring additional business activity into the Downtown area.

While the Center City is and always has been the City's primary central business district, it is also emerging as one of the City's larger and growing residential areas. According to U.S. Census data compiled for the plan by the Maryland Department of Planning, the residential population of the Center City neighborhood increased from just under 2,400 in 1990 to roughly 2,550 in 2000 (which ranked 6th among the City's neighborhoods in total population). The increase makes the downtown area the City's only growing residential area during the decade of the 1990's. Unlike the more traditional residential neighborhoods of the City, renter-occupied units outnumber owner-occupied homes in the Center City neighborhood by a margin of approximately two to one. Many of these rental units have been created in recent years through the rehabilitation of upper floor apartment spaces that became more economically viable as a result of the City's economic development and historic revitalization incentives and the flourishing downtown arts and entertainment district centered on the Baltimore Street mall.

The growing demand for downtown residential units inevitably means that the downtown area will be asked to provide an increasing array of services generally provided in traditional residential areas. Finding effective ways to address all of these needs while minimizing unintended land use conflicts will be an important future planning issue for the City. Limited public parking supplies and the lack of off-street parking have been significant marketing constraints for downtown upper floor apartments, which may also aggravate land use conflicts, as the downtown's service needs continue to evolve.

2013 Comprehensive Plan: *Neighborhood Element*

From both residential and business perspectives, the recent revitalization of the City's traditional downtown area is one of its greatest success stories. It has survived devastating floods and fires during the late nineteenth and early twentieth centuries and nearly fifty years of economic decline and urban renewal efforts in the latter half of the twentieth century. As the City moves into the twenty-first century, the Center City has been the focus of renewed planning and development efforts that will further promote and expand the City's growing arts and entertainment district. Recent major developments include the construction of the Fairfield inn & Suites in 2009 and the pending development of a new major restaurant at Canal Place. Plans for the near future include the National Road Bicentennial Commemoration in 2011 and emerging plans for the creation of a new Riverwalk along the North Branch of the Potomac River levee just west (upstream) of Canal Place and Riverside Park.



New Hotel Construction in Canal Place

In 1998, the City undertook and completed the Downtown Design and Redevelopment Plan. This “downtown plan” served as a guiding document for economic revitalization and redevelopment efforts in the central business district as a separate component of the City's Comprehensive Plan. Efforts were initiated in 2008 to prepare for an update to this plan. The new document will involve the Canal Place Preservation and Development Authority, National Park Service, and Downtown Development Commission in a coordinated, comprehensive planning effort to address the planning needs of these entities. The new plan will include the Center City neighborhood. Therefore, that planning document, when completed, will be adopted by reference into the City's 2013 Comprehensive Plan. Consequently, readers of this neighborhood element should refer to that associated planning document for more specific details and information regarding the Center City neighborhood.



North Branch Potomac River Levee

Park Service, and Downtown Development Commission in a coordinated, comprehensive planning effort to address the planning needs of these entities. The new plan will include the Center City neighborhood. Therefore, that planning document, when completed, will be adopted by reference into the City's 2013 Comprehensive Plan. Consequently, readers of this neighborhood element should refer to that associated planning document for more specific details and information regarding the Center City neighborhood.

III. Rolling Mill Neighborhood

A. Overview & Historical Sketch

The Rolling Mill neighborhood is one of the City's most active and organized neighborhoods. For purposes of this plan, the neighborhood is generally bounded by I-68 on the north, Woodside Ave. and Ascension Street on the east (including both sides of Maryland Avenue to Lamont Street), Lamont Street on the south, and Industrial Boulevard on the east. Most of the Rolling Mill neighborhood, as delineated for this plan (including the new Queen City Centre Shopping Plaza), has been envisioned by the Downtown Cumberland Business Association (DCBA) to be a Downtown Cumberland commercial district. For a more detailed discussion of the DCBA's 2003 downtown marketing and wayfinding plan, please refer to the Center City Neighborhood chapter (Chapter II).

The neighborhood is served by the Rolling Mill Neighborhood Association, which helped the City schedule, conduct, and advertize the City's neighborhood meeting process. At the Association's request, a total of two meetings were conducted in the neighborhood on January 7 and February 4, 2010. The first meeting was dedicated to presenting and discussing background information compiled by staff. Neighborhood issues and needs were identified and discussed at the second meeting. A total of 24 participants attended the two meetings.

Rolling Mill neighborhood traces its history back to the earliest days of the Baltimore and Ohio Railroad (which later became the Chesapeake and Ohio Railroad, also known as the Chessie System, and is now owned by CSX Railroad). The railroad first reached the City from Baltimore in 1842. The namesake and major employer of the neighborhood, the B & O Railroad's Rolling Mill plant, was one of the City's leading industries from its completion in 1879 through the early portions of the twentieth century. It was located at the current site of the Queen City Centre shopping plaza anchored by Martin's supermarket. The dedication of land by the City in 1867 for construction of the plant spawned considerable investment activity in Cumberland, including the construction of Maryland Avenue and several other streets and homes on the east side of the railroad. The plant produced rails for the expanding railroad, but also included a brick plant that provided bricks for many of the neighborhood's earliest homes—examples of which remain today. Workers at the plant earned some of the highest wages that had been paid in the City during that era—between \$3 and \$10 per day. In 1920, the plant became known as the B & O bolt and forge shop. Beginning in the early 1970's the plant housed the railroad's Engineering Department until the facility was demolished in the 1980's.

2013 Comprehensive Plan: *Neighborhood Element*



The New Queen City Center Plaza

Redevelopment and reuse of the site after the plant closed was slow to occur, due to perceived concerns of site contamination and the costs that would be involved in cleaning up the site. In 1997, the Rolling Mill plant site was approved by the Maryland Department of the Environment as the State's first Brownfield cleanup and redevelopment project. The redevelopment of the site as a new urban shopping center is a source of great pride for the neighborhood, and helped bring long desired economic vitality back to the community.

Another prominent historic feature of the Rolling Mill neighborhood is the former Klots Throwing Company plant, commonly known as the "Klots Mill." Located on Gay Street just south of the Rolling Mill plant on the southern fringes of the neighborhood, Klots Mill processed raw silk into thread that was wound onto sewing bobbins. Built in 1902 and operated into the Great Depression, the mill became a major employer of women in the City. In 1958, the mill was converted into the Tri-State Discount Center. As of the writing of this plan in 2010, the mill and its site are being converted into a low-to-moderate income apartment/townhome housing project.



**The Former Klots Mill Throwing Company
from the Herman & Stacia Miller Collection**

The Rolling Mill neighborhood is witnessing significant change by virtue of its strategic location along the main highway corridors between the City's two main traditional commercial districts—downtown Cumberland and Virginia Avenue. The City recently completed a street improvement project along the Maryland Avenue corridor (2008-2009) that repaved and widened the travel lanes on the street, improved the existing sidewalks, and provided new streetscaping improvements. The street improvements were undertaken to provide better traffic access to the new Queen City Centre shopping plaza and to the Virginia Avenue commercial corridor, which is being similarly revitalized today. In addition, the neighborhood can expect continued revitalization activity beyond the current Klots Mill project. The remaining portions of the Rolling Mill site have yet to be redeveloped and the Cumberland Housing Authority is planning a major redevelopment for the Fort Cumberland public housing project.

2013 Comprehensive Plan: *Neighborhood Element*

B. Neighborhood Demographics

Rolling Mill is the City's smallest residential neighborhood, in terms of total population. According to the 2000 Census, nearly 1,000 people currently live in the neighborhood. The population declined by roughly 6% between 1990 and 2000, which is about half of the overall rate of population decline that occurred in the City over the decade. The neighborhood has a slightly higher percentage of non-white population than the City as a whole.

Despite the overall decrease in population, the number of working-age adults (between 18 and 64) increased slightly between 1990 and 2000, and the number of school-aged children (between the ages of 5 and 18) remained stable. However, the number of children under the age of 10 decreased significantly during the 1990's, which suggests that, absent any reversal in the rate of childbirths or in-migration, the number of school-age children will begin to decline in future decades.

The number of housing units in Rolling Mill grew slightly between 1990 and 2000, and stands at about 500 total units. The number of owner occupied units increased significantly over the decade, and by 2000 stood at just over half of all housing units, as opposed to just under half in 1990. Although the number of owner occupied units increased by roughly 10% during the 1990's, the number of vacant units grew by a much higher rate (40%) over the decade, with over half of that growth attributable to an sharp increase in vacant rental units. This general trend occurred in other residential neighborhoods, especially in the City's east side.

The overall educational achievement levels of the neighborhood's residents improved between 1990 and 2000. In 1990, only about one of every four residents had attended some college or received a college degree. In 2000, that percentage of the population had increased to one out of three. This trend suggests that either existing residents are obtaining higher levels of education or that those people moving into or staying in the neighborhood have a higher level of education than those who have left.

The mean value of owner-occupied homes increased significantly between 1990 and 2000 from about \$32,500 to just under \$50,000. Roughly half of all home owners in the neighborhood have no mortgage on their homes and have lived in their homes for more than five years. Nearly 2/3 of all housing units in the neighborhood were built before 1940. These three factors remained unchanged through the 1990's.

Of particular concern is a finding that the mean household income for workers in the neighborhood remained relatively unchanged through the 1990's at about \$24,250, and roughly 30% of all persons for whom poverty status was determined in 2000 were living below the poverty level. Since average wage levels in the City increased over that period, this data may suggest that the majority of the people who have left the neighborhood earned higher wages.

2013 Comprehensive Plan: *Neighborhood Element*

The range of occupations held by workers in the neighborhood became significantly less diverse through the 1990's and increasingly concentrated in clerical, sales, and service occupations. These jobs tend to earn minimum wages, and Federal minimum wage standards remained relatively stable during the 1990's and only began to increase significantly in the late 2000's.

Although the neighborhood can be characterized as a walkable, urban community, the percentage of workers commuting to work by walking, carpooling, or transit decreased from about 20% in 1990 to 2% in 2000. This trend, however, represents a small number of residents and is based on sample survey data.

The overall increase in educational attainment and mean home value during the 1990's are positive trends for the neighborhood. As further redevelopment activity continues, the public image of the neighborhood as a desirable and convenient residential location within the city should improve. Like the Westside neighborhood, there is a need to see this increased educational attainment translate into higher average incomes. The lack of significant growth in this core statistic during the 1990's is a concern for the city's policy makers. The Klots Mille redevelopment project and the proposed revitalization of the Fort Cumberland housing project may not, in and of themselves, cause any significant change in that measure. The availability of additional jobs in the neighborhood may provide opportunities for income growth, assuming that the jobs offer salaries that exceed minimum wage well and can be secured by neighborhood residents. The increase in workers holding clerical, sales, and service occupations suggests that neighborhood residents possess the skills and work experience that would be desirable to the expanding commercial business opportunities in the neighborhood.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.

Rolling Mill's industrial heritage has long since passed. The neighborhood is now characterized as an emerging residential/commercial transition zone between the City's traditional downtown area and the Virginia Avenue commercial district. Virtually all of the neighborhood's commercial development is concentrated in the northern and western portions of the neighborhood from the Maryland Avenue exit from I-68 south to the Queen City Centre (formerly the Rolling Mill plant site). Most of the businesses, which serve a regional market, are

2013 Comprehensive Plan: *Neighborhood Element*

accessed from Park Street, Williams Street, and Maryland Avenue. Slightly more than half of the neighborhood's overall land area is commercially zoned.

Vacant residential units within the neighborhood are most heavily concentrated in the northern commercially zoned areas between Williams Street and I-68. Many of these dwellings are in poor structural condition. A 2002 windshield housing survey conducted for the City by The Faux Group identified significant areas of blighted housing in and around the Rolling Mill neighborhood. According to the study, the areas between Williams Street and I-68 received the lowest average score for housing conditions within the City. The study recommended that the City consider acquiring abandoned properties in the area.



Looking North along Maryland Avenue

While the northern portions of the neighborhood have significant numbers of vacant and substandard homes, other sections of the community are showing signs of private investment in redevelopment. Many of the older homes in the neighborhood were built of good materials and construction practices, which helped them survive years of neglect. Consequently, the potential that they can be salvaged and rehabilitated is relatively strong. Many of the newer residents to the neighborhood have restored their homes, adding value to the community and raising property values.

The City rezoned the areas between Williams Street and I-68 to Highway Business as part of the 2008 Comprehensive Rezoning to help promote commercial redevelopment of the vacant and dilapidated structures concentrated in this area. Efforts to establish small neighborhood businesses in former residential structures in this part of the neighborhood failed in recent years due to the lack of off-street parking opportunities that could be created on the small lots to support the proposed commercial uses. The Planning Commission felt that wholesale revitalization would not occur on a parcel-by-parcel basis because of the small size of the properties and the considerable expense involved in restoring or removing the original structures.

The Highway Business zone was chosen as a way to encourage the aggregation and wholesale redevelopment of these properties for several reasons. First, the area's proximity to the Maryland Avenue Exit and I-68 on one side and the Queen City Centre plaza and associated commercial uses on the other side make it both a prime and logical location for commercial uses, rather than residential uses. Second, the cost of acquiring the parcels and removing the

2013 Comprehensive Plan: *Neighborhood Element*

unsalvageable buildings would be too great to justify smaller scale development. The need for land to satisfy the minimum off-street parking requirements for redevelopment further justified the need to provide for large scale redevelopment. The most critical challenge for future redevelopment in this area will be to encourage an urban design pattern that will ensure a smooth and compatible transition from the newer commercial development to the established and historic residential fabric of the remaining areas along the east side of Maryland Avenue.

Such a focus on building design and context is important to ensure that the value of the remaining residential buildings, many of which have significant historic value and appeal and have received considerable private rehabilitation investment, will not be destabilized or diminished by future commercial redevelopment in the neighborhood. By providing new opportunities for wholesale or large scale commercial redevelopment between Williams Street and I-68, the potential return on investment should be high enough to warrant greater investment in development design. Consequently, the high intensity commercial rezoning of the area provides a way to leverage and internalize the investment cost of higher quality and contextually sensitive future development design.

In addition to redevelopment opportunities, the Rolling Mill neighborhood also offers significant infill development opportunities. Only a portion of the former Rolling Mill site was redeveloped when the Queen City Centre plaza was built. Roughly half of the plant site remains vacant and undeveloped. This area was zoned for business commercial uses in the 2008 Comprehensive Rezoning. In addition, the neighborhood has a number of scattered vacant lots created by the removal of dilapidated residential structures. A number of these former residential lots have remained undeveloped for many years and they are in the process of successive vegetation. While these sites offer infill residential opportunities, many of these lots may pose significant redevelopment cost constraints that will limit their appeal to prospective homeowners until such time as overall property values in the neighborhood increase. Some of these lots may provide opportunities for adjoining homeowners to expand their residential yards, build a garage, and/or provide space for off-street parking.



Maryland Avenue Homes

The Rolling Mill neighborhood is the first residential neighborhood to have created an urban community garden. The garden is located on one of the neighborhood's vacant lots on Maryland Avenue, which is now owned by the City. The original house that once stood on the lot was destroyed by fire many years ago. In 2006, the Rolling Mill Neighborhood Association approached the City with a concept for a community garden, and was given approval to begin

2013 Comprehensive Plan: *Neighborhood Element*

the project. The Association allows residents to plant vegetables, fruits, and herbs on individual plots on a first come-first served basis. Planting began in the spring of 2009. Reports on initial harvests from the garden are highly encouraging.

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood's unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of "loss" that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City's Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

Participants attending the Rolling Mill neighborhood meetings identified a lengthy list of defining characteristics and features. For detailed locations, please see the Defining Characteristics Map in Appendix E. They are listed below in no particular order:

- The former Rolling Mill plant and the current Queen City Plaza (Martins)
- The best views of the downtown skyline framed against the Narrows can be obtained from the Rolling Mill neighborhood
- There are more trees (wooded areas) and undeveloped properties in Rolling Mill than in most neighborhoods
- The former Klots Mill (Klots Throwing Company building) on Gay Street
- The Fort Cumberland Public Housing Project
- Corwell's Meat Market (formerly Wilson's on West Oldtown Road)
- Friendship Haven Church
- The neighborhood has a compact development pattern that makes it easily walkable, but it is not too crowded
- Maryland Avenue
- The Crow Bar at Willison Place (recently renamed Patrick's Pub)
- The historic architecture of the homes in Haley's Addition, particularly the Francis Haley House
- The billboards at the corner of Williams Road and Maryland Avenue
- The new community garden – the first neighborhood common garden in Cumberland

2013 Comprehensive Plan: *Neighborhood Element*

- The former Kid’s Corner children’s clothing consignment store
- The different look of the older brick homes that were made with bricks from the Rolling Mill plant

The neighborhood’s image is defined by a number of factors that represent both positive improvements in and the historic negative public perception of the neighborhood. The former Rolling Mill and Klots Mill plants contributed greatly to the neighborhood’s identity and provided a major source of jobs for its residents, which promoted social interaction and a sense of shared lifestyles and values. Their closures contributed greatly to the neighborhood’s decline and removed critical sources of jobs. However, the redevelopment of the Rolling Mill site as the Queen City Shopping Plaza has improved the public perception of the neighborhood, boosted civic pride and a sense of optimism for the future, and provided a new social gathering place for residents.

Likewise, residents identified the relatively large number of trees and wooded areas in Rolling Mill as a defining character. However many of those trees are growing on lots that became vacant due to the removal of former vacant commercial and residential structures. The neighborhood’s community garden initiative highlights a creative way that the City can turn such liabilities into assets that help the neighborhoods achieve their visions and reinforce social ties between neighborhood residents and overall allegiance to their neighborhoods. However, care should be taken when creating a community garden on former development sites to ensure that the soils are suitable for the crops that will be planted and that the soils are not contaminated by former uses of the site.



View of Downtown Cumberland from Industrial Boulevard

The residents also identified the outstanding traditional views of the City’s downtown skyline framed by the Narrows that can be obtained from the Rolling Mill neighborhood as a defining feature, but the perceived lack of street access and connectivity with the rest of the City was considered a problem. Participants felt that the close proximity of the neighborhood to I-68 and its relatively poor accessibility to other sections of

the City helped attract the drug trade, which is seen as a problem and an obstacle to overcome in achieving the neighborhood’s vision.

2013 Comprehensive Plan: *Neighborhood Element*

Another defining feature of the neighborhood, its main street (Maryland Avenue), contributes to negative public perceptions because of its historic association with the local drug trade. However, the positive improvements made to the street by the City in 2008 and 2009 helped bring new traffic and shoppers to the neighborhood, resulted in much needed sidewalk improvements, and helped improve the appearance of the neighborhood.

The Fort Cumberland public housing project on Lamont Street is a residential community often associated with the neighborhood. Its design reflects the former Urban Renewal-era public housing design concept of concentrated mid-to-high density apartment blocks. This design also contributes to the poor public perceptions of the neighborhood. However, the Cumberland Housing Authority is embarking on a major effort to



Fort Cumberland Homes

redesign and redevelop the project with a different design focus of lower density housing in a way that integrates the units with the rest of the neighborhood and provides better access to community services, sources of jobs, and shopping opportunities. The new project will also help residents transition to eventual home ownership, rather than just offering rental units. If successful, the residents of the new project will feel better connected with the neighborhood and will take a greater interest in its improvement.



The Frances Haley House

Citizens also identified the distinctive historic architecture of the neighborhood as a defining character. This architectural theme is reflected in the homes of the Haley addition to the City, including the recently restored Francis Haley house on Maryland Avenue. Another distinctive feature of the historic homes in Rolling Mill is that many of the bricks used to build the homes were manufactured by a plant on the former Rolling Mill site. Citizens also identified open front porches on the homes as a cherished characteristic that should be preserved, as they provide a

convenient and traditional place for residents of the neighborhood to interact and socialize as they walk the streets.

2013 Comprehensive Plan: *Neighborhood Element*

Citizens identified a number of important social gathering places as important elements of the neighborhood that should be retained and reinforced. Since it is not likely that the historic industries which served as common sources of jobs for the residents can be replaced, these gathering places serve as the only remaining places where residents can meet and socialize. The gathering places identified by the workshop participants are listed below:

- The City's Main Post Office
- The Queen City Plaza at Rolling Mill with Martins Supermarket and the Community Room
- The new community garden
- The two churches in the neighborhood
- Front porches on the homes along the street where people can sit and converse with neighbors
- Wide sidewalks with benches
- The Crow Bar at Willison Place (now named Patrick's Pub)
- Russ Bittner's Barber Shop at the corner of Louisiana and Maryland Avenue
- Miller's Iron Gym (now Energy Fitness) across from Chick Fillet
- The informal parklets in the neighborhood
- Corwell's Meat Market (formerly Wilson's) on West Oldtown Road
- Bachman's Storage Facility Parking Lot serves as a traditional teen hangout place, but a better and safer place is desired to address the social needs of the neighborhood's children
- Chick Fillet, which supports and provides space for neighborhood functions and events

This list includes the two churches in the neighborhood, the main Post Office, the Queen City Plaza (especially the Martins supermarket and the community room located within it), the new community garden, the wide sidewalks with benches, the informal parklets in the neighborhood, and a number of the small businesses in the neighborhood, such as the Crowbar, Russ Bittner's Barber Shop, Miller's Iron Gym (now Energy Fitness), and Corwell's Meat Market. The Chick Fillet restaurant was identified as an important neighborhood business and gathering place, because of its strong support for the neighborhood and for its practice of hosting neighborhood functions and events. The former Kid's Corner consignment shop for children's clothing was identified as a former important gathering place for parents. The relocation of this business out of the neighborhood was seen as a significant loss to the residents. These small businesses serve basic neighborhood needs and should be encouraged in the neighborhood. Several of them were also identified as defining qualities of Rolling Mill.

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2013 Comprehensive Plan: *Neighborhood Element*

be replaced, these gathering places serve as the only remaining places where residents can meet and socialize. They include the two churches in the neighborhood, the main Post Office, the Queen City Plaza (especially the Martins supermarket and the community room located within it), the new community garden, the wide sidewalks with benches, the informal parklets in the neighborhood, and a number of the small businesses in the neighborhood, such as the Crowbar, Russ Bittner's Barber Shop, Miller's Iron Gym, and Corwell's Meat Market. The Chick Fillet restaurant was identified as an important neighborhood business and gathering place, because of their strong support for the neighborhood and for offering to host neighborhood functions and events. The former Kid's Corner consignment shop for children's clothing was identified as a former important gathering place for parents. The relocation of this business out of the neighborhood was seen as a significant loss to the residents. These small businesses serve basic neighborhood needs and should be encouraged in the neighborhood. Several of them were also identified as defining qualities of Rolling Mill.

E. Issues & Needs

The neighborhood identified a number of important issues needs that it wishes to be addressed through the plan. They include, in no particular order:

- A full service community center, where programs for children can occur and to serve as a primary setting for social and family function (which could include a playground);
- A small business incubator site to encourage entrepreneurialism in the neighborhood;
- A neighborhood playground/recreational complex;
- Additional sidewalk improvements and repairs (like the improvements that were done as part of the 2008-09 Maryland Avenue street improvement project);
- Bike lanes on the main streets;
- Expanded handicapped access facilities in the public rights of ways;
- Replacement or repair of the sewer mains serving the Fort Cumberland Housing Project;
- Restoration of abandoned residences;
- Improved traffic access to and from downtown and the rest of the City;
- Increased street lighting and security cameras;
- Increased opportunities for public and/or off-street parking, and
- Increased funding and regulatory enforcement to remove blighted and unsafe buildings.

1. Strengths & Opportunities

Important assets and opportunities in Rolling Mill include the ongoing redevelopment of the Rolling Mill site, which has brought a source of new clerical and retail job opportunities and

2013 Comprehensive Plan: *Neighborhood Element*

basic retail and service opportunities into the neighborhood. Not only does the redevelopment project help improve public perceptions of the neighborhood as a place to live; it will also help increase neighborhood property values, which will spur additional new investment and revitalization activity.

Other important neighborhood assets include the local business owners who provide support to the community and support from the active arts community in Cumberland, which the neighborhood seeks to expand upon and attract. The citizens also noted that the number of children in the neighborhood presents an important opportunity to build upon the special talents and skills of the adult community to focus on business and service needs for children (daycare, tutoring, health, recreational and social outlets, clothing, clothing repairs, etc.). This will not only promote entrepreneurialism in the neighborhood, it will also empower residents of the neighborhood to share skills and build social connections with other residents of the neighborhood. By building upon these asset bases, the neighborhood can strengthen its retail base and create a more vibrant community.

The redevelopment of Fort Cumberland as proposed by the Cumberland Housing Authority was viewed as a potentially positive opportunity to turn an unfavorable aspect of the community into a positive one. If undertaken as proposed by the Housing Authority – replacing traditional apartment buildings with affordable condominiums, townhomes, and single family homes, it has the potential to encourage some of the rental community residents to become more involved in the community and to become more invested in its revitalization and improvement efforts.

2. Concerns & Problems

The principal obstacles, impediments, and threats to achieving these improvements reflect a number of the current problems that the citizens identified. Chief among them is citizen apathy, especially as it relates to the community of renters and absentee landlords in the neighborhood. Although the number and percentage of rental units in the neighborhood decreased in recent years, the vacancy rate for rental units increased at a much higher rate. The improvement and/or removal of vacant and blighted residential structures was identified as a significant neighborhood problem. Citizens also cited a need for more vigorous enforcement of building safety codes.

While the Rolling Mill Neighborhood Association is recognized as the neighborhood's greatest leadership asset and has achieved a high level of community involvement, it has been unable to engage the citizens of the community who are not resident homeowners. Of course, this is not an uncommon situation in other neighborhoods and other cities.

The perceived lack of access and connectivity to other parts of the City was seen as a major obstacle for the neighborhood to overcome. The neighborhood is confined by natural features

2013 Comprehensive Plan: *Neighborhood Element*

(including the ridgeline rising to the east of Maryland Avenue and the Potomac River) as well as a number of man-made barriers, such as the railroad, Industrial Parkway, and I-68. Although Maryland Avenue is directly accessed from Exit 43-D of I-68, it is difficult to navigate into the neighborhood from the freeway. I-68 and Oldtown Road serve as the only major access and outlet points into the rest of the City.

Declining incomes and increasing poverty levels were also identified as major obstacles, as was the limited availability of public and private resources to address neighborhood improvement needs.

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Citizens attending the Rolling Mill meetings expressed the following vision for the neighborhood:

The future vision of the Rolling Mill neighborhood is to create a diverse neighborhood where people care about each other and share common social bonds that is safe, festive (both socially and artistically), pedestrian friendly, eco-friendly, vibrant (both socially and economically), and projects a dignified public appearance.

F. Recommendations

The City's Planning Coordination Team met on February 18, 2010 to discuss the issues identified at the Rolling Mills neighborhood meeting and to offer suggestions and ideas on how they can be addressed. In evaluating the needs and issues, the staff sought to distinguish between perceptions and fact and worked to identify positive and realistic solutions to the complex issues identified by the participants. In some instances, staff realized that a deeper understanding of the issues would address or resolve some the concerns. Where appropriate, those explanations are provided. In other instances, the issues or problems are beyond the City's ability to resolve.

The neighborhood's desire for greater connectivity with the downtown area was discussed. Staff noted that traffic access is better than many other neighborhoods (and options to improve that are limited by the railroad, topography, and I-68), but that pedestrian access could be improved. Staff also recognized that residents from the southern portions of the neighborhood (in the vicinity of Gay Street) often walk across the remaining vacant lot on the former Rolling Mill site immediately south of the Queen City Plaza, then proceed along the front of the Queen City Plaza and diagonally across the Auto Parts Store lot to East Harrison Street and across the CSX tracks into the downtown area. While adequate land exists to provide a more permanent pedestrian trail across the Rolling Mill site, construction would require easements and

2013 Comprehensive Plan: *Neighborhood Element*

cooperation from the various property owners, because the City does not own the land. Additional sidewalk improvements can be considered as part of future street improvement projects, but it is unknown if people would use improved sidewalks along the streets, since they are avoiding the sidewalks to use the unimproved short-cut across the Rolling Mill site. The City should give special attention to future pedestrian access and circulation as part of any development proposal for the remaining undeveloped portions of the Rolling Mill site.

The desire for separate bicycle lanes on the City's streets would be difficult to implement, since many of the City's streets have travel lanes that are barely adequate for today's vehicles and widening of the streets is not possible without removing homes and businesses that front tightly on them. A shared travel lane or bikeway system would be easier to establish, and the City's Bicycle Advisory Committee, established in 2009, is working actively to design such a system.

With regard to code enforcement concerns, the City is currently undertaking aggressive code enforcement efforts. Code enforcement efforts often require considerable time for staff to identify and contact property owners, especially where the property has been conveyed to multiple heirs or inheritors. Staff will continue to work with neighborhood groups and the general public to address concerns about the code enforcement process, including legal timeframes related to the enforcement process. Staff will also explore means to increase funding levels to address blight removal, including establishing an impact fee for new construction that would help to finance demolition projects.

Handicapped access improvement needs in City rights-of-way are being addressed through the City's CDBG program. The City needs help from residents to identify specific needs that should be addressed. Residents should be asked to notify the Community Development Department of any areas where such improvements are needed to determine if any of the City's Community Development Block Grant (CDBG) funding is available to address those needs and to ask that the street be considered for any current or future funding assistance.

The need for additional parking is a city-wide issue that has few easy or simple solutions. Requirements for adequate off-street parking to be provided with each development are often criticized as impediments to business development and revitalization on small urban lots. This issue has made it difficult for prospective business and apartment developers to rehabilitate and redevelop a number of the abandoned homes in the neighborhood. However, if the City were to abolish off-street parking requirements, then competition for the constrained supply of public on-street parking would become intense, and people who have become dependent on these spaces would quickly demand that the City do something to protect their traditional source of parking. If the City were to propose the construction of new public parking, which in an urban setting typically involves construction of an expensive parking garage, the cost would affect the current tax rate, which would draw taxpayer scrutiny and concern. Although the need for increased parking is almost universally acknowledged, it is very difficult to find a solution that a

2013 Comprehensive Plan: *Neighborhood Element*

majority of the public will accept—especially in a smaller urban community like Cumberland, where viable public transportation options are limited.

The Planning Coordination Committee has discussed the notion of identifying satellite off-street parking areas that could be used to provide additional parking for workers with transit service to deliver the employees to their places of employment. This strategy has been conceived as a way of alleviating parking conflicts between employees and patrons in the downtown area, but can be applied to other areas where concentrated employment centers exist. Most of the parking needs in the Rolling Mill neighborhood are related to residential uses, which lack the space needed for off-street parking. All of the new employers in the neighborhood satisfy the current requirements for off-street parking.

The best source of land for additional off-street parking is from the re-use of former dilapidated housing. The cost to the City to develop parking areas on these lots can be quite high relative to the number of people who will benefit. One way to address this issue would be for homeowners in the neighborhood to share the cost to develop off-street parking lots on vacant lots that will not be redeveloped for additional housing or used for public parking.

The residents also expressed a desire for a neighborhood community center and/or recreation center with a possible playground. The only playground in the neighborhood at this time is located at the Fort Cumberland public housing project. Since the Cumberland Housing Authority is discussing plans to redevelop this project, opportunities to create a neighborhood community center should be discussed as part of that project.

The redevelopment of Fort Cumberland was also discussed. Information obtained from the neighborhood meetings suggest an interest in building new low and moderate income residential units similar to the concept currently under development at the Cornerstone Hill project on Navy Way. Although the idea of relocating the housing units to the undeveloped portions of the Rolling Mill site was suggested at one of the meetings, staff noted that this area has been zoned for commercial development because it was seen as one of the few remaining large sites in the City ideally located and suited to commercial development. Residential uses are not allowed in that zone. The property also is owned by CSX railroad, and may be quite expensive to acquire for housing, since the railroad values the property for commercial development. The CSX property is recognized as a “Brownfield” for all construction above ground.

It was suggested that a good alternate site for housing redevelopment would be to acquire the Klavuhn’s Moving and Storage property and the adjoining but currently vacant Crites warehouse site along Gay and Glenwood Streets. These uses currently do not conform to the urban residential zoning of those properties, and are currently underutilized. Using these alternative sites would allow the proposed replacement housing project to be integrated into the rest of the neighborhood in a way that conforms to established zoning patterns. This would allow the

2013 Comprehensive Plan: *Neighborhood Element*

current Fort Cumberland housing project to be redeveloped in a way that could address some of the neighborhood's other needs, such as a community center that would build upon the adjoining playground at that site.

IV. Virginia Avenue/Chapel Hill Neighborhood

A. *Overview & Historical Sketch*

Known historically as one of the City's most ethnically and culturally diverse communities, the Virginia Avenue/Chapel Hill neighborhood did not really begin to develop until after the Civil War in the late 1800's. The impetus for development came from the continued growth and expansion of railroad operations in the City that had previously given birth to the Rolling Mill and Decatur Heights neighborhoods a decade or more earlier. The neighborhood became home to a German enclave, centered around Oak Street, an Italian community known as "Little Italy" on the lower west side between Third Street and Virginia Avenue, and a less concentrated Irish population that came to work for the railroad. These ethnic communities have given the Virginia Avenue/Chapel Hill neighborhood a rich and colorful cultural heritage that distinguishes it among the City's other residential neighborhoods and helped it produce a special commercial district that has been known as the City's "second downtown."

Prior to the influx of national chain stores and the development of the suburban Country Club Mall in the late 1970's, the Virginia Avenue shopping district was a thriving and fully self-sufficient neighborhood commercial district. According to Dan Whetzel's 2007 publication, *A Photographic History of Cumberland, Maryland*, a 1929 survey of businesses along Virginia Avenue identified a wide array of services, including grocers, barbers, a wall paper shop, plumbers, drug stores, cigar shops, jewelers, shoe repair shops, dry goods stores, the A&P Tea Company, furniture stores, a cigar shop, saloons, theaters, billiard halls, clothing stores, churches, and the Virginia Avenue School. The commercial enterprises that exist today are only a shadow of the retail community that thrived during the City's golden years.

"The Avenue," as it has been known over the years, originally developed to serve the expanding community of railroad workers in South Cumberland and the residential neighborhood that grew around it. Workers at the nearby Rolling Mill plant earned some of the highest wages that had been paid in Cumberland at that time. Employment opportunities in the neighborhood expanded with the arrival of new industries in the area that were attracted to the railroad. Chief among these industries were the South Cumberland Steel and Tin Plate mill in 1872, the Klots Throwing Company mill in 1902 (along the neighborhood's northern boundary with Rolling Mill), the Warren Glass Works below the neighborhood on Queen Street, and a box factory farther to the south. These jobs opportunities provided a stable source of income for neighborhood residents and contributed significantly to its affluence and ability to support a thriving commercial district.

For the purposes of this Plan, the Virginia Avenue/Chapel Hill neighborhood is bounded by Oldtown and Lamont Streets on the North, South Street on the East, the CSX Railroad on the

2013 Comprehensive Plan: *Neighborhood Element*

South, and the North Branch of the Potomac River on the West. Virginia Avenue runs north and south through the heart of the neighborhood, basically dividing it into two separate U.S. Census Bureau enumeration tracts. The neighborhood is served by two distinct and active civic associations, the Chapel Hill Neighborhood Association and the South Cumberland Business and Civic Association (SCBCA). The SCBCA is the largest neighborhood or civic association by membership in the City. The City's neighborhood meeting for Virginia Avenue/Chapel Hill was conducted on February 25, 2010. Members of both associations participated in the neighborhood meeting. A total of 8 citizens attended the meeting.

B. Neighborhood Demographics

The Virginia Avenue/Chapel Hill neighborhood is the third most populous of the 11 neighborhoods defined for the Comprehensive Plan, with a total population in 2000 of about 3,000 people. Only the Mapleside/Johnson Heights and Wills neighborhoods had larger populations. Census data indicates that the neighborhood's population declined by approximately 14% between 1990 and 2000, which was higher than the rate of decline for the City as a whole. The neighborhood's racial composition is only slightly more diverse than the city's overall population.

All major age groups in the neighborhood declined between 1990 and 2000, with the greatest decrease occurring in the senior population (those aged 62 years and more), which registered a 23% decrease over the decade. Declines in the number of school-age children (5-17 years) and working age adults (18-64 years) were only slightly less than the overall rate of population decline in the neighborhood, ranging between 12% and 14%.

The total number of housing units in the neighborhood declined by about 2.5% during the 1990's, and currently stands at a total of about 1,550 units. However, the number of vacant units in the housing stock grew by about 75% over the decade, from 166 total units in 1990 to about 290 in 2000. Approximately 80% of the growth in vacant homes can be attributed to an increase in vacant rental units.

The number of owner-occupied housing units decreased by about 6% between 1990 and 2000, while the number of renter-occupied homes decreased by about 16%. The higher rate of decrease in renter-occupied homes over the period resulted in a slight (4%) *relative* increase in the percentage of owner-occupied homes in the housing stock. Roughly half of all occupied housing units in the neighborhood were occupied by owners in 2000.

The percentage of residents who remained in the same house within the neighborhood for at least five years before the Census was taken remained fairly stable at about 60% from 1990 to 2000. In addition, the percentage of housing units in the neighborhood that were built prior to

2013 Comprehensive Plan: *Neighborhood Element*

1940 also remained the same throughout the decade at about 62%. The Census reports that fewer than 10 housing units were added to the neighborhood between 1980 and 2000.

Despite the decline in population and the limited housing construction activity in the neighborhood over the decade, Census data indicates that the mean value of owner-occupied homes increased from \$33,800 in 1990 to slightly over \$50,000 in 2000. However, the percentage of owner-occupied homes in the neighborhood for which the owners had no mortgage decreased slightly (3%) from about 60% in 1990 to 57% in 2000.

The mean income for neighborhood households grew from about \$17,500 in 1989 to about \$25,500 in 1999. This growth in mean incomes helped produce a decline in the percentage of neighborhood residents who lived below the national poverty level, from about 33% in 1990 to roughly 30% in 2000.

According to 2000 Census figures, roughly 25% of all neighborhood residents over the age of 25 had earned a college degree or had attended some college classes. This represents a slight (3%) increase over the corresponding levels in 1990.

The number of working residents in the neighborhood who walked to work or used public transit declined by about 3% between 1990 and 2000, and currently stands at roughly 7%. The top two occupations for workers living in the neighborhood remained the same between 1990 and 2000, with the labor force dominated by workers in the Sales (including clerical and office) and Service occupations. However, the labor force was more highly concentrated in the top two occupations in 2000 than it was in 1990. In 2000, the top two occupations accounted for more than half of the neighborhood's workers, while only Service sector jobs accounted for slightly more than 20% of the employed residents in 1990.

The neighborhood's significant rate of population decline is an important issue to address, given the fact that it is the City's second largest neighborhood. Changes in population trend within this neighborhood would have a significant impact on the City's overall rate of growth. Housing vacancy rates appear to reflect this trend.

The relative shift in favor of owner-occupied housing in the neighborhood is a very positive demographic trend. Many of the residential neighborhoods in that part of the City are showing trends in the opposite direction. The increasing mean value of owner-occupied homes suggests that the neighborhood is attractive to potential home owners.

These trends help justify the City's current investment in the Virginia Avenue project. Efforts to reconstruct the street, improve sidewalks, finance building façade restoration, encourage infill development opportunities, and enhance streetscaping should help make the most visible face of the neighborhood more attractive to future home owners and reinforce the appreciation in home value that was evidenced during the 1990's.

2013 Comprehensive Plan: *Neighborhood Element*

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.

As discussed in the introduction to this chapter, the Virginia Avenue/Chapel Hill neighborhood has an extensive commercial and retail sector. Largely confined in the neighborhood's early years to Virginia Avenue between First Street and what is now Industrial Boulevard, many highway commercial uses have become established along Industrial Boulevard as the traditional traffic patterns shifted to the new highway. In recent years, the Virginia Avenue Commercial district has received new attention and development activity, thanks



Looking South along Virginia Avenue

to the 2006 Virginia Avenue Corridor Redevelopment Plan, which identified a series of street, infrastructure, restoration, and streetscaping improvement needs to revitalize the district.

In implementing this plan, the City pooled funds from a number of grant programs, including the Appalachian Regional Commission, Community Development Block Grant, and the American Recovery and Reinvestment Act to initiate a major street improvement and revitalization project for Virginia Avenue. The project includes street surface revitalization and resurfacing, infrastructure improvements and upgrades, sidewalk and crosswalk improvements, the installation of street trees, period lighting, and other furnishings. The street improvement project is scheduled to be completed in October 2010.

2013 Comprehensive Plan: *Neighborhood Element*

The City also initiated other complementary programs to encourage building revitalization and to improve and restore the Springdale Park. New public and private development projects that have been built along or adjacent to the Virginia Avenue corridor over the past five years (2005-2010) include the new Human Resources Development Commission's building, the Allegany Radio Corporation headquarters building, and a Rite Aid Pharmacy. As these buildings were



Chapel Hill Home before Facade Revitalization



...And after Revitalization

developed, several blighted and dilapidated buildings were removed. In addition, many existing commercial and neighboring residential buildings in the neighborhood have received façade improvement and restoration grants and tax credits through the City's Virginia Avenue Area for Targeted Revitalization program. Funding for the revitalization program activities has come from the Community Legacy Program, Appalachian Regional Commission, and Community Development Block Grant. So far, the program has helped a number of residential, commercial, and rental property owners in the neighborhood renovate their building facades. A number of additional properties have received program assistance for interior renovation work and building upgrades to support residential and business stability and retention.

The need for these revitalization efforts were clearly reflected in the 2002 housing conditions survey conducted by the Faux Group (the consulting firm that prepared the 2006 Virginia Avenue Corridor Redevelopment Plan). Of the 14 sections of the City surveyed for the study, the Virginia Avenue/Chapel Hill neighborhood had the second lowest overall housing condition rating (exceeded only by Rolling Mill). The study recommended acquiring blighted properties through foreclosures and rehabbing the Virginia Avenue commercial corridor.

Although the neighborhood has a number of problems relating to housing conditions, the current revitalization effort has made great strides in restoring neighborhood confidence and optimism in the future and in making visible improvements to the neighborhood's overall appearance. Many of the remaining homes in the neighborhood have significant historic appeal and integrity that make them good potential investment properties. The vast majority of these homes reflect the neighborhood's Victorian design influence. Infill development opportunities

2013 Comprehensive Plan: *Neighborhood Element*

exist throughout the neighborhood, which should be developed in a design that would be consistent with the neighborhood's architectural heritage. A number of these vacant lots have been converted to private parking lots, due to the need for additional off-street parking to support expanding business development along the Virginia Avenue commercial district.

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood's unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of "loss" that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City's Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

Participants attending the Virginia Avenue/Chapel Hill neighborhood meeting identified a number of defining characteristics and features. For detailed locations, please see the Defining Characteristics Map in Appendix E. They are listed below in no particular order:

- The South Cumberland Library—Virginia Avenue is the only neighborhood that has a branch library
- The South Penn Elementary School
- The South Cumberland Post Office on Virginia Avenue
- The neighborhood's Italian and German ethnic heritage
- The annual Halloween Parade on Virginia Avenue
- The Virginia Avenue commercial district

Half of the features in the list are important public buildings that also serve as social gathering places for the residents. These buildings represent the primary civic centers for the neighborhood, the loss of which would diminish the neighborhood's identity and role as a center of community for the surrounding residential areas.

Although only one of the three primary public buildings in the neighborhood is located on Virginia Avenue, the commercial district and the annual Halloween Parade conducted along it

2013 Comprehensive Plan: *Neighborhood Element*

are two additional features that are identified with the neighborhood. The parade and the strong ethnic heritage in the neighborhood represent strong cultural features that must be retained and celebrated to preserve the spirit of the community that underlies its special and unique character.

The meeting participants also listed a number of additional social gathering places that are important places for residents to connect and socialize. They are as follows:

- The two neighborhood parks – Springdale and Smith
- The South Cumberland Library and its community meeting room
- The active neighborhood associations, including Chapel Hill and the South Cumberland Business and Civic Association
- The new HRDC building which is becoming a new center of activity in the neighborhood and draws people into the neighborhood from other parts of the City and County
- The Virginia Avenue commercial district



The South Cumberland Library

Most of the neighborhood's significant social gathering places are tied to or adjacent to the Virginia Avenue commercial district. The neighborhood's two active neighborhood organizations provide both a social outlet and strong voice for neighborhood needs, but would benefit from better communication and coordination in their efforts.

E. Issues & Needs

The neighborhood identified a number of important issues needs that it wishes to be addressed through the plan. They include, in no particular order:

- More parking opportunities
- A transit bus pull-off and shelter
- Continued and increased blight removal and property upkeep
- Encourage more homeownership in the neighborhood to help transition renters and increase community involvement and concern
- The alleys that carry traffic on a daily basis need to be resurfaced or improved

2013 Comprehensive Plan: *Neighborhood Element*

- Retain streetlights in the neighborhood—a question was asked if the City could have a program whereby property owners could pay a supporting fee to the City to keep the streetlights in front of their property lighted
- A sit-down family restaurant

The first three issues identified are elements discussed in the 2006 Virginia Avenue Corridor Redevelopment Plan. The City has been unable to address the off-street parking needs, because it has not been able to acquire the properties that would be needed. Many of the existing private parking lots are too expensive for the City to purchase. The same problem exists with the plan's proposal for a transit bus pull-off and shelter. This bus stop was envisioned to be constructed on what is now private property which the City could not afford to acquire. The City strongly urged the HRDC to provide a bus stop and shelter as part of their development plan, but had no authority to require it, since the Zoning Ordinance does not currently require such improvements. The City continues to pursue removal of blighted properties, but this process takes time to identify and establish contact with the legal property owners and to complete through the courts. This time delay often gives the appearance that nothing or not enough is being done to address the issue.

1. Strengths & Opportunities

Strengths and opportunities in the neighborhood include the two Neighborhood Associations, the Virginia Avenue Redevelopment project, and the New HRDC building and businesses that have been built in the neighborhood. There is a sense that commercial vitality on the Avenue is beginning to recover and that bodes well for both property values and job opportunities in the neighborhood.

2. Concerns & Problems

The lack of parking and a perceived increase in low income rental units were identified as significant concerns. Participants also noted a general reluctance to move beyond the problems of the past and accomplish things that will make the future better. For many residents in the neighborhood, there has been a lingering perception that the City's leadership favored the downtown area over Virginia Avenue and that is why so many of the neighborhood's needs were not addressed. Now that the City has undertaken the Virginia Avenue Redevelopment project, a number of residents feel that their concerns are being heard and that they would like to see a greater focus on the next steps in the revitalization process that will follow the current project.

2013 Comprehensive Plan: *Neighborhood Element*

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Citizens attending the Virginia Avenue/Chapel Hill meeting expressed the following vision for the neighborhood:

To create a safe, clean, drug-free, pedestrian and bicycle friendly mixed income neighborhood.

F. Recommendations

The Planning Coordination Committee met on March 11, 2010 to discuss the input received at the February 25 neighborhood meeting. The Committee devoted considerable time to discuss the concerns raised about low income and Section 8 rental housing. This issue was raised as a concern in the neighborhood due to the perception that rental owners and tenants have not become actively involved in the neighborhood and that their properties are among the more poorly maintained in the neighborhood. Additional concerns were voiced regarding provisions of the Section 8 program that would allow people in other parts of the State to transfer into Cumberland, where housing costs can be lower; thereby creating a market for rental units that would encourage growth in rental conversions and units and a decline in home ownership. The Committee felt that many of these perceptions, while not uncommon, may not be justifiable.

The City of Cumberland currently operates a rental unit licensing program. This program was designed to ensure that rental housing units are improved and maintained to satisfy basic code, livability, and health and safety standards. All housing units that will be leased for rent must register with the program. The program requires that an inspection be conducted of the unit prior to leasing for occupancy. It also requires an inspection when renter complaints are received and before a new tenant occupies the unit. In the past, these inspections were conducted by City staff. When the work load demand for inspections began to exceed the staff's capacity to perform the inspections, the program requirements were altered to allow the landlords to perform self-inspections. If this change in the policy is not resulting in satisfactory housing condition inspections, then it may need to be reconsidered. However, the City currently lacks compelling information to conclude that the program is not achieving its objectives.

In addition to the basic code compliance enforcement for all rental housing afforded by the City's rental unit licensing program, the Section 8 program requires pre-occupancy and annual inspections of all rental units that receive Section 8 voucher subsidies. Additional inspections may be performed when tenant complaints are filed. The standards that must be satisfied through these inspections exceed those required by the City's adopted codes. These inspections must be conducted by Section 8 program staff, which is housed at the Human Resources Development Commission office on Virginia Avenue. These inspections should provide

2013 Comprehensive Plan: *Neighborhood Element*

additional assurance that rental units participating in the Section 8 program are maintained in accordance with basic health and safety standards. The City has no regulatory mechanism to routinely inspect owner-occupied homes after construction or alteration is complete, nor are they inspected when a change of ownership occurs.

It is also important to understand that specific rental units are not classified as “Section 8 units.” The Section 8 voucher is granted to renters who satisfy the program’s criteria, not the rental unit owners. Any rental unit can be approved for residency by a renter that has been granted a Section 8 voucher, if it satisfies the program’s inspection requirements. If a renter who receives a Section 8 voucher leaves a unit that was inspected and approved for occupancy under the Section 8 program, it can be rented by any tenant, whether or not that tenant holds a Section 8 voucher. The Section 8 voucher only serves as a rental subsidy to the unit owner that covers the difference between the rental price and the amount of rent the tenant can afford to pay. In that regard, the Section 8 voucher can be seen as a federal subsidy to help renters afford to live in rental housing that meets basic code and livability standards that they might not otherwise be able to afford. Consequently, the program helps support rental unit price levels in the community at a level that would better assure proper maintenance by the unit owner.

Another misconception in the neighborhood is that the voucher transfer provision of the Section 8 program encourages renters from more expensive areas of the State to relocate to Cumberland, thereby increasing the demand for rental units in the City. Currently, the City’s Section 8 program has only enough funding to issue vouchers for slightly less than 50% of the actual demand for them. Section 8 statistics at the time of the neighborhood meeting show that a total of 397 renters have been issued Section 8 rental vouchers, while the waiting list contains another 401 names. Program statistics also show that only one Section 8 voucher transfer into the City limits was approved during the last year. That tenant moved from Keyser, WV and has since returned there. While it is always possible that some Section 8 program renters may desire to move to Cumberland to obtain lower cost housing, the voucher would not ensure that the renter could afford to live in Cumberland without a local job and income to cover the remaining costs of living. It is also equally reasonable to assume that some Section 8 renters currently living in Cumberland would seek to relocate to other areas of the State for higher paying job opportunities.

In addition, the City’s overall population levels have remained relatively stable during the first decade of this Century. Census data compiled for the neighborhood meeting show that the lion’s share of the increase in housing vacancy rates within the neighborhood between 1990 and 2000 was driven by the growth in rental vacancies. If the Section 8 program were encouraging new residents to move into the City, then the rental vacancy in the neighborhood rate should be declining, not growing. These statistics do not provide any compelling evidence that the Section 8 program has encouraged a flood of incoming residents from other parts of the State.

2013 Comprehensive Plan: *Neighborhood Element*

The neighborhood meeting participants also expressed a desire for increased home-ownership opportunities and assistance in the neighborhood. Staff acknowledges this desire and agrees that increased home ownership would help improve neighborhood pride and involvement in all neighborhoods. However, it is important to remember that the cost of homeownership is often more expensive than many residents can afford. The current National and International Recession was triggered primarily by the prevalence of sub-prime mortgages that created homeownership opportunities for many people who could not otherwise qualify for a conventional mortgage and were not ultimately financially sustainable over the long term. The City will need to balance policies to incentivize expanded homeownership opportunities with job and income growth.

The issue of streetlights was also discussed. The current financial constraints of the Recession forced the City to reduce many of its expenses, including the cost of streetlighting, to balance its budget. One participant at the neighborhood meeting asked if property owners could pay a fee to the City to subsidize the cost of retaining street lights in front of their properties. Allegany Power does offer a program for property owners to pay for street lighting in front of their homes. Interested residents should inquire directly to Allegany Power to request that service.

The desire for a bus shelter was also discussed. This was an improvement that was envisioned by the Virginia Avenue Redevelopment Plan, but had to be abandoned because the City could not obtain the land along Virginia Avenue that was needed to erect a bus shelter. The City had originally urged the Human Resources Development Commission to provide a bus shelter as part of their new building construction plans, but that element did not materialize. The City does possess a used shelter that was requested to be removed from a parking lot in the Downtown area. That shelter was financed by a grant obtained for the downtown area (the City's designated transportation center), but the City *may* be able to explore the possibility of relocating it along Virginia Avenue, if the relocation would be consistent with the original funding requirements. However, the City would still need a location where the bus shelter can be installed, if it should be determined that it can be relocated to that area.

In discussing the need for more public parking opportunities, which is emerging as a recurring issue in the neighborhoods, the Committee discussed the potential for a new program that might provide some parking demand relief, particularly for the businesses along Virginia Avenue. The Committee recommends that the City consider establishing one or more satellite parking facilities (one such opportunity would be a portion of the now vacant parking garage at the former Memorial Hospital site) that could be used by business employees along Virginia Avenue, the downtown area, and other commercial districts where parking is limited. To ensure use of the lots, the City could create a transit shuttle service to transport workers to and from the satellite parking lot and their place of work. The cost for this program could be subsidized by parking fees, a contribution from employers (who would benefit from the increased availability of local parking for their customers), a new fee-in-lieu of providing a percentage of the on-site off-street parking spaces required by the Zoning Ordinance, or some combination of

2013 Comprehensive Plan: *Neighborhood Element*

these funding options. This concept should be explored in greater detail in the City-Wide Element of the Comprehensive Plan.

With regard to the need for improvements in alley pavement conditions, the Committee recognizes this issue as a city-wide need. Overall street conditions in the City have deteriorated over the years, because the City has been unable to secure the financial resources to satisfy the overall paving need. In the past few years, the City has adopted a pavement management system to prioritize and schedule the repaving and improvement of every street in the City, including the major alleys. If travel conditions are a significant safety concern on any specific alley, those concerns should be brought to the attention of the Street Maintenance Division of the Public Works Department until such time as the City can afford to repave or reconstruct the alley, as the case may be.

2013 Comprehensive Plan: *Neighborhood Element*

V. Decatur Heights Neighborhood

A. *Overview & Historical Sketch*

Although Decatur Heights is one of the City's early expansions, it really began to flourish around 1840, just before the Baltimore and Ohio railroad arrived in 1842. According to the City's 1976 Keller Report, the neighborhood had developed sufficiently by 1847 for sidewalks to be built along Decatur Street. The report also notes that Decatur Street and its associated side streets (Charles, Fulton, and Glenn) contained the largest concentration of mid-nineteenth century architecture in the City at that time. A number of these buildings have since been removed, due to deterioration. However, Decatur Street and its pleasing mix of historic commercial and residential structures offer an attractive urban setting and have significant and substantial revitalization potential.



Decatur Street Homes



The Footer Mansion

During its early development, Decatur Heights was one of the City's premier residential neighborhoods and was home to an elite population, which is reflected in the quality and elegance of its architecture. Prominent residents include Dr. Thomas Koon and Joseph W. Footer, Vice President of the former Footer Dye Works facility located at Canal Place in Downtown Cumberland. The business, which operated in various locations from 1870 through 1937, cleaned and dyed fabrics for an enormous world-wide market that allegedly included European royalty and former Presidents of the U.S. The Footer Mansion remains as one of the neighborhood's prominent homes from the height of its development, along with the numerous other architecturally significant buildings that comprise the Decatur Heights National Register Historic District.

Another major force in the development of the Decatur Heights neighborhood was the construction of the Baltimore Turnpike or the "Bank Road," which eventually channeled into the

2013 Comprehensive Plan: *Neighborhood Element*

City along Baltimore Avenue. This portion of the National Road was a privately funded eastern extension and upgrade of the route to Baltimore, which later became U.S. Route 40. Along with the eventual construction of Henderson Avenue, which basically parallels Centre and Mechanic Streets on the opposite side of the CSX railroad, the neighborhood eventually became a major gateway into the downtown area from both the north and east.



**Former Western Maryland Hospital on Baltimore Avenue
from the Albert & Angela Feldstein Collection**

Another historic feature of the Decatur Heights neighborhood is its role in the foundation of the City's medical community. Both of the City's two original hospitals, the public Memorial Hospital and the private Sacred Heart Hospital—which were recently consolidated into the new Western Maryland Regional Medical Center on Willowbrook Road—were originally established in the Decatur Heights neighborhood. Memorial Hospital was constructed in 1892 on the current

site of the 11-story Cumberland Manor apartment building, and was known by the names of Allegany Hospital and Western Maryland Hospital in earlier years.

Prior to its relocation onto Seton Drive in the 1980's, the Sacred Heart Hospital and its campus were located on the east side of Decatur Street. Only the original stone retaining wall now remains to mark its location. A portion of the site was redeveloped in 2007-08 as part of a planned townhouse development. The long presence of these hospital facilities in the neighborhood explains why Decatur Heights was attractive to medical professionals, like Dr. Koon.



**Former Sacred Heart Hospital on Decatur Street
from the Albert & Angela Feldstein Collection**

Other prominent features in the neighborhood's history include the African Methodist Episcopal Church and the Carver Community Center, both of which are located along Frederick Street. The Carver Community Center began its life in 1921 as the Cumberland High School—a segregated public school for the education of African Americans in Allegany County and portions of West Virginia. An influential Principal of the school worked to change the school's name to the Carver School in 1941 in honor of Dr. George Washington Carver. Both of these buildings are cultural landmarks of the African American community in Cumberland.

2013 Comprehensive Plan: *Neighborhood Element*



The AME Church

For the purposes of this plan, the Decatur Heights neighborhood is generally bounded by Baltimore Avenue, the unnamed alley behind Helen Street, and Linden Street on the north, I-68 on the east, Queen City Drive on the south, and Alley #19 on the west. The eastern portions of the neighborhood (up to Footer Place and Bellevue Street), has been envisioned by the Downtown Cumberland Business Association (DCBA) to be a Downtown Cumberland commercial district. For a more detailed discussion of the DCBA's 2003 downtown marketing and wayfinding plan, please refer to the Center City Neighborhood chapter (Chapter II).

The neighborhood's residents are served by the Decatur Heights Neighborhood Association, which is one of the most active associations in the City. The Decatur Heights neighborhood meeting, which was conducted at a regular meeting of the Neighborhood Association on March 15, 2010, attracted the highest attendance of any of the individual neighborhood meetings conducted for the 2013 Comprehensive Plan with 17 total participants.

B. Neighborhood Demographics

Census data for the Decatur Heights neighborhood is very limited. Since it is a small neighborhood with irregular boundaries, Census data for Decatur Heights cannot be captured using the census enumeration boundaries for which sample survey data can be released. Only data from the 100% population count was available for analysis in this plan. Consequently, the data analysis for this neighborhood is limited to the most basic population statistics collected by the Census Bureau for all households.

The Decatur Heights neighborhood has a total 2000 Census population of about 1,500 residents, ranking 7th out of 11 neighborhoods in total population. The neighborhood's overall population has decreased by roughly 9 percent between 1990 and 2000, which is about the same as the city's overall rate of decline during the decade.

Roughly 84% of the neighborhood's population is white. Overall, the neighborhood's racial composition and profile are more diverse than for the City as a whole, and the most diverse of any of the City's other residential neighborhoods.

The adult population in the neighborhood declined between 1990 and 2000. The greatest overall decline was in the senior population (62 years and over), which decreased by more than 25% over the decade. The number of working age adults (18-64) decreased at a much lower rate (3.5%) than for the neighborhood as a whole. However, the number of school age children (age 5-17) actually increased by 5.5% during the decade, from 255 in 1990 to 269 in 2000. This

2013 Comprehensive Plan: *Neighborhood Element*

increase may be somewhat short-lived, because the number of pre-school children decreased from 149 in 1990 to 107 in 2000. Since the children in this age group in 2000 will become part of the school-age population in 2010, the overall trend in the number of children may begin to decline at that time.

The total number of housing units in the neighborhood decreased very slightly (roughly one percent) between 1990 and 2000 and stands at just over 1,000 units.

As in many of the City's other residential neighborhoods, the number of vacant housing units increased by nearly 50% between 1990 and 2000. This rate of increase is similar to the Rolling Mill neighborhood, but lower than Virginia Avenue/Chapel Hill. Approximately 60% of the growth in vacant housing units during the decade was driven by an increase in vacant rental units. This pattern is also reflected in other residential neighborhoods across the City.

The number of owner-occupied housing units declined by roughly 6% between 1990 and 2000, while the number of renter-occupied units decreased by about 15%.

About one-third of all occupied housing units in the neighborhood in 2000 were owner-occupied, which was a slight (2%) increase over the percentage in 1990. The percentage of owner-occupied housing units in Decatur Heights is very low, as compared with adjoining neighborhoods and the rest of the City.

The estimated mean value of owner-occupied homes in the neighborhood was about \$27,000 in 1990. No data on owner-occupied house values was available from the 2000 Census.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.

2013 Comprehensive Plan: *Neighborhood Element*

Decatur Heights has experienced significant changes in its economic mix throughout its history. In the early years, it was one of the City's prominent residential neighborhoods marked by major institutions, including the AME Church, the Baltimore Street YMCA building, and the City's two early hospitals. Businesses eventually became established on Decatur Street, Baltimore Avenue, Frederick Street, and Henderson Avenue/Front Street. Many of these businesses, especially along Baltimore Avenue and Frederick Street, have closed



Mix of Uses along Decatur Street

over the years, and the many of the prominent historic homes have deteriorated. Of the 15 districts across the City evaluated in the 2002 Faux Group housing conditions survey, the Decatur Heights neighborhood ranked 10th in terms of overall housing conditions.



Commercial Rehab at Decatur St. & Baltimore Ave.

Major changes are beginning to occur in the neighborhood. As of the writing of this plan, the Allegany County Tower building on Glenn Street is being revitalized. It will eventually house some medical offices and an expanded Veterans Administration clinic. As noted in the Introduction to this chapter, residential redevelopment of the former Sacred Heart Hospital site was initiated in 2007, although the project developer defaulted during the Economic Recession of the late 2000's, and the project has not yet been completed. Eleven (one third) of

the townhomes proposed for the site were completed before the project was secured over by the lending institution. Banneker Gardens, a 25-unit apartment complex, is being developed by the Cumberland Housing Authority to replace a former 30-unit mid-rise apartment complex, and Cornerstone Hill, a 42 unit residential development consisting of townhomes and single family detached dwellings, was under construction along James Day Drive in 2010. Finally, several mixed use commercial buildings at the intersection of Decatur Street and Baltimore Avenue were rehabilitated during the mid-2000's.



The Vista Tower Rehab Project

2013 Comprehensive Plan: *Neighborhood Element*

Additional potential for redevelopment exists within the neighborhood as well. The City, in cooperation with CSX Railroad, is working to secure grant financing for the redevelopment of the Amtrak Railroad Station on Front Street. The project will include streetscape improvements around the station. The growth and development that is occurring along Willowbrook Road also has the potential to incentivize revitalization along Baltimore Avenue, which links Willowbrook



Recent Goethe Street Residential Rehab

Road at I-68 with Downtown Cumberland. Baltimore Avenue has several existing deficiencies, including steep grades, sharp curves with tight curb radii, limited parking opportunities, and incomplete sidewalks. The City is discussing a future revitalization project for this corridor that would include Goethe Street. Goethe Street has many historic homes that could be rehabilitated to create affordable, trendy (eclectic), and convenient homes for the professionals working along the emerging Willowbrook

Road corridor. The future growth potential of this corridor could provide an opportunity to revitalize the neighborhood's residential image and restore a measure of the neighborhood's early prominence.

Widespread blighted housing conditions and poor property upkeep, especially along Baltimore Avenue and the upslope streets along the southeastern boundaries of the neighborhood, are two of the most significant concerns in the neighborhood. Strategic removal of unsalvageable homes would create opportunities for much desired parking to relieve the intense competition in the neighborhood for the limited supply of on-street parking. The intense use of on-street parking has created site visibility problems for traffic accessing Decatur Street and Baltimore Avenue from the side streets. This issue creates safety concerns for pedestrians and motorists, alike.

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood's unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their

2013 Comprehensive Plan: *Neighborhood Element*

neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of “loss” that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City’s Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

The following list of distinguishing features and characteristics for the Wills neighborhood were generated by the meeting participants. For detailed locations, please see the Defining Characteristics Map in Appendix E.

- The neighborhood is at a key crossroad location for Henderson Avenue (traffic entering the city from the north) and Baltimore Avenue (traffic entering the City from the east) and serves as a key gateway into Downtown Cumberland
- The three historic graveyards in the neighborhood
- Carver High School/Community Center/Business Incubator
- The Metropolitan AME Church on Decatur Street
- The YMCA building on Baltimore Avenue
- The original sites for Western MD Hospital and Sacred Heart Hospital
- The Baltimore Street Railroad Crossing into Downtown Cumberland – should be enhanced as an attractive gateway between the downtown and neighborhood
- The awkward design and traffic circulation around the island at the intersection of Henderson Street and Baltimore Avenue is a well known feature of the neighborhood, but not necessarily in a positive way – a better solution is desired
- The close proximity to the downtown area makes it easy to walk into Downtown Cumberland
- The pleasing mix of residential and business uses along Decatur Street

The neighborhood’s identity is defined largely by the historic architecture of the older homes in the neighborhood. Decatur Street was the City’s earliest ‘fashionable’ streets, and a number of the City’s prominent residents built their homes in the neighborhood. The neighborhood’s favorable location at the end of Baltimore Street made it a major gateway to the historic Downtown area for traffic travelling



**The Dr. Thomas Koon House on Baltimore Avenue
from the Albert and Angela Feldstein Collection**

2013 Comprehensive Plan: *Neighborhood Element*

along Henderson Street from the north and Baltimore Avenue from the east. As a focus for traffic into the City, Decatur Street, especially in the areas surrounding the Baltimore Avenue intersection, developed a pleasing mix of commercial and residential uses characterized by rich architectural styles. Although many of the neighborhood's buildings clearly show their age and would benefit from design-sensitive revitalization work, they strongly reflect the neighborhood's distinctive architectural style and early affluence.

The neighborhood is also distinguished by a number of important historic sites, including three historic cemeteries, the former Carver High School on Frederick Street (now a Community Center and Business Incubator), the Metropolitan AME Church on Decatur Street, the YMCA Building on Baltimore Avenue, and the original sites for both of the City's primary hospitals, the Western Maryland Hospital and Sacred Heart Hospital.

Participants also identified the traffic island at the intersection of Baltimore Avenue and Henderson Street as one of the neighborhood's distinctive features, although it is not necessarily a favorable feature. The awkward traffic patterns caused by the island create confusion for many drivers.

The participants also identified a number of important places where residents of the neighborhood gather to socialize or share information. Some of these places are informal gathering locations, but in the absence of major neighborhood employers, they serve as the primary places for social interaction. These locations are as listed below:

- The YMCA on Baltimore Avenue
- The Banneker housing project playground at the intersection of Frederick and Bedford Streets
- The Carver Community Center/Business Incubator on Frederick Street
- The Decatur Heights Neighborhood Association
- The Inn on Decatur Street
- Adams Funeral Home on Decatur Street
- The parking lot adjacent to the Footer Mansion serves as a gathering place for teens, but a better and safer location is desired

E. Issues & Needs

The meeting participants identified a lengthy list of issues and needs that they desire to see addressed. They include, in no particular order, the following:

2013 Comprehensive Plan: *Neighborhood Element*

- Significant traffic and travel safety improvements for Baltimore Avenue—there are significant conflicts between traffic along Baltimore Avenue and pedestrians/parking/residential access and inadequate enforcement and/or signage of speed limits. The street also suffers from poor design (sharp curves, narrow travel lanes). Meaningful traffic calming and speed enforcement is greatly desired.
- A better way of controlling traffic at the intersection of Decatur Street and Baltimore Avenue
- Restrict travel on Decatur Street to one-way traffic only to alleviate growing congestion and improve access from side streets
- The fire hydrant in the 400 block of Decatur Street is not working and needs to be fixed—fire hydrants in general need to be tested and maintained more frequently
- A better play area in the neighborhood for children that is safe and away from traffic (to take the place of the parking lot adjacent to the Footer Mansion)
- A flashing warning light and/or traffic calming on the McMullen Bridge to make travelers realize they are entering a neighborhood area—travel speeds on the bridge are excessive
- Blighted properties require better maintenance, improvement, or removal
- The coordination of infrastructure maintenance and improvement projects in the neighborhood needs to be improved. The City has established a pattern of undertaking what amounts to quick-fix infrastructure improvements to solve a specific problem (such as breaking into the sidewalk to access a buried water valve) and then not finishing the repairs to the other affected infrastructure, thereby creating a perception of not completing the work.
- Removal/improvement of properties along Waverly Terrace and other areas where unsightly trash and personal belongings are visible
- Need to follow through on code violations
- The sidewalk along the north side of Davidson Street should be repaired/replaced

One of the greatest concerns to the neighborhood includes problems and issues resulting from the recent growth in traffic using Baltimore Avenue and Decatur Street. Both streets have relatively narrow traffic lanes to serve the growing volume, and many of the intersections are becoming unsafe. Travel speeds on Baltimore Avenue are a particularly sensitive topic in the neighborhood, as pedestrian travel and parking is becoming hazardous. Some of the residents report that they have suggested on multiple occasions that warning lights and signs be installed on the McMullen Bridge to advise motorists to slow down as they approach the neighborhood because the bridge is designed in a way that encourages speeding and pedestrian safety is at risk. Residents have also requested additional signage or improvements along Baltimore Avenue to slow traffic descending into the neighborhood from Willowbrook Road and the I-68 interchange.

2013 Comprehensive Plan: *Neighborhood Element*

The intersection of Decatur Street and Baltimore Avenue is specifically perceived as dangerous, and residents of the neighborhood are concerned that their complaints about these problems have not been heard or addressed. Members of the Decatur Heights Neighborhood Association have repeatedly asked for help and offered suggestions to address these issues and wish to understand why they have not been addressed. Many residents in the neighborhood (some of whom were quite vocal at the meeting) perceive that their concerns are being ignored. This sense of frustration has carried through to other issues and needs that the residents identified.

Residents also expressed concerns about inadequate parking and traffic speeds on Baltimore Avenue. Some form of traffic calming solution is desired on Baltimore Avenue and the McMullen Bridge.

1. Strengths & Opportunities

Some of the more positive changes in the neighborhood include the recent Self Help Project, funded through the Community Legacy Program, which financed the conversion of five formerly abandoned or rental homes into owner-occupied homes. The Decatur Street Streetscape improvements, which resulted in period lighting, street trees, and sidewalk improvements, also were a positive improvement for the neighborhood.



Allegany Station Townhomes on Decatur Street

Participants also noted the opening of the Carver Community Center, the construction of the new townhouse units on Decatur Street (at the former Sacred Hospital site), and the ongoing redevelopment of the Banneker public housing project and the Allegany Tower on Glenn Street as positive changes.



Banneker Gardens Construction

Several strengths and opportunities were also identified by the meeting participants. They include active involvement in and genuine concern for the neighborhood exhibited by many permanent residents and local business leaders, the Decatur Heights Neighborhood Association, the historic architecture in the neighborhood, the proximity of the neighborhood to Downtown Cumberland as a prominent and walkable gateway to the City, the Carver Community Center, and the rehabilitation of the Allegany Tower building on Glenn Street.

2013 Comprehensive Plan: *Neighborhood Element*

2. Concerns & Problems

When asked to list some of the negative changes in the neighborhoods, the participants pointed to the design of the McMullen Bridge (which created a barrier that divided portions of the neighborhood), and lingering problems with crime. The participants noted that crime has decreased in the neighborhood over time, but additional improvements and a greater effort to utilize neighborhood-based patrols, especially foot or bicycle patrols is desired.

The residents were also asked to identify obstacles, impediments, and threats to neighborhood vitality and improvement. Chief among them was a sense of apathy and non-involvement by absentee landlords and homeowners who don't properly or regularly maintain the condition of their properties. Scattered trash and blight are considered significant problems that need to be addressed. Some residents expressed concerns about the perception of fear that is generated by blight and crime in the neighborhood. Increased neighborhood police enforcement through neighborhood substations is desired.

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Citizens attending the Shriver/McNamee meeting expressed the following vision for the neighborhood:

The overall vision for the future of Decatur Heights is to create a friendly, safe neighborhood that maintains the historic fabric of the streetscape and encourages population diversity.

F. Recommendations

The Planning Coordination Committee met on March 25, 2010 to discuss the issues and needs generated by the citizens who attended the March 15 neighborhood meeting. The following recommendations were identified by the Committee.

Most of the Decatur Heights Neighborhood's issues and needs relate to critical infrastructure deficiencies and problems—inadequate traffic controls on streets, faulty fire hydrants, insufficient recreational land, inadequate sidewalks, and uncoordinated or incomplete infrastructure work. The Planning Coordination Committee noted that a number of the specific problems were being addressed. These include the failed hydrant on Decatur Street and the delayed sidewalk repair. The sidewalk repair work (mentioned at the meeting) had been delayed due to weather conditions, which will not become favorable to complete the work until the beginning of the normal construction season.

2013 Comprehensive Plan: *Neighborhood Element*

Staff noted that one way to help ensure that neighborhood concerns on infrastructure and construction projects are addressed more quickly may be to provide a better forum for communication. In some instances, staff feels that citizens may be contacting the wrong person about a problem, and it just doesn't get communicated through to the right person. Such a directory may help reduce those communication problems. It was suggested that the City develop a contact list to identify names and telephone numbers for the appropriate city official to call when a concern is raised. For example, the list would identify who to contact (with both telephone and e-mail addresses) for pot holes, water main breaks, sidewalk surface problems, etc. This list could be posted on the City's web site for easy reference and provided specifically to the presidents of each Neighborhood Association. This would be an appropriate way to disseminate that information to citizens when issues are raised. In addition, staff further suggested that a new incident or complaint reporting system could be established on the City's web site that would allow a citizen to select an issue or problem from a drop down menu, identify the location of the problem, list his/her contact information, and submit the report, which would be automatically routed to the proper City department for action or follow-up.

Many of the specific concerns raised by the citizens are highly interdependent and interrelated. Concerns about speeding could be best addressed through more periodic speed enforcement on Baltimore Avenue and Frederick Street areas. Based upon complaints received, the Cumberland Police Department has already implemented speed enforcement initiatives which are used in this area and throughout the City, which included the deployment of the speed monitoring trailer on Baltimore Avenue and was followed up by speed enforcement on this street by officers. These efforts will continue as traffic safety is one of the top priorities of the department. However, long term control of traffic issues will require a broader assessment of traffic calming measures, which involve structural improvements to reduce traffic speeds or discourage speeding.

Some of the concerns about rubbish and trash along the streets and on private properties can be temporarily addressed through the annual Day of Caring and Sharing, which is being planned to focus on the Decatur Heights neighborhood (specifically Baltimore Avenue and Goethe Street) in 2010. However, a long term fix for these problems and the other infrastructure and housing condition problems will require a long-term comprehensive neighborhood revitalization strategy or plan on the scale of the current Virginia Avenue revitalization project.

Consequently, the Planning Coordination Committee recommends that a focus be placed on a comprehensive infrastructure and streetscape improvement project for the Decatur Heights neighborhood after the Virginia Avenue project has been completed. The project would focus on Decatur Street, Baltimore Avenue, and Goethe Street, and would involve street, sidewalk, and streetscape improvements to help improve the quality and appearance of the public realm and promote greater private investment in adjoining property improvements. The project would explore the need to eliminate and remove substandard and blighted structures on

2013 Comprehensive Plan: *Neighborhood Element*

Baltimore Avenue to determine where the street right-of-way could be expanded to reduce or eliminate the sharp curves, which create a travel safety hazard. As part of that assessment, optional traffic calming measures would be evaluated to reduce excessive travel speeds along Baltimore Avenue. The project would also explore options to address neighborhood recreational and sidewalk improvement needs. The City would need to explore funding options to cover the cost of these improvements. This long-range revitalization approach would provide a more permanent solution to the specific issues and needs raised by the citizens.

VI. Wills (North End) Neighborhood

A. Overview & Historical Sketch

The Wills Neighborhood, traditionally known as the “North End,” was named for this plan by the two major features that define neighborhood’s northern and western boundaries—Wills Mountain and Wills Creek, respectively. These features were named after Chief Wills, the leader of a small Shawnee community that lived along the Creek in the Narrows around the time that Fort Cumberland was originally built.



A Pioneer House at 531 North Mechanic Street

Portions of the neighborhood were among the first sections of the Cumberland that were developed. A number of these early homes, many of which are now sheathed in modern siding materials, are believed to remain in the Mechanic Street corridor north of the Railroad Viaduct. The 1976 Keller Architectural Survey of the City notes that the Canada/Viaduct district (along Mechanic and Centre Streets) is “filled with nineteenth and early twentieth-century buildings of major local significance.” A number

of early log cabins now bearing exterior siding can be found along the southern portions of North Mechanic and North Centre Streets in the neighborhood. One of these homes is located at 531 North Mechanic Street. A preliminary assessment of the interior of this building by a historic structures consultant suggests that it could date from the late eighteenth or early nineteenth century. Over time, the neighborhood expanded to the north and west as the City grew.

Another important historical feature of the Wills neighborhood is Mechanic Street, which became the National Road when the route was relocated from Greene Street and Braddock Road in 1834. The route was eventually paired with Centre Street when the two streets were changed to one-way traffic. Other prominent historic features include the Baltimore and Ohio Railroad Viaduct, which forms the southern boundary of the neighborhood and serves as a gateway into Downtown Cumberland; the Canada Hose Company



Canada Hose Company Building - N. Mechanic Street

2013 Comprehensive Plan: *Neighborhood Element*

building, which when built in 1834 was the City's first fire station; and the adjoining Blue Spring, which was one the City's first major water supplies and a popular fishing spot.



The Former Cumberland Brewing Company Building

The neighborhood became the early home for many German and Irish settlers, who were drawn to work on the B & O Railroad and the C & O Canal. This cultural mix made the neighborhood a logical location for the City's two main breweries—the Cumberland Brewing Company and the Old German Brewing Company. These brewing plants were located near the intersection of North Centre and North Mechanic Streets until they merged and closed in the latter half of the twentieth

century. The German Brewing Company eventually grew to become the area's largest brewery and gained a strong regional reputation for its beer. At its peak, the plant had a capacity of 75,000 barrels and employed nearly 100 workers. The main building of its primary local rival, the Cumberland Brewing Company, still stands today and was recently renovated in 2009.

Perhaps the most prominent visual reminder of the neighborhood's nineteenth century heritage is the Western Maryland Scenic Railroad line that follows Wills Creek along the base of Haystack Mountain. The Wills neighborhood is the only residential area in the City along which a steam train still operates during the summer months. The popular Great Allegheny Passage recreational bicycle/pedestrian trail follows the Western Maryland Scenic Railroad right-of-way along the creek and through the Narrows on its way to Pittsburgh. The trail can be accessed directly from the neighborhood at the Valley Street trailhead on the south side of Wills Creek. The trail and railroad pass by the former "Narrows Park" that served as a major recreational area for City residents until it finally closed during the Great Depression.



Western Maryland Scenic Railroad

As referenced in this plan, the Wills neighborhood is generally bounded by the City Limits on the north, Wills Mountain and the Narrows on the west, the summit of Shriver Ridge and the CSX (formerly Baltimore and Ohio) railroad viaduct on the east, and Wills Creek on the south. It encompasses two historically distinct and National Register-eligible nineteenth century districts, formerly known as Canada/Viaduct and Dumbhundred. The Canada/Viaduct portions of the neighborhood, has been envisioned by the Downtown Cumberland Business Association (DCBA)

2013 Comprehensive Plan: *Neighborhood Element*

to be the “Olde North Cumberland” Downtown Cumberland commercial district. For a more detailed discussion of the DCBA’s 2003 downtown marketing and wayfinding plan, please refer to the Center City Neighborhood chapter (Chapter II).

The neighborhood is served by the North End Neighborhood Watch Association and Cumberland Neighborhood Housing Services, both of which meet monthly and are housed at the Canada Hose Company building. The Wills Neighborhood meeting was conducted in conjunction with a meeting of the North End Neighborhood Watch Association on April 22, 2010. A total of 10 residents participated in the meeting.

B. Neighborhood Demographics

The Wills neighborhood is the 2nd most populous of the 11 neighborhoods defined for the Comprehensive Plan, with a total population in 2000 of about 4,100 people. Only the Mapleside/Johnson Heights neighborhood had a larger total population. The 3rd most populous neighborhood (Virginia Avenue/Chapel Hill) has more than 1,000 fewer residents. Census data indicates that the neighborhood’s population declined by approximately 9.5% between 1990 and 2000, which comparable to the City as a whole. The neighborhood’s racial composition is also comparable to the City’s overall population.

The number of school-aged children between the ages of 5 and 18 living in the neighborhood grew by 5% between 1990 and 2000, from approximately 675 to just over 700. The overall population decline in the neighborhood was driven by significant losses in the number of pre-school age children (0-4 years of age) and the senior population (ages 62 and over). These age groups declined by more than 25% between 1990 and 2000. The decline in the number of children between the ages of 0 and 4 years will eventually migrate into the school-aged population in the 2010 Census, suggesting that the growth in that age group may diminish over time without an influx of new children into the neighborhood. The number of working age adults (18-64) remained relatively stable during the 1990’s, with only a 2% decrease. This age group constitutes nearly 60% of the neighborhood’s total population.

The total number of housing units in the neighborhood decreased slightly between 1990 and 2000 and stands at about 2,250 units.

The number of vacant housing units increased by roughly 10% between 1990 and 2000--a significantly lower rate of change than in many other neighborhoods. However, the number of vacant rental units increased by more than 40% over the decade, which represents the lion’s share of the growth in vacant units. This pattern of significant increases in rental unit vacancies is generally consistent with the City’s other residential neighborhoods.

2013 Comprehensive Plan: *Neighborhood Element*

The number of owner-occupied housing units decreased slightly (by less than 2%) between 1990 and 2000, while the number of renter-occupied units decreased by roughly 7%. Just over half of all occupied housing units in the neighborhood in 2000 were owner-occupied, as compared to only half in 1990. Since the total number of housing units in the neighborhood declined over the decade, the relative growth in owner-occupied units can be attributed to the faster rate of decrease in rental units during the 1990's.

The estimated mean value of owner-occupied homes in the neighborhood was about \$42,250 in 1990 and just over \$61,000 in 2000, which ranks relatively high among the City's residential neighborhoods.

The percentage of owner-occupied homes in the neighborhood for which the owner had no mortgage decreased from 58% in 1990 to just over 45% in 2000. This is a greater change than occurred in many other residential neighborhoods, and may be reflective of a slightly higher turnover rate in home owners over the decade.

The percentage of housing units in the neighborhood that were built prior to 1940 increased from 55% in 1990 to 60% in 2000. This trend suggests that more homes built after 1940 were removed from the housing stock, either through conversions or demolitions.

The neighborhood experienced a rapid growth in the number of residents over the age of 25 that had a college degree or had attended some college. According to the 1990 Census, just over 25% of the neighborhood's residents over the age of 25 had attended college classes or graduated from college after completing high school. By 2000, this percentage had increased to over 40%.

The percentage of all workers living in the neighborhood who traveled to work by walking or riding public transit remained stable between 1990 and 2000 at just over 10 percent. This factor declined significantly over the decade in many other residential neighborhoods across the City.

The number of residents living in the same house within the neighborhood five years before the Census was taken remained at just over 50% in both 1990 and 2000.

The mean household income within the neighborhood grew by roughly 1/3 between 1990 and 2000, from about \$22,150 to \$29,500.

In 2000, less than 25% of all persons living in the neighborhood for whom poverty status was determined were living below the poverty level. Roughly 12% of the impoverished residents were over the age of 65.

The top 3 occupations for workers living in the neighborhood in 2000 were Sales & Office Occupations, Service Occupations, and Management/Professional occupations. Each of these

2013 Comprehensive Plan: *Neighborhood Element*

occupations employed 20% or more of the neighborhood's workers. The top 3 occupations for workers living in the neighborhood in 1990 were Service, Administrative Support (including Clerical), and Sales. No single occupation employed more than 20 percent of the neighborhood's workers.

The Wills neighborhood exhibits socio-economic and housing characteristics that suggest it is relatively average among the City's residential neighborhoods. The promising improvements in educational attainment and average housing values are somewhat offset by persistently low average incomes and high poverty rates, which represent indicators of economic distress. A concerted effort to address and improve these anemic socio-economic characteristics will be needed to sustain continued improvement in the neighborhood.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.

The Wills neighborhood is framed by striking physical features on three sides—the Narrows and Wills Mountain on the west, Wills Creek on the south, and the railroad viaduct and Shriver Ridge on the east. These features make the Wills Neighborhood an important and well-defined transitional gateway from the City's boundaries at the Narrows into the downtown area—and vice-versa. This combination of historic man-made and natural boundaries creates an attractive and distinctive setting for the neighborhood.



The Narrows from North Mechanic Street

Generally speaking, the neighborhood's overall development patterns transition from a mixed commercial/industrial/residential urban setting (Canada/Viaduct) along the three major east-west streets (North Mechanic, North Centre, and Henderson Avenue) to a predominantly high density urban residential neighborhood (Dumbhundred) between Henderson Avenue and Independence Street, Walnut Street, and Shriver Avenue, to a medium density residential

2013 Comprehensive Plan: *Neighborhood Element*

neighborhood beyond. This development pattern generally follows the historical progression and build-out of the neighborhood. The only major north/south street in the neighborhood is Valley Street, which provides a connection to the predominantly rural areas outside of the City limits in Allegany County and neighboring Pennsylvania.



The North Centre Street Playground

Recreational opportunities abound in the Wills neighborhood. The primary social, cultural, and recreational centerpieces are the popular North Centre Street Playground, the Jaycee's Park on Valley Street, and the Great Allegheny Passage Trail. Efforts are underway, as of the writing of this plan, to establish a second direct access to the Great Allegheny Passage Trail from the neighborhood along an old railroad spur and bridge that connects the trail with North Mechanic Street near the North

Centre Street intersection. The Jaycees Park is relatively underutilized. Additional recreational facilities and ballfields exist at the Braddock Middle School and Northeast Elementary School campuses in the neighborhood. Finally, a portion of the conservation lands owned by the Maryland Department of Natural Resources on the summit of Wills Mountain is located in the City, and the City holds a lease on the remainder of these lands. This property has potential for future passive recreational uses. A concept for a proposed mountain biking trail on Wills Mountain is discussed in the City's 2008 Trails and Bikeways Master Plan.

Development activity in the neighborhood since 2000 has been primarily limited to restoration and adaptive reuse of the neighborhood's older structures. Most of the undeveloped lots available for future infill development were created by the removal of blighted and dilapidated buildings and are scattered throughout the neighborhood. Structural conditions in the neighborhood, as documented by the 2002 Faux Group Housing Survey, are generally poor in the southern and eastern portions of the neighborhood. It is in these portions of the neighborhood that the highest concentrations of substandard buildings can be found, especially in the areas immediately north of Henderson Avenue, where many vacant buildings can be found. The northern and western sections of the neighborhood fared much better and were rated relatively average by the survey. The Cumberland Neighborhood Housing Services is actively working on plans to stimulate residential revitalization and redevelopment in the neighborhood by identifying and securing potentially marketable tracts of land and by providing access to building façade grants and loans for neighborhood property owners.

2013 Comprehensive Plan: *Neighborhood Element*

The neighborhood's role within the City as a primary gateway to the downtown area is reflected in the current zoning pattern for the neighborhood. The most urban portions of the neighborhood (the Canada/Viaduct section of the neighborhood along Mechanic and Centre Streets) are subject to two special zoning districts that apply nowhere else in the City—the Gateway Commercial and Gateway Industrial Zones. These zoning districts provide for a wide mix of residential and commercial/industrial



North Mechanic Street Streetscape

uses at urban densities that are only slightly less intense than the Central Business District Zone. In addition, these special zoning districts apply a number of aesthetic standards designed to encourage and protect compatible and consistent building design to a greater degree than is addressed in the City's other zones. These standards have generated some debate because many of them are advisory in nature, not specific requirements that must be satisfied. A more determined evaluation of which standards should be compulsory rather than voluntary might address some of these concerns.

The Henderson Avenue corridor on the other side of the CSX railroad tracks is zoned for Highway Business (heavy commercial) uses. This zoning district is followed by an Urban Residential and an Estate Residential Zone as the overall residential development densities gradually decline to the north of Henderson Avenue. To a greater degree than in most other neighborhoods, the patterns of land use and historical development largely match this zoning scheme.

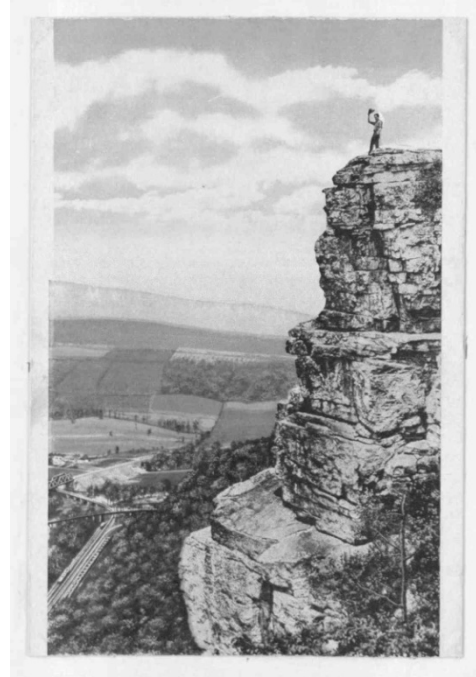
D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood's unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of "loss" that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City's Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

2013 Comprehensive Plan: *Neighborhood Element*

The following list of distinguishing features and characteristics for the Wills neighborhood were generated by the meeting participants. For detailed locations, please see the Defining Characteristics Map in Appendix E.

- The Narrows and Lover’s Leap – the neighborhood was a major gateway to the west
- The Mechanic Street and North Centre Street viaduct as a gateway to and from downtown
- The large churches and church bells
- The Great Allegany Passage Trail and the Valley Street Trail Head
- The various walking marathons and challenges that pass through the neighborhood
- Wills Creek and the flood control project
- Attractive historic architecture



Lover's Leap in the Narrows
from the Herman and Stacia Miller Collection

The participants identified a number of features that defines the neighborhood’s special character, including the Narrows and the CSX Viaduct, which serve as major gateways to and from the neighborhood, the large churches with bells and carillons that toll on the hours, the Great Allegany Passage Trail with the Valley Street Trailhead and parking lot, the various marathons and walking challenges that pass through the neighborhood, Wills Creek and the City’s big flood control project, and the attractive, historic architecture found throughout the neighborhood.



Church Steeples Tower over the Wills Neighborhood

Other important or defining features of the neighborhood that help bring residents together and encourage social interaction include the large and active churches in the area, the two primary neighborhood improvement entities—Cumberland Neighborhood Housing Services and the North End Neighborhood Watch, the North Centre Street Playground, local neighborhood businesses and the Southern States supply store, and the wide sidewalks along several streets that encourage pedestrian activity.

2013 Comprehensive Plan: *Neighborhood Element*

The meeting participants were also asked to identify the primary places in the neighborhood where residents can meet one another and socialize. Within the Wills neighborhood, many of these locations are local businesses. The list of social gathering places identified for the Wills neighborhood includes:

- The historic churches in the neighborhood
- Cumberland Neighborhood Housing Services
- The North End Neighborhood Watch
- Wide sidewalks that create a very walkable neighborhood
- The North Centre Street Playground
- Local neighborhood businesses
- Southern States supply store

E. Issues & Needs

The April 22, 2010 neighborhood meeting participants generated a long list of issues and needs for their neighborhood. Many of them related to street and infrastructure deficiencies and general law and code enforcement issues. The only two needs that did not fall into one of those two general categories were the desire for a convenience or grocery store in the neighborhood and a call to eliminate utility lines, wires, and signs throughout the neighborhood that were no longer actively used or were otherwise not necessary. The composite list of issues and needs raised by the participants is provided below in no specific order:

- A convenience/grocery store
- Repair/improve the streets and water service—some higher elevations in the neighborhood experience periodic low water pressure—also a number of water main breaks due to aging lines
- Better follow-through and completion of repair projects. Many repair efforts do not restore site to original conditions
- Remove blighted properties, which create an arson risk
- Speeding—especially large commercial trucks traveling on Mechanic and North Centre Streets and Henderson Avenue—better speed enforcement
- Expanded enforcement of all City ordinances, especially noise, sanitation, and zoning

2013 Comprehensive Plan: *Neighborhood Element*

- Streets are too narrow for traffic and on-street parking in some residential areas—the intersection of Pear Street and Henderson Avenue is a particularly dangerous intersection for school buses
- More one-way streets to allow greater room for on-street parking and to improve traffic flow
- More off-street parking
- Eliminate ‘obsolete’ utility lines/wires and signs
- A formal coordinated snow removal plan that directs people where to park so that snow can be cleared more efficiently and quickly

1. Strengths & Opportunities

Two of the most positive changes that have occurred in the neighborhood are tied to construction of the North Centre Street playground on a former neighborhood school site and the Great Allegany Passage Trail, both of which were identified as defining features of the neighborhood’s special character. Other positive changes include the neighborhood clean-up efforts, recent building façade repainting and rehabilitation projects sponsored by Cumberland Neighborhood Housing Services, and the opening of Page’s Ice Cream shop at the intersection of Mechanic and North Centre Streets.

Assets and opportunities identified by the meeting participants include the two primary neighborhood improvement organizations, the City’s reputable school system, the core group of homeowners and local business owners who are involved in the neighborhood, the churches, and the North Centre Street playground.

2. Concerns & Problems

Recent negative changes in the neighborhood include the increase in vacant buildings, which represent a blighting influence and an arson threat, the general trend towards an increasing percentage of rental units in the housing stock, a growing drug trade, and reduced neighborhood pride and involvement among the residents. The participants also identified an unintended consequence of the new ban on indoor smoking that has resulted in congregations of people smoking and drinking in front of local bars as a negative change.

Critical obstacles and threats to the neighborhood’s improvement efforts to address its needs include inadequate funding opportunities, declining rates of home ownership—which contributes to public apathy and reduced community involvement—and the need to address aging and outdated infrastructure. The participants also stressed the lack of control and vigilance over children as a potential threat to public safety within the neighborhood, especially where young children are allowed to walk or roam the streets unattended and groups of

2013 Comprehensive Plan: *Neighborhood Element*

teenagers that congregate at night. A desire for a curfew was stressed as a possible way of curbing nighttime crime and vandalism.

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Citizens attending the Shriver/McNamee meeting expressed the following vision for the neighborhood:

The vision for the Wills (North End) neighborhood is to create a clean, attractive, and safe community with police foot patrols and more active involvement by community residents.

F. Recommendations

The Planning Coordination Committee met on May 6, 2010 to discuss the input received at the April 22 neighborhood meeting. The following recommendations were suggested by the Committee.

Most of the issues raised at the Wills Neighborhood meeting were similar to issues raised in other neighborhoods. These issues include the need for water system improvements, lack of completion on infrastructure repair projects, removing/rehabilitating blighted properties, speeding, greater code enforcement, and the need for more off-street parking. These issues will need to be evaluated on a case-by-case basis. Some of the concerns, such as speeding, blighted property removal, and code enforcement, are ongoing responsibilities of the City that will always merit improvement because of the City's limited staff and the scope of the problem or territory that must be covered. More details regarding the specific location or problem that is not being addressed is needed to resolve the issues. As was suggested in response to similar concerns raised by the Decatur Heights neighborhood, the City could create a list of contacts for specific infrastructure needs and issues that could be posted on the City's web site and distributed to the neighborhood associations, so that residents who identify a concern could know who to contact. The City can also explore creating a complaint reporting system on the City's web site.

Some of the issues identified, such as speeding and teen behavior, are issues in which the Cumberland Police Department is attempting to curtail by using proactive patrols as well as making traffic safety one of its top priorities. Increased enforcement and police visibility can help deter some of the activity. Several participants called for a "curfew" to reduce the number of teens and children roaming the streets or loitering at night. The City of Hagerstown was cited as an example.

2013 Comprehensive Plan: *Neighborhood Element*

The City of Hagerstown's ordinance is very specific in its interpretation and application. The Hagerstown ordinance applies to children under the age of 17 and includes a number of specific exceptions that limit its jurisdiction. The fact that the ordinance is in the city code does not reflect a true picture of its application. The major issue when drafting and implementing a curfew ordinance is the constitutionality of the law. Several ordinances have been challenged and found to be unconstitutional. The issue of juveniles creating disturbances and violating other criminal laws can be and are dealt with using laws already in place to deal with these behaviors. A curfew ordinance would also create a need for additional officers to alleviate current staffing constraints. If a curfew ordinance was enacted, a critical issue in curfew enforcement would be to determine how to house and care for the juveniles who are caught violating the curfew when no guardian can be located. Teenagers cannot be placed in detention with adult prisoners, and the City does not have a special holding facility for teens. It has also been found that officers would spend a majority of their patrol time attempting to identify juveniles to determine their age and purpose for being out when in fact these individuals have committed no crime. In responding to past reports of teen activity in various areas around the City, Cumberland police officers have found that in many cases that the teens were not causing any specific problems and that the "perception" that a problem existed was mistaken.

Another way of addressing the problem of unsupervised or unengaged children in the City is to view the issue as an opportunity to engage them more constructively. In some cases, parents simply may not be aware of their children's behavior and may need to be reminded more regularly to become more involved. Such action could be encouraged by the Neighborhood Associations through special parent awareness programs or through reminders at neighborhood functions. In other instances, it is possible that the recreational and social activities of today's youths have evolved and the currently available recreational and social outlets are not filling the need. The Team suggested that a survey of children be conducted in the City's schools to better identify the activities that they currently lack. In the past, the YMCA and the Salvation Army have offered special night activities for children and teens, but they were discontinued due to poor attendance. A survey of the target population might help identify recreational and social needs better so that more effective and better attended special programs could be established.

Off-street and on-street parking issues have become a common concern among the residential neighborhoods. In the Wills neighborhood, participants desired more off-street parking and felt that on-street parking on some streets made driving difficult. The Planning Coordination Team acknowledges these concerns, but realizes that they will be very difficult and complex to resolve. Removing on-street parking in the most urban and densely developed areas will create hardships for residents living on those streets, because the most densely developed properties lack the space needed to provide off-street parking. Increasing off-street parking requirements could make it more difficult for owners to obtain permits for new or renewed uses, which could result in more vacancies. That, in turn, could foster more abandoned and blighted properties. Unfortunately, the City lacks the resources and land needed to provide more public off-street parking opportunities. Some off-street parking opportunities do emerge from time to time in

2013 Comprehensive Plan: *Neighborhood Element*

residential neighborhoods when dilapidated or blighted structures are removed. However, that may not be the best way to encourage more off-street parking opportunities, since it often comes at the expense of the neighborhood's historic character and residential charm.

The Planning Coordination Team also recognizes that changes which foster easier traffic flow on residential streets (removing on-street parking, widening the street, restricting traffic to one-way flow) may have the unintended consequence of increasing travel speeds. This was another concern among the meeting participants. In many instances, motorists drive more slowly when they sense that the street is not safe for high speed traffic, and actions taken to improve traffic flow may allow drivers to feel safer traveling at higher speeds—thereby aggravating another problem.

With regards to the concerns raised about the removal of obsolete overhead utility lines, the Planning Coordination Team has no ideal solution. The utility lines are not owned by the City and the City lacks the resources or regulatory control to remove them. It is also difficult to say what lines are "obsolete," since the utility may feel that they are temporarily out of service and would be reluctant to eliminate them if there was a possibility that they could be needed in the future. If the Neighborhood Association can identify lines that are known to be permanently out of use, City staff may be able to help facilitate a discussion with the appropriate utility to voice those concerns.

The participants also identified a need for a neighborhood convenience or grocery store. The Planning Coordination Team agreed that it would be appropriate to provide for small shops and stores that can serve neighborhood shopping needs at strategic intersections. Some of the provisions that existed in the City's Zoning Map for these uses were removed as part of the 2008 Comprehensive Rezoning. The Team suggests that the Planning Commission consider appropriate locations for neighborhood stores with more specific restrictions on the scale of the business use to provide more convenient opportunities for pedestrian shopping in residential neighborhoods.

Other issues related to zoning for the neighborhood include debate over the need for stronger aesthetic and architectural standards to preserve and protect the historic fabric and integrity of the older commercial and residential buildings and to encourage greater compatibility and design. These concerns are most relevant to the Canada/Viaduct section of the neighborhood along Mechanic and Centre Streets, which are subject to the City's two Gateway zoning districts. The concern in this area has been that the broad mix of residential, commercial, and industrial uses in this area makes it difficult to retain continuity in design between the various uses. Over time, the different (and in some respects, diverging) standard designs for these uses have led to stark inconsistencies in the historic streetscape appearance and in building setbacks (especially where off-street parking lots are needed to serve commercial uses).

2013 Comprehensive Plan: *Neighborhood Element*

The Cumberland Neighborhood Housing Services has discussed and recommended the adoption of a separate ordinance that would codify desired aesthetic and architectural standards, many of which are currently voluntary provisions of the Gateway zones. The application of strict aesthetic standards outside of a local historic district also raises issues of how these proposed standards can be enforced, since such standards are usually applied and enforced through a local historic district designation. A 1998 application to establish a National Register Historic District for the Canada/Viaduct section of the Wills neighborhood was not approved by the National Trust for Historic Preservation. Another option, which the City should consider as part of this comprehensive planning effort, is to re-evaluate the aesthetic and architectural standards that are contained in the Gateway Zones and determine which, if any, of them should be made mandatory requirements to help resolve these concerns.

The request for a detailed snow emergency plan is an interesting idea. The City's Street Maintenance Branch of the Maintenance Division of the Department of Public Works does have a detailed written snow plan that is updated yearly. The plan does not specify where cars should be parked on specific days during a snow emergency to facilitate snow removal, primarily because of manpower and enforcement constraints. Staff will evaluate this need and consider ways to ensure proper enforcement as part of the next update.

2013 Comprehensive Plan: *Neighborhood Element*

VII. Westside & Dingle/Haystack Neighborhoods

A. Overview & Historical Sketch



Greene Street at the Original Starting Point for the National Road

The City's development history actually began west of Wills Creek, in the areas surrounding Fort Cumberland on both Washington Street and Greene Street. The original fort stood on the current site of the Emmanuel Episcopal Church at 16 Washington Street. Greene Street, along with sections of Braddock Road extending into Allegany County, was the original route of the National Road (first known as the "Cumberland Road")

between Cumberland and Wheeling. The Zero Mile Marker—the starting point for the original National Road—stands in the traffic island at the corner of Greene and Bridge Streets in front of Riverside Park.

The west side neighborhoods (south and west of Wills Creek) capture the full breadth of the City's architectural and economic development—from the fashionable homes and imposing churches and civic buildings on Washington Street to the modest and practical working-class homes and former industrial buildings associated with the Kelly-Springfield tire company's operations (which now house the Allegany County administrative offices). The area exhibits some of the City's earliest commercial and residential buildings (along Greene Street) and many of the City's newest and most contemporary homes along the slopes of Haystack Mountain. No other area of the City displays as much of Cumberland's development history as two west side neighborhoods. The City's most historic and prominent buildings are encompassed by Washington Street and Greene Street National Register Historic Districts.



View West along Washington Street with the Allegheny County Courthouse on the Left and the Main Branch of the Allegheny County Library on the Right

2013 Comprehensive Plan: *Neighborhood Element*



**The Allegheny County Admin Building
(former Kelly Springfield Headquarters)**

The two residential neighborhoods in this area of the City that have been defined for this plan are a study in contrasts. The Westside neighborhood, which encompasses the areas generally south and east of Greene Street and Interstate 68, includes some of the earliest developed parts of the City and the more modest housing built for workers at the Kelly-Springfield Tire Plant. The area also includes the former plant and the associated industrial areas along the North Branch of the Potomac River that developed around it.

The Dingle/Haystack neighborhood includes some of the early prominent homes in the City, as well as the newer homes that ascend the southeastern flanks of Haystack Mountain. This neighborhood has a significantly higher proportion of residential buildings than Westside.



**Entrance to the Dingle
from the Albert and Angela Feldstein Collection**

Dingle/Haystack is the only neighborhood in the City to serve as the home for two high schools. Bishop Walsh (a private, denominational school operated by the Catholic Church) and Allegheny High School (operated by Allegheny County Public Schools) are located in the neighborhood. Although Allegheny High School operated from other locations in the past, it moved to the current building at “Campobello” (Sedgwick Street) in 1926, where it remains today. This site served as a Union

Army Camp Site for General Lew Wallace and his troops during the Civil War. This heritage is reflected in the school’s athletic team name, the “Campers.”



Allegheny High School - Home of the Campers

Originally, the Westside and Haystack/Dingle Neighborhoods were to be evaluated and planned separately. However, the West Side Neighborhood Watch committee, which serves as the sole neighborhood association for the areas of the City west of Wills Creek, suggested that the two neighborhoods be evaluated

together. Consequently, staff conducted one combined neighborhood meeting for both neighborhoods and they are discussed together in this Comprehensive Plan Element. Shortly

2013 Comprehensive Plan: *Neighborhood Element*

thereafter in early 2010, the Neighborhood Watch Committee disbanded and the neighborhood lost its sole active association. The combined neighborhood meeting was conducted on September 23, 2010. A total of 3 residents attended the meeting.

B. Neighborhood Demographics

Combined, the Westside and Dingle/Haystack neighborhoods contained nearly 2,600 residents in 2000. Individually, Westside neighborhood (the smaller of the two in population, registered a 6% decline in population from about 1,200 in 1990 to roughly 1,120 in 2000. The Dingle/Haystack neighborhood witnessed a similar population decline of just under 7% over the decade, from just over 1,550 in 1990 to just over 1,450 in 2000. Both of these declines were less than the 9.2% overall decrease experienced over the 1990's by the City as a whole. In terms of total population, the individual neighborhoods are among the City's smallest, ranking 10th and 8th, respectively.

According to the 2000 Census, roughly 94% of the Westside neighborhood population is White, as opposed to about 90% of the Dingle/Haystack neighborhood population. These percentages represent a slightly higher racial diversity than the City as a whole. The major difference between the two neighborhoods in terms of racial composition is that the Dingle/Haystack neighborhood has a higher Asian population, which represents 4.5% of the Dingle/Haystack population, verses less than 1% for the Westside neighborhood.

The overall population decline in the two neighborhoods between 1990 and 2000 was driven by decreases in the Senior population (aged 62+) and the Working Age population (ages 18-64). While the greatest percentage decrease was consistently registered by the senior population (-22% in Westside and -11% in Haystack/Dingle), the actual number of people lost over the decade was higher in the Dingle/Haystack's working age population. This differs from the trend in the Westside neighborhood, which lost more seniors than working adults (by a factor of 2-to-1), even though the Senior Age Group was only one-third the size of the Working Adult Age group in that neighborhood. Both neighborhoods registered very little change in the Pre-School (under 5 years of age) and School-Age (5-17 years of age) groups over the decade. While the Westside neighborhood saw minor declines (less than 2%) in both groups between 1990 and 2000, the Dingle/Haystack neighborhood saw a 1% growth in Pre-School population and a 1% decline in the School Age population. Similar patterns of growth and decline occurred in other residential neighborhoods across the City.

The total number of homes in the both neighborhood remained relatively unchanged over the decade. According to the U.S. Census, Westside had a total of about 525 housing units, while Dingle/Haystack had about 725. Roughly 90% of the homes in both neighborhoods were occupied, according to the 2000 Census, which are among the highest rates of occupancy in the

2013 Comprehensive Plan: *Neighborhood Element*

City. Roughly three-quarters of the homes in both neighborhoods were occupied by home owners in 2000, which also ranks high among the City's residential neighborhoods. Owner occupancy rates did not change significantly over the decade in either neighborhood.

As in most of the City's residential neighborhoods, the number of vacant homes in both the Westside and Dingle/Haystack neighborhoods increased between 1990 and 2000. The greatest numerical and percentage increase was in the Westside neighborhood, where the number of vacant units grew by 75%. The number of rental vacancies, although small, doubled over that period, which is also reflected in a number of other neighborhoods across the City. The growth in vacancies within the Dingle/Haystack neighborhood during the 1990's was much smaller, averaging around 16%. This was a relatively low rate of increase for the City as a whole.

The estimated mean value of owner-occupied homes in the neighborhood grew in both neighborhoods during the 1990's, but at vastly different rates. In the Westside neighborhood, the mean home value increased from about \$46,275 in 1990 to just under \$59,350 in 2000, an overall appreciation rate of about 28%. This change is fairly representative of some of the City's older residential neighborhoods. However, the mean home value in Dingle/Haystack grew at a much more substantial rate during the decade from \$90,900 in 1990 to \$131,675 in 2000—an increase of almost 45%. The average home value in the Dingle/Haystack neighborhood is the highest in the City, which reflects the much newer housing stock in that neighborhood. According to the 2000 Census, about 44% of the housing units in the Dingle/Haystack neighborhood were built prior to 1940. This compares to 54% of the homes in the Westside neighborhood.

The percentage of residents living in the same house within the neighborhood five years before the Census was taken in 1990 and 2000 increased in both neighborhoods, which differs from most of the City's other neighborhoods where the percentage of residents living in the same house remained relatively stable over the period. In the Westside neighborhood, 62% of the residents in 1990 had lived in the same house for five or more years. By 2000, that percentage had increased to 67%. Likewise in the Dingle/Haystack neighborhood, the percentage increased from 57% in 1990 to 64% in 2000. This trend indicates a growing residential stability within the two neighborhoods.

The two neighborhoods had very different patterns of educational attainment, even as they exhibited the highest levels of educational achievement in the City. In the Westside neighborhood, the percentage of residents over the age of 25 that had a college degree or had attended some college decreased slightly from 48% in 1990 to 45% in 2000. Despite the decline, these levels of achievement are very high for the City as a whole. In contrast, however, the number of residents 25 years or older who had attended some college classes or had earned a college degree in the Dingle/Haystack neighborhood increased from 63% in 1990 to 72% in 2000. These levels of educational achievement were the highest in the City for any

2013 Comprehensive Plan: *Neighborhood Element*

neighborhood, and rank well above the State average. Just under 500 residents in the Dingle/Haystack neighborhood had earned a Graduate or Professional Degree in 2000.

According to the 2000 Census, none of the workers in the Westside neighborhood walked or rode public transit to work. This statistic is particularly curious for the Westside neighborhood, which registered a relatively low average household income, but may be due to a relatively small Census sample size. In the Dingle/Haystack neighborhood, the 2000 Census indicated that only about 4% (less than 30) of the workers commuted to their jobs by walking or transit.

While the average household incomes in both neighborhoods increased significantly between 1990 and 2000, they reflect very different levels of wealth. In the Westside neighborhood, the mean household income grew from \$17,000 in 1990 to almost \$37,500, an increase of 120% over the decade. In the Dingle/Haystack neighborhood, average household incomes increased from just under \$50,000 in 1990 to just over \$68,000 in 2000, which represents a much more modest, but still substantial, growth rate of 36%. Despite the disparate rates of growth in average incomes, residents in the Westside neighborhood still earn only about 55% of the incomes of their neighbors in Dingle/Haystack. It is interesting to note that the average income levels in the Westside neighborhood are not as reflective of the overall high level of educational achievement as might be expected.

In 2000, only about 12% of all persons living in the Westside neighborhood and only 4.5% of the persons living in the Dingle/Haystack neighborhood for whom poverty status was determined were living below the poverty level. These are among the lowest percentages of poverty in the City. Less than 3% of the impoverished residents in the two neighborhoods were over the age of 65. According to the 2000 Census, none of the senior citizens (aged 65+) living in the Dingle/Haystack had incomes below the poverty level—the only neighborhood in the City to have no impoverished seniors.

The top 3 occupations for workers living in the Westside neighborhood in 2000 were Sales and Office occupations; Management, Professional, and Related Occupations; and Service Occupations. The top two occupations employed over 55% of all workers over the age of 16. The top 3 occupations for workers living in the Dingle Haystack neighborhood in 2000 were the same; however, the number of Management, Professional, and Related workers was far greater than the number of Sales and Office workers. Roughly 50% of the workers in the Dingle/Haystack neighborhood were employed in Management and Professional occupations—the highest concentration of workers in a single occupational category in the City.

Overall, the Census data suggests that the Dingle/Haystack neighborhood is the City's healthiest, both from the standpoint of its socio-economic and housing statistics. A number of the Westside neighborhood's demographic characteristics (overall population trends, educational attainment, worker occupations, poverty levels, home ownership rates, and residential stability suggest that the neighborhood should be comparable in many ways to the Dingle/Haystack

2013 Comprehensive Plan: *Neighborhood Element*

neighborhood, but the significantly lower average household incomes and average housing values are more characteristic of many of the City's older residential neighborhoods. These discrepancies reflect the rapid transition within the Westside neighborhood from older housing and pockets of economically disadvantaged residents clustered along the fringes of the downtown area (generally east of the CSX railroad and south along the North Branch of the Potomac River) to the relatively newer, high value homes and higher income population that dominate the Dingle/Haystack neighborhood.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.



**Stately Homes along Greene Street in 1921
from the Albert and Angela Feldstein Collection**

Both neighborhoods on the City's west side (Westside and Dingle/Haystack) are predominately residential in nature, with scattered institutional uses (churches, schools, and government offices). The largest concentration of commercial uses can be found along and immediately south of Greene Street, primarily to the east of Fayette Street. A significant portion of the Greene Street commercial district (east of Lee Street) is part of the Center City (Central Business District) neighborhood, as is all of the Washington Street Historic District.

Average residential densities within the two neighborhoods generally decline to the west, with the lowest overall densities being on the slopes of Haystack Mountain. Homes in the Westside neighborhood are typical of working class "company homes" built primarily for Kelly-Springfield employees. Larger and more fashionable residential styles and architectural themes can be found throughout Dingle/Haystack. The Dingle Company began constructing homes for management professionals—many of whom worked for Kelly-Springfield—after World War I. These houses were among the first constructed in the Dingle/Haystack neighborhood.

2013 Comprehensive Plan: *Neighborhood Element*

As might be expected from Census Housing Data discussed in the previous section of this Chapter, structural housing conditions in the Dingle/Haystack neighborhood are the highest in the City. According to the 2002 Faux Group Housing Conditions Study, the western section of Dingle/Haystack (primarily along the slopes of Haystack Mountain) ranked first in average housing conditions among the 15 sections that were surveyed. The remaining (lower) sections of Dingle/Haystack and Westside combined ranked 6th overall. Most of the homes that were in critical condition were concentrated in the Westside neighborhood.

Recent development activity in the City's western neighborhoods has been confined to new single family residences (infill development) and new subdivisions on undeveloped lands in the western portions of the Dingle/Haystack neighborhood. Opportunities remain for future infill residential development on scattered vacant lots in this neighborhood. One of the most critical land use challenges will be the reuse and redevelopment of the former Sacred Heart Hospital campus on Seton Drive at the top of Haystack Mountain. Like the Memorial Hospital site in Mapleside/Johnson Heights, this campus is surrounded by residential development—at somewhat lower densities—and is removed from major highways. The City is proposing to design a new floating zone to support the mixed-use redevelopment and adaptive reuse of large, abandoned properties with multiple building, which may provide the land use and design flexibility needed to achieve successful redevelopment of the property. However, unlike the Memorial Hospital site, the Sacred Heart Hospital property is privately owned, and the City has no direct control over the marketing and redevelopment of the campus.



Former Sacred Heart Hospital on Seton Drive



North Branch Levee - Proposed Riverwalk Location

The western neighborhoods represent the largest contiguous residential area of the City that has no public parks. Several smaller neighborhoods on the City's east side (Rolling Mill, Decatur Heights, and Shriver/McNamee) also lack public parks. However, public recreational facilities are available at Allegany High School campus on Sedgwick Street, the City owns and maintains a large passive recreational area at Riverside Park on Greene Street in the adjoining sections of the Center City

neighborhood, and the YMCA offers a wide array of recreational programs and facilities at its location on Kelly Road in the Westside neighborhood. Additionally, the City is working with the

2013 Comprehensive Plan: *Neighborhood Element*

Allegany County Chamber of Commerce to explore the potential for a new “River Walk” pedestrian trail along the North Branch levee west of Riverside Park. The initial section of this River Walk is being planned conceptually from Riverside Park to the old Moose Lodge Building on Beall Street. If the initial concept is approved and implemented, future sections of the River Walk would extend southwest from the old Moose Lodge Building to the County Administration Offices and YMCA on Kelly Road in the Westside neighborhood.

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood’s unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of “loss” that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City’s Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

The meeting participants identified a number of prominent features that are commonly identified with the neighborhood and contribute to its character. For detailed locations, please see the Defining Characteristics Map in Appendix E. They are, in no particular order, as follows:

- The stone pillars at the entrance to the Dingle on Buckingham Road
- The neighborhood’s close proximity (easy walking distance) to downtown
- The neighborhood churches—their steeples are an important visual symbol of the neighborhood
- The Washington and Greene Street National Register Historic Districts
- Haystack Mountain and the forested natural backdrop and scenic vistas it provides
- Allegany and Bishop Walsh High Schools
- Rose Hill and St. Peter and Paul’s Cemeteries

The feature that generated the most discussion was Haystack Mountain, which provides both an attractive, natural backdrop to those portions of the neighborhood at lower elevations and dramatic scenic vistas of the City for the areas that ascend its slopes. The attractive and

2013 Comprehensive Plan: *Neighborhood Element*

pleasing views both of and from the mountain are the most immediately and broadly recognizable feature of the neighborhood.

The historic elements of the neighborhood also represent important identifying features to the meeting participants. These include the Washington and Greene Street Historic Districts, the stone pillars at the entrance to the Dingle on Buckingham Road, the Allegheny High School building (built in 1926), and the adjoining Rose Hill and St. Peter and Paul's Cemeteries. These historic features complement the rich architectural heritage of the neighborhood and contribute greatly to its historic integrity. Other important features include the Bishop Walsh High School, the neighborhood churches and their attractive steeples (which also serve as important gather places for neighborhood residents), and the neighborhood's convenient proximity to Downtown Cumberland.



Stone Pillars at the Dingle Entrance



Goetz's Restaurant

As in most other neighborhoods, the local small businesses that serve basic resident needs were identified as important social gathering places. These businesses include the local bars, Goetz's restaurant (which contains a local bar), and the Sheetz convenience store at the corner of South Lee and Greene Streets. However, the Sheetz convenience store was also perceived as a potential problem in the neighborhood from the standpoint of traffic congestion during the day and its tendency to attract customers during the overnight hours that may contribute to the fears of crime in the neighborhood.

The Allegheny County Library on Washington Street, the neighborhood churches (the most prominent of which is St. Paul's), and the neighborhood streets were additional social gathering places identified by the meeting participants. The participants also noted that the homes of some long-time residents have served as gathering places for many citizens, but they were not specifically identified.

E. Issues & Needs

The meeting participants identified several critical issues and needs for the neighborhood. The list is as follows, in no particular order.

2013 Comprehensive Plan: *Neighborhood Element*

- Street surface improvements – the residents expressed concern over the high taxes they pay and the poor travel condition on the neighborhood’s streets.
- A public community center and meeting place—residents have historically relied upon St. Paul’s Church.
- Cleaner streets—businesses along Greene Street have left trash sitting on the street over the weekends.
- More parking for neighborhood residents—especially on the most densely developed streets, like Greene and Lee.
- Greater police presence in the neighborhood—crime is perceived as a growing problem along and around Greene Street.

Of these needs, the participants stressed that street repair and improvements and the provision of more resident parking were their highest priorities. The participants noted a general concern that the City needs to be more responsive to neighborhood needs. There was a general sense among the participants that the City should listen more closely to neighborhood needs and that the benefits arising from high property tax payments need to be more apparent.

1. Strengths & Opportunities

The neighborhood participants identified two recent changes that have had an important positive effect on the community. They include the repaving and reconstruction of Washington Street in 2010 and the neighborhood beautification and improvement efforts by the “Day of Caring and Sharing” and Beautify Cumberland programs.

With regard to neighborhood strengths, assets, and opportunities that support the neighborhood’s overall future vision, the participants identified the YMCA on Kelly Road, the overall beauty of the neighborhood, and its close proximity and convenience to Downtown Cumberland. The participants also noted that the neighborhood offers everything its residents need in a convenient radius.

2. Concerns & Problems

Several concerns regarding negative changes were also raised, chief among which is the recent closing of Sacred Heart Hospital in 2009 and the uncertainty that exists over its future reuse and redevelopment. The participants noted that several homes of doctors who live in the neighborhood and worked at the hospital have been listed for sale. There is concern in the neighborhood that the doctors will either leave the area as a consequence of the hospital consolidation or will choose to move closer to the new hospital on the other side of the City. This trend could aggravate the potential property value impacts in the neighborhood of the hospital closure and reuse.

2013 Comprehensive Plan: *Neighborhood Element*

Other negative changes in the neighborhood mentioned by the participants include the recent end of the traditional neighborhood block parties hosted by the Westside Neighborhood Watch Association and residents of the Dingle, the demise of the Neighborhood Watch Association due to declining meeting attendance, and the lack of parking for residents in the most densely developed portions of the neighborhood. The loss of the street/block parties has implications for the general sense of growing citizen apathy in the neighborhood.

A number of the obstacles, impediments and threats to the successful pursuit of the neighborhood's overall vision were identified by the participants, most of which were specifically tied to the critical problems and issues that were raised. These issues include the uncertainty regarding the future disposition of Sacred Heart Hospital, litter and trash along the streets (especially on Washington and Greene Streets), the lack of resident parking, and the recent demise of the Neighborhood Watch Group and the growing sense of community apathy that is suggests. However, the participants also noted that the gradual declining integrity of the neighborhood's architecture is another potential threat to the general appearance of the neighborhood. This decline occurs in several ways—through the demolition and removal of older structures, the use of inappropriate materials and elements in maintenance and renovation improvements to older buildings, and the construction of new “off-the-shelf” buildings that are designed inconsistently with the older buildings.

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Westside-Dingle/Haystack meeting participants expressed the following vision for the neighborhood:

The future vision of the Westside & Dingle/Haystack neighborhoods is to create a friendly and festive neighborhood that projects a clean, green, and serene public image.

F. Recommendations

The Planning Coordination Committee met on October 7, 2010 to discuss the input received at the September 23 west side neighborhood meeting. The following recommendations were suggested by the Committee.

Street improvements, a high priority issue identified by the meeting participants, are being undertaken throughout the City under the 2006 Pavement Management System. A large section of Washington Street was reconstructed and resurfaced in 2010. Additional street resurfacing projects scheduled for 2011 and 2012 in the West Side neighborhoods includes the

2013 Comprehensive Plan: *Neighborhood Element*

remaining section of Washington Street (from Allegany to Fayette), the first section of Braddock Road from its beginning at Greene Street to Highland Avenue, and the entire length of Seton Drive. The Pavement Management System provides a systematic method of scheduling street improvements, based on surface conditions, traffic volumes, and other technical issues that affect improvement priority. The City issued a \$9,000,000 bond in 2008 for the first three years of the program. For at least 30 years prior to the 2008 bond, funding for street resurfacing was limited to the available Community Development Block Grant program and a variety of special grants. The Pavement Management System and subsequent bond financing allows the City to expand the pace of street resurfacing work. The City plans to re-evaluate the schedule after the initial list of projects has been completed.

As with two neighborhoods on the City's east side, the West Side neighborhoods expressed a desire for a neighborhood community center that could serve as a community meeting place. Staff notes that the City's West Side neighborhoods already have several public and semi-public locations where neighborhood meetings and functions can be conducted, including the Allegany County Main Library on Washington Street (the neighborhood meeting for this plan was conducted in the Library's Community Room), St. Peter and Paul's Church on Fayette Street (where the Westside Neighborhood Watch Association formerly met), the YMCA on Kelly Road (which has several community meeting rooms), and Allegany High School on Sedgwick Street. Some local businesses in the neighborhood will provide meeting space on request. Consequently, community meeting space options are far more available in the West Side neighborhoods than in the smaller east side neighborhoods.

On the issue of cleaner streets, City staff began working closely with concerned neighborhood residents in 2010 to remind local businesses not to leave their rubbish outside for extended periods of time before the scheduled pick-up. Citizens are asked to alert the Public Works Department if the problem recurs. The current garbage collection schedule and the issues that it has generated are governed by the current garbage contract, which was initiated in 2009 and runs for three years. Public Works staff plans to begin the process of developing the bid specifications for the next contract in 2011. Concerned residents in all neighborhoods should monitor the Mayor and Council meeting agendas to express their concerns and requests for changes as the bid specifications for the next contract are developed.

The lack of resident parking is a common concern that was specifically raised in four neighborhoods, including the West Side neighborhoods. Many of the homes in older neighborhoods were built on small lots that will not accommodate modern garages and were constructed before the era of automobiles. On-street parking opportunities in these areas have become increasingly constrained over the years, due to the increased number of vehicles per household and the gradual conversion of older homes to rental apartments. Consequently, vehicle parking is quite limited in many areas of the City.

2013 Comprehensive Plan: *Neighborhood Element*

In some areas, off-street parking lots have been established in older residential areas as dilapidated and blighted homes have been removed. Such facilities have been created on Lee Street, which is one of the streets specifically identified by the meeting participants. Often, these private lots are used to provide parking for apartment conversions. Since the homes in the West Side neighborhood tend to be better maintained than in other areas of the City, opportunities for the creation of additional off-street parking lots from dilapidated and blighted housing removal are far more limited. At this point in time, staff cannot identify a way to finance and provide additional residential parking in the West Side residential neighborhoods.

Along with street resurfacing and improvements, expanded police patrols was the most frequently identified neighborhood need that emerged from the neighborhood meeting process. Staff understands and appreciates the desire expressed in several neighborhoods for greater police presence and patrolling. Currently, the City assigns one patrol officer to each of the four major sections of the City (North, South, East, and West). Officers are instructed to make a strong presence in the neighborhoods while conducting their patrols. They are also advised to spend some extra time speaking with the neighborhood residents and engaging in outreach when responding to calls in their section of the City. However, many of the emergency calls received by the Police Department often require two officers to respond. When that occurs, one section of the City will lose coverage temporarily. The recent switch to 12-hour shifts allows the Police Department to place a few additional officers on the street. The Police Department also applies for grants to cover the costs of expanded coverage, but any officer time charged to that grant must be limited to the specific purposes or activities specified in the grant. The Department will continue to seek these grants to serve the City's enforcement needs, as they become available.

VIII. Walsh/Humbird Neighborhood

A. *Overview & Historical Sketch*

The Walsh/Humbird neighborhood is the southernmost section of the City. Historically, the neighborhood was called “Little Egypt,” allegedly because it was considered to be as “dark as Egypt” in the era prior to suburban streetlighting. Staff has proposed to officially and permanently rename this neighborhood “Walsh/Humbird” in recognition of the two “additions” (subdivisions) to the City through which the neighborhood was originally platted. Humbird is also the name of the neighborhood elementary school that represents the heart and soul of the community to its residents. The original name for the neighborhood is viewed as derogatory and insulting by many residents, and it is time for the neighborhood to have a name that can be viewed positively by all to put a formal and official end to the debate. Consequently, the neighborhood’s former name will not be used or referenced again anywhere in this plan.



The CSX Building on Offutt Street

Walsh/Humbird was one of the last major neighborhood additions to the City, incorporated in 1891. Unlike the other neighborhoods that were part of the City at that time, the Walsh/Humbird neighborhood had been largely platted and developed before it was incorporated. Also unlike any of the other residential neighborhoods, Walsh/Humbird has retained its primary industrial employer, CSX Railroad (formerly the Baltimore and Ohio Railroad), throughout its history. Many residents of the neighborhood still work at the railroad office on the north side of the neighborhood.

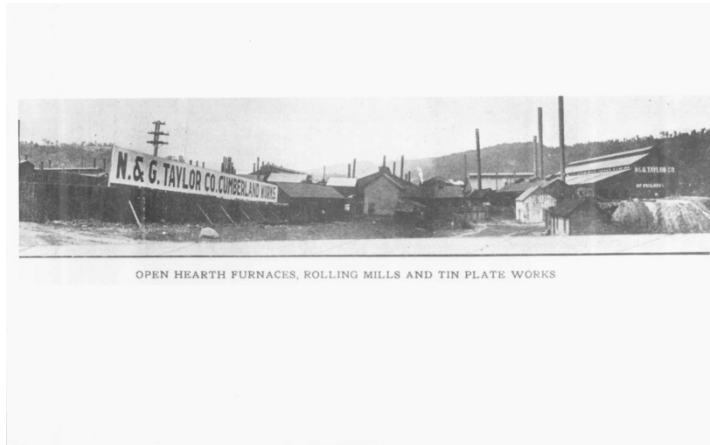
Walsh/Humbird is a neighborhood that was established and defined by the railroad. In fact, the name Humbird refers to an early prominent engineer for the Baltimore and Ohio Railroad who had designed the first successful railroad in Brazil and platted most of the lots in the neighborhood. Several of the neighborhood’s streets (Mary, Offutt, Humbird, and Elder are named for members of the Humbird family). Additionally, many of the neighborhood’s early homes were designed as “railroad flats” under the influence of the railroad. Even



Typical Railroad Flat Homes

2013 Comprehensive Plan: *Neighborhood Element*

today, one cannot walk the streets of the neighborhood without hearing the various sounds of trains operating in the CSX railyard, which flanks the northern boundaries of the neighborhood.



N. & G. Taylor Tin Plate Mill
from **A Photographic History of Cumberland, MD** by Dan Whetzel

Another major neighborhood employer was the South Cumberland Steel and Tin Plate Mill. The plant operated from 1873 through 1938 on the site that is currently occupied by the City's Municipal Service Center at the end of Bowen Street. Mill operations involved the application of a protective tin coating to steel plates. During the facility's peak production years in the 1920's the mill

employed nearly 1,000 workers. Many homes were built in the neighborhood to house the plant's workers.

The neighborhood also possesses the most in-tact sections of the historic Chesapeake and Ohio Canal that remain in the City. The Canal Towpath Trail now occupies this area, and it can be accessed directly from the neighborhood at the Offutt Street entrance into the Mason Recreation Area. The expansive, winding path that the canal followed along the neighborhood's southern boundaries adds to its strong transportation heritage.



The C & O Canal Towpath at Offutt Street

Another historic feature of the Walsh/Humbird neighborhood is that it served as the original home of the Cumberland Fairgrounds and Horse Racing Track and annual fair, which was the precursor to the current Allegany County Fair. The fairground was built in 1869, and the first agricultural fair in Allegany County was conducted at that location in 1871. At that time, the neighborhood was still being developed and presented a largely rural landscape. The neighborhood's position on the City's rural fringe is also exemplified by the annual cattle drives that were conducted along Virginia Avenue. Local cattle farmers would drive their cattle

2013 Comprehensive Plan: *Neighborhood Element*

through the Virginia Avenue “Subway” and down through the neighborhood to Kline’s Dairy on the south side of the North Branch River in West Virginia. This practice continued at least through 1943.



Virginia Avenue Cattle Drive
from [A Photographic History of Cumberland, MD](#)
by Dan Whetzel

As conceived for this plan, the Walsh/Humbird neighborhood is generally bounded by the CSX Railroad and Industrial Boulevard on the north and the North Branch of the Potomac River on the east, south, and west. The neighborhood is not currently served by an active Neighborhood Association, although it once had one. Nevertheless, the neighborhood generated the highest meeting participation level for any residential neighborhood not currently served by an association. A total of 10 residents attended the June 8, 2010 neighborhood meeting.

B. Neighborhood Demographics

The neighborhood’s population is average for the City’s residential neighborhoods and stands at approximately 1,300 people, according to the 2000 Census. The neighborhood ranks 9th in total population out of the 11 neighborhoods evaluated for this plan. Although that population declined between 1990 and 2000, the rate of decline was about half of the City’s overall percentage decline. Roughly 98% of the neighborhood’s population is white, which is slightly higher than the City as a whole.

The number of school-aged children between the ages of 5 and 18 living in the neighborhood grew by 15% between 1990 and 2000, from approximately 220 to just over 260. Likewise the number of seniors (aged 62+) increased very slightly (by about 1%) and totaled about 300. The overall population decline in the neighborhood was driven by the largest age group, working aged adults (ages 18-64), which decreased by just over 10% through the decade. The rate of decline for pre-school children (ages 0-4) was greater still, at roughly 40%, but the number of residents in that age group is very small, standing at about 65 in 2000. The decline in the number of children between the ages of 0 and 4 years will eventually migrate into the school-aged population in the 2010 Census, suggesting that the growth in that age group may diminish over time without an influx of new children into the neighborhood.

The total number of housing units in the neighborhood decreased by 5% between 1990 and 2000 and stands at about 575 units.

2013 Comprehensive Plan: *Neighborhood Element*

Unlike most of the other residential neighborhoods in the City, Walsh-Humbird experienced a 20% decrease in the number of vacant housing units between 1990 and 2000. According to the 2000 Census, the neighborhood's overall housing occupancy rate of just over 93% was the highest in the City and one of only 3 neighborhood occupancy rates in excess of 90%. Although rental unit vacancies increased over the decade, they represented only 30% of all vacant units in the neighborhood, a lower percentage than in most other residential neighborhoods on the east side of the City. 2000 Census data also shows that rental units comprise less than 30% of all occupied housing units in the neighborhood. These trends suggest a strong and relatively stable home ownership base within the neighborhood.

The estimated mean value of owner-occupied homes in the neighborhood was about \$38,000 in 1990 and just over \$54,000 in 2000, which ranks relatively high among the City's residential neighborhoods. The percentage of owner-occupied homes in the neighborhood for which the owner had no mortgage decreased from 56% in 1990 to 35% in 2000.

The percentage of housing units in the neighborhood that were built prior to 1940 decreased slightly from about 58% in 1990 to 55% in 2000.

The neighborhood experienced growth in the number of residents over the age of 25 that had a college degree or had attended some college. According to the 1990 Census, only 22% of the neighborhood's residents over the age of 25 had attended college classes or graduated from college after completing high school. By 2000, this percentage had increased to nearly 30%. However, these levels of educational attainment are still lower than a number of other residential neighborhoods in the City.

The number of all workers living in the neighborhood who traveled to work by walking or riding public transit remained stable between 1990 and 2000 at about 18. This factor declined in many other residential neighborhoods across the City.

The number of residents living in the same house within the neighborhood five years before the Census was taken increased slightly from just over 65% in 1990 to roughly 70% in 2000. This level of residential stability is higher than for most of the City's residential neighborhoods.

The mean household income within the neighborhood grew by roughly 1/3 between 1990 and 2000, from about \$23,000 to nearly \$33,000. In 2000, only about 12% of all persons living in the neighborhood for whom poverty status was determined were living below the poverty level. This figure represents a low rate for a residential neighborhood. About 20% of the impoverished residents were over the age of 65.

The top 3 occupations for workers living in the neighborhood in 2000 were Sales & Office Occupations; Production, Transportation, & Material Moving Occupations; and Service Occupations. Just over 36% of the neighborhood's workers were employed in Sales and Service

2013 Comprehensive Plan: *Neighborhood Element*

Occupations. The top 3 occupations for workers living in the neighborhood in 1990 were Service; Precision Production, Craft, and Repair, and Administrative Support (including Clerical). However, no single occupation employed more than 22 percent of the neighborhood's workers.

When compared to the City's other residential neighborhoods, Walsh/Humbird has a relatively low rate of population decline and poverty, and a decreasing number and percentage rental housing units. Home ownership levels in the neighborhood are relatively high and the percentage of homes with outstanding mortgages is very low. Although the average housing value in 2000 is only half of the level that exists in the Dingle/Haystack neighborhood, it still ranks among the top half of all residential neighborhoods. Although the neighborhood's poverty rate is very low, the average household income and overall educational attainment levels are average at best and have not increased as rapidly as they have in other residential neighborhoods around the City.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.

The Walsh/Humbird neighborhood is one of the few distinct areas of the City that has retained its largest employers and sources of jobs for residents, CSX (formerly the Chesapeake and Ohio Railroad) and the Humbird Elementary School. The Offutt Street building houses a major maintenance operation for the railroad. However, it has lost a number of small neighborhood businesses on the southern end of Virginia Avenue over the years, the most cherished of which was Lacy's Market, a neighborhood grocery store.

The neighborhood has a broad range of land uses, but they tend to be more segregated than in many of the City's older neighborhoods. The western and southern fringes of the neighborhood (along the North Branch of the Potomac River) are part of the Canal Place Preservation District and the C & O Canal Towpath, and are subject to conservation use restrictions, due to the extensive floodplain and Federal Government land ownership in that area. Portions of the Virginia Avenue corridor from the subway under the CSX railroad tracks and the River Avenue intersection have been developed and zoned for commercial uses. The areas between that commercial corridor and the Canal Towpath exhibit the greatest mix of uses in the neighborhood, consisting of commercial or light industrial uses and residual single family residences. The northern fringes of the neighborhood are occupied by the railroad and are

2013 Comprehensive Plan: *Neighborhood Element*

zoned for heavy industrial uses, while the remainder of the neighborhood between Offutt and Clement Streets is dedicated almost exclusively to moderate density residential uses.

Of greatest concern from a zoning perspective is a narrow corridor of remaining residences in the commercial/industrial zoned area along Lafayette Avenue immediately west of the Virginia Avenue commercial corridor. Under the current Business-Commercial zoning of this area, these homes and the remaining vacant lots between them have become pre-existing, nonconforming uses, and cannot be expanded without approval from the Zoning Board of Appeals. However, a number of these homes (especially those at the southern end of Lafayette Avenue) are being maintained in relatively good condition and possess strong value for continued residential use. The lots in this area are quite small, and several vacant lots (with residential development potential) remain. These vacant lots are too small for most practical commercial uses and would not be easily marketable as such without removal of the adjoining residences and consolidation of the lots. This area should be evaluated more closely in the City-Wide Element to determine if a transitional zoning classification that would retain the residential uses as permitted (such as the Residential-Office zone) would be more appropriate to protect the integrity and value of these homes.



Single Family Homes on Lafayette Avenue

According to the 2002 Faux Group Housing Conditions Survey, overall housing conditions in the Walsh/Humbird neighborhood were relatively average among the areas surveyed. The neighborhood ranked 8th out of the 15 sectors that were evaluated. Since this neighborhood was one of the last built in the City, dilapidated and distressed homes tend to be more scattered.



Mason Recreation Area Entrance on Offutt Street

Because of the neighborhood's low elevation along the North Branch of the Potomac River, the City's wastewater treatment plant is located in the southeast corner of the neighborhood along Candoc Lane. The City also owns and operates a Municipal Service Center at the western end of Bowen Street. The City's second largest park, Mason Recreation Area, is located at the southern end of Offutt Street, between the C & O Canal Towpath and the North Branch River. Direct access to the trail can be obtained from the Offutt Street entrance to the park.

2013 Comprehensive Plan: *Neighborhood Element*

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood's unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of "loss" that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City's Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

The following list of identifying features and characteristics for the Walsh/Humbird neighborhood were generated by the meeting participants. For detailed locations, please see the Defining Characteristics Map in Appendix E.

- C & O Canal Towpath and access points in the neighborhood
- Mason Recreation Area
- Ice Cream trucks that travel through the neighborhood in the summer – Mr. Softee and Snow Cone Joe
- The Virginia Avenue Subway (although not a favorable aspect)
- Canal Parkway
- Humbird Elementary School
- The common perception of the neighborhood as being "right across the River from WV"
- The K-Bar on Virginia Avenue
- Attractively maintained landscaping at the CSX maintenance building and the annual Christmas light display
- The former Lacy's Market on Virginia Avenue (next door to the K-Bar)



Humbird Elementary School

The participants identified a number of features that defines the neighborhood's special character, including the C & O Towpath Trail and the Mason Recreation Area. Two neighborhood businesses also made the list of special characteristics, the K-Bar and the former

2013 Comprehensive Plan: *Neighborhood Element*

Lacy's Market on Virginia Avenue. Lacy's Market no longer exists. The attractive and well-maintained landscaping and annual Christmas lights display at the CSX building also made the list, as did the Humbird Elementary School. Two streets were identified as defining characteristics of the neighborhood, Canal Parkway and the Virginia Avenue Subway, although the subway's association with the long-cycle traffic light at Industrial Boulevard gives it a negative perception among the neighborhood's residents. Finally, the participants identified two "whimsical" defining features—the common perception that the neighborhood is "right across the river from West Virginia" (by virtue of the two bridges that link it to the Wiley Ford community), and the Mr. Softee and Snow Cone Joe ice cream trucks that serve the neighborhood during the summer months.

Other important or defining features of the neighborhood that help bring residents together and encourage social interaction include the block parties that have been conducted in past years, Halloween Trick or Treating in the neighborhood, the Humbird Elementary School, the three main churches in the neighborhood—Emmanuel Bethel, Soul Harbor, and Living Word Lutheran.

E. Issues & Needs

The residents attending the June 8 meeting identified a number of important issues and needs in the neighborhood. They are, in no particular order, as follows:

- A convenience/grocery store
- Expanded police enforcement or appropriate traffic calming measures to reduce traffic speeds on Mary and Humbird Streets in the vicinity of Humbird Elementary School
- More aggressive police patrolling and drug enforcement, especially in the area around the reconstructed playground where the streetlight was recently turned off
- A community/neighborhood meeting place
- Improvements and repairs to the Virginia Avenue subway where the walls are deteriorating

The desire for increased police vigilance and enforcement is a recurring concern among the neighborhoods, especially on the City's east side. In the Walsh/Humbird neighborhood, these issues were prominent. The Cumberland Police Department assigns officers to the various sectors of the city in an effort to make a strong visible presence in each of the neighborhoods throughout the city. The officer's presence is to deter criminal activity and to listen to the residents of those areas to determine what problems are affecting the neighborhood and how the police department can resolve those issues. In many instances, the time involved in documenting and prosecuting drug trafficking cases gives a false impression that little or not enough is being done to address this issue. The need or desire for traffic calming measures to

2013 Comprehensive Plan: *Neighborhood Element*

control speeding is another recurring theme in the City's neighborhoods that staff will evaluate in more detail in the City-wide Element of the Comprehensive Plan and address in specific street improvement projects through the Pavement Management System.

The neighborhood also desired repairs and improvements to the Virginia Avenue subway abutments. The need for these improvements is being evaluated by the City's Engineering staff, and may require cooperation from CSX Railroad to address.

1. Strengths & Opportunities

Two of the most positive changes that have occurred in the neighborhood are tied to Humbird Elementary School, which is the most prominent and convenient gathering point for parents and children in the neighborhood. These changes include the County's efforts to maintain and expand the school building, which have helped ensure its viability and sustainability, and the restoration of the Playground at the school. The participants lamented the loss of neighborhood playground and parks throughout the City as a negative change that affect the overall quality of life in the City and the ability for parents to meet and interact. The other positive change that neighborhood participants identified is the creation and expansion of the Mason Recreation Area.

As would be expected, the neighborhood's primary assets and opportunities include the Humbird Elementary School, the major churches in the neighborhood, active community support and stewardship from CSX, and the Mason Recreation Area.

2. Concerns & Problems

Recent negative changes in the neighborhood include a perception of increased crime in the neighborhood, which consists predominantly of vandalism, but includes arson. Teens with limited alternative social and entertainment outlets are considered to be the primary source of the problem. Participants also noted that City's recent policy to shut down street lighting, especially the light at the school playground, is another negative change that contributes to the crime problem. This issue is also reflected in a growing fear that neighborhood residents have of using the C & O Towpath trail, especially during the evening hours. Meeting participants reported that many residents of the neighborhood have stopped using it.

Critical obstacles and threats to the neighborhood's improvement efforts to address its needs include a lack of organization among the neighborhood's residents and limited financial resources, resident apathy—especially among owners and residents of rental units—the continued gradual deterioration of properties and poor maintenance practices, the growing drug trade, and the condition of the Virginia Avenue Subway and traffic congestion at the Industrial Boulevard traffic light.

2013 Comprehensive Plan: *Neighborhood Element*

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Citizens attending the Shriver/McNamee meeting expressed the following vision for the neighborhood:

The vision for the Walsh/Humbird neighborhood is to create a safe and attractive neighborhood with well maintained, quality housing and tree-lined streets.

F. Recommendations

The Planning Coordination Committee met on June 17, 2010 to discuss the input received at the June 8 neighborhood meeting. The Committee's recommendations to address the neighborhood's critical issues are as follows:

The desire for a neighborhood grocery/convenience store is common among the residential neighborhoods. Both Walsh-Humbird and Rolling Mill neighborhoods identified former "neighborhood markets" as important social gathering places and cherished neighborhood characteristics. Cumberland has many small old commercial buildings that could be dedicated to such uses, but they often lack adequate off-street parking to serve the business needs and comply with basic Zoning requirements and the market for such businesses is often constrained by competition from big box retailers and national or regional chain convenience stores. While off-street parking requirements can be altered or reduced, the corresponding impacts such changes would have on the availability of and competition for on-street parking for older homes without driveways or garages would create additional complaints and issues. The City is exploring innovative ways to resolve these competing parking issues.

The City understands and appreciates the desire expressed in several neighborhoods for greater police presence and patrolling. Currently, the City assigns one patrol officer to each of the four major sections of the City (North, South, East, and West). Officers are instructed to make a strong presence in the neighborhoods while conducting their patrols. They are also advised to spend some extra time speaking with the neighborhood residents and engaging in outreach when responding to calls in their section of the City. However, many of the emergency calls received by the Police Department often require two officers to respond. When that occurs, one section of the City will lose coverage temporarily. The recent switch to 12-hour shifts allowed the Police Department to place a few additional officers on the street. The Police Department also applies for grants to cover the costs of expanded coverage, but any officer time charged to that grant must be limited to the specific purposes or activities specified in the grant. The Department will continue to seek these grants to serve the City's enforcement needs, as they become available.

2013 Comprehensive Plan: *Neighborhood Element*

Drug enforcement is an important ongoing priority for the Police Department. While the Police Department actively responds to drug trafficking complaints, effective action requires a great deal of investigative time to build a case. By its nature, the drug trade operates on secrecy and extensive networks that must be thoroughly investigated to ensure conviction. Once an investigation is complete and arrests are made, the case must be prosecuted through the court system, which requires additional time. With all of the time that can be involved in building and prosecuting a drug trafficking case, it is understandable why residents would not see the immediate action they often expect. The perceived lack of immediate action in some cases does not mean that Police Department is not aggressively addressing the issue or does not share the residents' concerns. To date, there have been no reports of incidents involving the two regional bike trails in the City. Citizens are urged to file reports with the Police Department whenever they see suspicious activity in their neighborhoods. Neighborhood Associations are also encouraged to organize Neighborhood Watches to help increase vigilance within their neighborhoods. Through these cooperative community efforts, existing police patrols can be utilized more effectively and efficiently.

Through the neighborhood meeting process, numerous areas where traffic volumes, safety, and travel speed issues have been identified. City staff should evaluate traffic calming measures as potential strategies to address these issues. These measures include structural improvements that convey visual clues to drivers that cause them to slow down. They can include wider curbs and sidewalks at intersections, altering travel lanes to include gentle weaves, and other engineering practices. These strategies should be explored in greater detail as part of the City-Wide Element of the Comprehensive Plan.

The participants also raised concerns about the structural condition of the retaining walls in the Virginia Avenue subway or underpass. City Engineering staff is aware of the erosion of the retaining walls and is routinely monitoring the situation. The concrete walls in the subway were last repaired in 1982, when concrete patches were applied to the areas that were eroding. Based on the concerns raised at the June 8 meeting, the City will re-evaluate the need to repair the deterioration. Maintenance of the subway abutments is governed by an agreement between the City and CSX. CSX is responsible for maintaining those portions of the retaining walls that are directly beneath the railroad bridge. The City is responsible for the remaining portions of the walls on either side of the railroad bridge.

During the last year (2009), the City repaved the southern end of Virginia Avenue within the neighborhood, between Mary and Clement Streets. Another section of Virginia Avenue (between King and Mary Streets) is scheduled to be repaved before the end of 2012.

The participants also expressed as desire for a community meeting place, which would be helpful in organizing a Neighborhood Association. City staff notes that public and community meeting spaces are limited. During the initial phases of organizing a neighborhood group, staff

2013 Comprehensive Plan: *Neighborhood Element*

recommends that the community contact the three churches in the neighborhood, to see if accommodations for the Neighborhood Association can be arranged. Several other Neighborhood Associations use or have used local churches as meeting sites.

Although the participants did not identify the recent increase in train whistles at the CSX rail yard as an important issue, it was discussed as a concern. The City enacted “quiet zone” regulations governing and restricting the use of train whistles at railroad crossings in 1966. CSX railroad complied with the regulations until 1996, when accident data at several at-grade crossings suggested that the train whistle ban was leading to unsafe traffic conditions and increased accidents between trains and cars. The City negotiated with CSX to preserve the whistle ban, but has been informed by the Federal Railroad Administration that accident rates remain high at several crossings. In addition, a new Federal Rule has been adopted that requires all train horns to be tested for compliance with safety standards by June 24, 2010. The City has raised resident concerns about the testing, and is actively working with the Federal Railroad Administration to investigate the issue and its impacts on residents in the area.

Staff also recommends that the current zoning for the residual residential areas along Lafayette Avenue should be evaluated as part of the City-Wide Element to determine if a transitional zoning classification that would permit both commercial and residential uses would be desirable to help protect the value of the existing residences and the development potential of the remaining vacant lots in that area. Additional rezoning consideration should be given to a vacant manufacturing building at the intersection of Offutt Street and Olive Avenue. This building has remained vacant for a number of years, and is currently zoned exclusively for residential use. The building is not easily adaptable to a permitted residential use. While the building is surrounded on three sides by existing single family residences, it is also adjacent (across the street) from a General Industrial Zone the CSX property. Interest in the reuse of the property for light manufacturing use has been raised, but the existing zoning precludes those uses. Some concern exists that the property will remain abandoned and will not be adequately maintained, since it has no current marketable residential or business use.

2013 Comprehensive Plan: *Neighborhood Element*

IX. Eastside/Willowbrook Neighborhood

A. Overview & Historical Sketch

The area historically known as “Eastside” includes some areas in the adjoining Shriver/McNamee and Decatur Heights neighborhoods that were ‘severed’ or divided by the construction of Interstate 68, when several interconnecting streets were cut off by the highway. The former Eastside Elementary School, which is located north of I-68 but served many residents south of the freeway, was connected to the remaining neighborhood by a pedestrian bridge. This bridge was removed by the State Highway Administration, when it was deemed unsafe, after a high profile traffic accident occurred with a similar pedestrian bridge in Baltimore. The former pedestrian bridge was relocated to the current Allegany County Fairgrounds and now provides an elevated pedestrian crossing over the racetrack at the complex.

In addition to being “eroded away” by the construction of I-68, the City has expanded its boundaries to the east of the neighborhood, annexing a number of large parcels along Willowbrook Road and Evitts Creek. All of these parcels were annexed between 1997 and 2010. These new lands house some of the City’s major employers, including Allegany College of Maryland, the new Western Maryland Regional Medical Center, Devlin Manor nursing home, the Allegany County Health Department, the Thomas Finan Hospital



The New Western MD Hospital on Willowbrook Road

Center and Brandenburg Center, and the Cumberland Country Club. This combination of contracting boundaries in the older neighborhood and expanded boundaries to encompass the recently annexed areas along and east of Willowbrook Road makes the Eastside/Willowbrook neighborhood one of the City’s most dynamic and rapidly changing areas.

The July 13, 2010 Eastside/Willowbrook neighborhood meeting was the only forum conducted for the comprehensive planning effort that attracted no participants. Consequently, staff had no citizen input to work from in trying to identify planning needs and issues for the neighborhood. To compensate for the lack of attendance and participation, the Planning Coordination Team met on July 22, 2010 to identify current issues and needs within the neighborhood, based on staff experience, citizen complaints and concerns, and known trends in recent years. In identifying needs and issues, the Team also considered the issues & needs obtained from the earlier neighborhood meetings and the differences and similarities between them. While the issues and needs identified by the Planning Coordination Team cannot replace

2013 Comprehensive Plan: *Neighborhood Element*

direct citizen input, they do serve as a starting point for neighborhood planning. The neighborhood is not served by an active neighborhood association.

B. Neighborhood Demographics

The Eastside/Willowbrook neighborhood is one of the larger residential neighborhoods defined for the plan, with a 2000 population of just over 2,550 people. It ranked 4th in overall population. Although the neighborhood's population declined between 1990 and 2000, the rate of decline (4%) was less than half of the City's overall percentage decline. With recent annexations and housing development that has occurred in the Willowbrook/Evitts Creek corridor since 2000, the neighborhood may have experienced some recent population growth.

The number of school-aged children between the ages of 5 and 18 living in the neighborhood remained unchanged at about 400 between 1990 and 2000. The number of pre-school aged children (under 5) declined slightly by about 2.5%, which suggests that the number of school-aged children may begin to decline slightly in the next Census as the pre-school aged population from 2000 migrates into the school-aged population in 2010. The number of seniors (aged 62 and over) living in the neighborhood increased slightly by about 1.5% between 1990 and 2000, and stands at nearly 650 persons or about one quarter of the entire neighborhood population. The net population decline in the neighborhood was driven by the largest age group, working aged adults (ages 18-64), which decreased by about 6% over the decade.

The Eastside/Willowbrook neighborhood registered a slight growth in the number of homes in the neighborhood between 1990 and 2000. A total of 10 new units were added during that decade. The recent residential development that has occurred in the Willowbrook/Evitts Creek annexation corridor suggests that additional growth in the housing stock has occurred within the neighborhood since the 2000 Census. Owner occupancy within the neighborhood also grew by about 1% between 1990 and 2000, while rental unit occupancy declined by about 9 percent. Roughly 80% of the homes in the neighborhood were occupied, according to the 2000 Census, with 54% (over 575 units) occupied by home owners and the remaining 46% occupied by renters.

Like most other residential neighborhoods on the City's east side, the number of vacant housing units increased significantly between 1990 and 2000 by more than 25%. According to the 2000 Census, vacant homes constitute nearly 250 of the total homes in the neighborhood. The number of vacant rental units in the neighborhood increased by about 65% during the 1990's.

The estimated mean value of owner-occupied homes in the neighborhood rose substantially when compared to other residential neighborhoods, from about \$38,000 in 1990 to \$72,500 in 2000. This represents an overall increase of about 90% over the decade and places the

2013 Comprehensive Plan: *Neighborhood Element*

neighborhood 3rd overall in average housing values among the City's neighborhoods. A sharp decline during the 1990's in the number of owner-occupied homes for which no mortgage is owed may be an indication that homes are changing ownership more frequently within the neighborhood. According to Census data, the percentage of owner-occupied homes in the neighborhood for which the owner had no mortgage decreased by about one-third during the decade, from about 65% in 1990 to about 41% in 2000. This decrease may reflect a relatively strong resale market for owner-occupied homes. This pattern can be expected in a rapid growth and development area. This trend is further supported by the rapid increase in mean home values (90%) and mean household incomes (over 100%) in the neighborhood between 1990 and 2000. These statistics reflect the level of change occurring in the neighborhood.

The percentage of housing units in the neighborhood built prior to 1940 decreased slightly by about 1% between 1990 and 2000.

The number of residents living in the same house within the neighborhood five years before the Census was taken increased slightly from 50% in 1990 to roughly 54% in 2000. This level of residential stability is about average for most of the City's residential neighborhoods.

The neighborhood experienced rapid growth in the number of residents over the age of 25 that had a college degree or had attended some college. According to the 1990 Census, roughly 400 of the neighborhood's residents over the age of 25 had attended college classes or graduated from college after completing high school. By 2000, this number had grown by 25% to just over 500. This number is expected to rise in 2010, due to the growth in professional jobs in the neighborhood from the completion of the new Western Maryland Regional Medical Center.

The number of all workers living in the neighborhood who traveled to work by walking or riding public transit decreased by half from about 60 in 1990 to 30 in 2000.

The mean household income within the neighborhood doubled between 1990 and 2000, from about \$17,000 to nearly \$35,000. This trend can be expected to continue into 2010, due to the recent construction of the Western Maryland Regional Medical Center and the demand for professional worker housing it will create in the neighborhood.

In 2000, only about 22% of all persons living in the neighborhood for whom poverty status was determined were living below the poverty level. About 14% of the impoverished residents were over the age of 65.

The top 3 occupations for workers living in the neighborhood in 2000 were Production, Transportation, and Material Moving Occupations, Management, Professional, and Related Occupations, and Service Occupations. Each of these occupations employed over 20% of all workers over the age of 16. As more professional employees relocate to the area around the

2013 Comprehensive Plan: *Neighborhood Element*

new Hospital and Allegany College, the number of Management and Professional workers can be expected to grow in future Censuses.

The top 3 occupations for workers living in the neighborhood in 1990 were Service; Precision Production, Craft, and Repair, and Sales. However, no single occupation employed more than 20 percent of the neighborhood's workers.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.



Homes along Williams Street

As explained in the introduction to this chapter, the traditional Eastside neighborhood has contracted in recent years, due to the construction of Interstate 68 and the barrier it imposes to areas that were formally part of the neighborhood. The remaining core of the original neighborhood (generally south and west of Willowbrook Road and north and east of Williams Street) is predominantly residential in composition. The dividing line between the original neighborhood and the newly annexed areas along Willowbrook Road and Evitts Creek

is Constitution Park. Some of the worst housing conditions in the City, according to the 2002 Faux Group Housing Conditions Survey, are concentrated in the southeastern portions of Eastside, on the hill above Williams Street. This area was identified as a major blight area by the study.

These issues stand in stark contrast to the newly annexed sections of the neighborhood. Since 1997, six of the eight annexations that the City has undertaken occurred in the Willowbrook Road/Evitts Creek corridor of this neighborhood. In fact, the entire eastern extension of this neighborhood was annexed during that period. The lands annexed into the neighborhood over the past 13 years include the Allegany College campus, the Cumberland Country Club, the County Health Department building, the proposed Cumberland Crossing (Turano) and Willowbrook Marketplace commercial developments, Devlin Manor nursing home, and the site

2013 Comprehensive Plan: *Neighborhood Element*

of the new Western Maryland Regional Medical Center. The only two annexations that did not specifically occur within the Eastside/Willowbrook neighborhood in the past 13 years were the Commerce Center Lot # 5 annexation on Commerce Drive and the Averitt Annexation at the



The Allegany County Health Department

corner of Messick Road and Industrial Boulevard, both of which were incorporated in 2008. While these two annexations did not occur in the neighborhood, they were also on the city's eastern boundaries, further confirming the potential for future annexation activity on the City's eastern fringes. For that reason, the City expanded its targeted areas for future annexation along the eastern boundaries of this neighborhood as part of the 2009 Comprehensive Plan amendment to add a new Municipal Growth Element. It is important to note that growing portions of this annexation area

currently fall outside of the 1.5-mile service radius of the City's three fire stations, which may become a factor in the City's ISO fire insurance rating.

The annexed lands in the neighborhood have generated some of the city's largest recent development projects, including the Western Maryland Regional Medical Center campus, a series of dormitories on the Allegany College campus, and a condominium project at the Cumberland Country Club. The recently approved Cumberland Meadows senior housing project is



The Allegany College Campus on Willowbrook Road

currently under construction on land between Allegany College and the Cumberland Country Club and will add a total of 64 new housing units when completed. That project will also result in the construction of a new City street radiating north off Willowbrook Road, which is tentatively named Wyckoff Street. Some of the largest vacant and potentially developable tracts of land can be found in the recently annexed Willowbrook Road/Evitts Creek corridor of the neighborhood.

Future growth and development in the recently annexed areas in the Willowbrook Road/Evitts Creek corridor will be dependent upon the extension and upgrading of streets, water, and sewer infrastructure. Portions of the neighborhood, including sections of the original Eastside residential neighborhood and the newly developing commercial areas along I-68 and the western portions of Willowbrook Road are currently served by or possess convenient access to

2013 Comprehensive Plan: *Neighborhood Element*

the existing water tank on McNamee Hill in the Shriver/McNamee neighborhood. While this water supply tank has adequate supplies for the existing service area, it is operating very close to its existing capacity, and any major increase in demand on this water tank could exceed its capacity. The City is working to evaluate its options to address this projected limitation.

Although adequate sewer capacity exists in the area, many of the existing lines are undersized for intensive development. Replacement and expansion of existing lines will need to be carefully coordinated with proposed development projects.

In addition, State Highway Administration completed a highway corridor study in 2009 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 has 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 can be improved to provide support access to the Willowbrook Road corridor. The development of a future network of side streets in the corridor would also encourage more efficient development of land in the growing corridor and would provide for a more traditional development pattern, rather than encouraging a standard suburban highway commercial strip. All of these infrastructure issues will need to be evaluated and addressed in greater detail in the City-Wide Element of the Comprehensive Plan.

These specific growth changes are somewhat counterbalanced within the established residential portions of the neighborhood by the closing of the former Memorial Hospital campus in the adjoining areas of the Johnson Heights/Mapleside neighborhood which borders the Eastside/Willowbrook neighborhood on the South. The City is currently working with a developer to revitalize the site and create new employment and residential opportunities in that area.

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood's unique or special character and features and places that bring people together and foster social interaction. These features are important to

2013 Comprehensive Plan: *Neighborhood Element*

understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of “loss” that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City’s Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.



The Pool at Constitution Park

Due to the lack of attendance at the July 13, 2010 neighborhood meeting, no cherished identifying features or important social gathering places were identified by the citizens. However, it is not difficult to understand that the most significant feature and social gather place for the neighborhood is Constitution Park. The new public and semi-public facilities that have been annexed into the City or developed in the Willowbrook/Evitts Creek corridor include Allegany College, the new Western Maryland Regional Medical Center, the Allegany County

Health Department, and the Cumberland Country Club. All of these features have become prominent identifying features of the neighborhood. For detailed locations of these features, please see the Defining Characteristics Map in Appendix E.

E. Issues & Needs

Due to the lack of input from citizens at the neighborhood meeting, staff evaluated neighborhood issues and needs based on prior experience and known complaints and issues raised by residents in past years. Based on this assessment, Planning Coordination Team members were able to identify several important issues and needs at its July 22, 2010 meeting. They include:

- Repair or remove a number of dilapidated residential structures concentrated along the western portions of the neighborhood that are concentrated between Williams and Emily Streets and ranging east to Broadway Circle.
- Repair and expand sidewalks where feasible in the areas specified above.
- Implement traffic calming measures to address speeding and growing traffic volumes on Pine Avenue, which is receiving increased use as a local shortcut to the new hospital on Willowbrook Road.

2013 Comprehensive Plan: *Neighborhood Element*

- Protect Constitution Park as a recreational area from conversion and redevelopment.
- Work closely with County officials to undertake a joint comprehensive planning effort along the Willowbrook Road Corridor to establish a coordinated and shared vision for future development and to implement consistent County and City Zoning and Subdivision Regulations to implement that shared vision.
- identify a potential future site for a new manned fire station capable of providing adequate coverage for the newly annexed areas and targeted future annex properties to ensure that the City's current Insurance Services Organization (ISO) rating can be maintained as the City grows.
- Identify and protect sensitive environmental resources in the developing Willowbrook Road corridor, specifically including the Evitts Creek floodplain, and evaluate opportunities for passive recreational improvements in those areas.

1. Strengths & Opportunities

In addition to identifying critical issues in the Eastside/Willowbrook neighborhood, staff also evaluated the area to identify strengths and opportunities. The most obvious among them is the opportunity for growth and redevelopment offered by the emerging Willowbrook/Evitts Creek corridor. The creation of significant and high wage employment opportunities and the commercial/retail development opportunities in the corridor will bring new vitality to the neighborhood and, in doing so, will create new opportunities for private redevelopment investment and increased property values. This potential for growth also represents a potential problem if development does not occur in a planned, coordinated, and consistent manner.

Additional opportunities for future jobs may arise from the ongoing redevelopment and reuse of the former Memorial Hospital site in the adjoining areas of the Mapleside/Johnson Heights neighborhood. Constitution Park, the City's largest and most extensive recreational facility is a significant asset to the neighborhood.

2. Concerns & Problems

Since no residents attended the July 13, 2010 neighborhood meeting, the responsibility of identifying some basic concerns, problems, and obstacles for the neighborhood fell in the hands of the staff. Chief among them is the potential for uncoordinated future development patterns in the Willowbrook/Evitts Creek corridor, due to the fact that substantial portions of this rapidly developing area is located in and controlled by Allegany County, which has different long range plans and development regulations than the City. While the City desires to annex additional lands in the corridor, the complexities of Maryland Annexation Law and the lack of incentives for developed property owners to accept annexation into the City means that substantial areas within the corridor will remain in the jurisdiction of the County for many years to come. This

2013 Comprehensive Plan: *Neighborhood Element*

fact increases the need for the City and County to develop consistent plans and development regulations for the corridor to ensure efficient and appropriate development of the area.

Based on input received from adjoining neighborhoods and past complaints received from residents of the neighborhood, staff assumes that crime and blighted housing conditions represent significant problems and impediments within the western and established portions of the neighborhood, especially in the areas above Williams Street along and adjoining Broadway Street. The division of the former neighborhood by I-68 also divided the community in a way that diminished its former identity, and may be a factor in the lack of neighborhood identity and cohesion demonstrated by residents today. This issue will also pose an obstacle to overcome in organizing a neighborhood association in the area.

3. Future Vision

Absent a vision statement from the neighborhood residents, staff prepared the following vision statement for the Eastside/Willowbrook neighborhood:

The proposed vision for the Eastside/Willowbrook neighborhood is to create a more cohesive neighborhood development pattern between the existing developed areas and the rapidly developing Willowbrook/Evitts Creek corridor and to improve housing conditions in the established areas of the neighborhood.

F. Recommendations

Based on the issues and needs identified by the Planning Coordination Team on July 22, 2010, the following specific recommendations for the Eastside/Willowbrook neighborhood are proposed:

Given the rapid pace of change and development in the Willowbrook Road Corridor, the Team felt that the need for a cooperative County/City planning and zoning study for that area was the most urgent need for the neighborhood. Since only portions of the Willowbrook Road Corridor are within the City limits and the City may not gain the citizen support that would be needed to annex the entire area, 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.

The staff also recognized the need 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

2013 Comprehensive Plan: *Neighborhood Element*

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 with the rest of the City. Planning for this future street network will require the cooperation of both Allegany County and the Maryland Department of Transportation.

Future development patterns in the Willowbrook and Evitts Creek Corridor areas on the City's east side will also require special attention to sensitive environmental features and resources. Much of the land in the corridor is constrained by steep slopes, floodplains, and wetlands. When developing a coordinated plan for this area, a special emphasis should be placed on conservation and protection of Evitts Creek and its associated floodplains as a potential green space and linear passive recreational corridor for the area. A prime potential passive recreational resource that might be appropriate to consider would be an off-road hiking and biking trail, which could eventually be linked into the City's planned bikeway network and the C & O Canal Towpath.

To address the growing need for expanded fire protection services in the Willowbrook/Williams/Messick Road corridor, the Fire Department has been evaluating the need for a new station on that side of the City and working with developers in that area to identify potentially suitable properties. Two potential opportunities have emerged—one along Willowbrook Road, just south of I-68, and another south of the U.S. Highway 220/I-68 intersection (below Exit #47). If the contemplated station is close to I-68 in the proposed locations, then it can provide alternate coverage for Station #3 on Frederick Street (which has the greatest equipment storage constraints and improvement needs), thereby allowing the City to close that station in addition to providing adequate coverage for the newly annexed areas and other areas to the east where future expansion of the City may occur. The Fire Department should continue to work with prospective developers in these areas to identify an appropriate site then develop a budget and site plan for the proposed new station.

With regard to the water capacity constraints on the McNamee Hill water tank, the City is evaluating two alternative solutions—expand the height of the storage tank to increase its capacity or divide the service district for the tank to alleviate demand. The potential problem with raising the height of the storage tank to increase its capacity is that it will increase the water pressure within the distribution lines. On the other hand, portions of the service district for the McNamee Hill tank along Baltimore Avenue and in the Decatur Heights neighborhood could be redirected to be served by the Fort Hill Reservoir, which has adequate existing capacity to support the added demand. This issue will be evaluated further in the City-wide Element of the Comprehensive Plan.

The overall potential for new development and redevelopment in this gateway area is very strong. Consequently, the Planning Coordination Team also stressed the need to conserve and

2013 Comprehensive Plan: *Neighborhood Element*

protect Constitution Park as a primary recreational resource for the neighborhood. The park already enjoys a strong demand, which has been strengthened in recent years by the closure of the smaller neighborhood parks that were once scattered around the city. Additional growth in professional office and residential uses within the corridor will help generate more future recreational demand for the park. Staff feels that the City should be careful not to compromise the recreational value and potential of Constitution Park as demand for future development and redevelopment in the neighborhood continues and expands.

Revitalization needs in the neighborhood tend to be concentrated on the western fringes of the neighborhood—primarily the areas above Williams Street. Several of the streets in this portion of the neighborhood lack complete sidewalks or have sidewalks that are in great need of repair and maintenance. In addition, substandard housing is concentrated in this area, and many of the structures are unsalvageable and in need of demolition.

Finally, staff identified a potential need for traffic calming measures to address the growing incidents of speeding on Pine Avenue. This street is receiving increased traffic use as a neighborhood shortcut to the new hospital and other offices on Willowbrook Road. The Planning Coordination Team desires to keep this street as a part of the future street network for the corridor, but recognizes the need to manage traffic growth and its potential impacts on the adjoining residences.

2013 Comprehensive Plan: *Neighborhood Element*

X. Shriver/McNamee Neighborhood

A. *Overview & Historical Sketch*

The Shriver/McNamee neighborhood is a major historic gateway into the City from Pennsylvania and points north along U.S. Highway 220. Prior to the highway relocation project in late 1990's, Bedford and Frederick Streets served exclusively as U.S. Highway 220. The neighborhood, along with the Mapleside/Johnson Heights neighborhood, is also one of the last residential neighborhoods to be developed on the City's east side. A number of homes on the northern fringes of the neighborhood were constructed in the 1960's and 1970's.



Durham Drive Homes

The neighborhood's attractive landscape is defined and enhanced by two imposing ridgelines—Shriver Hill and McNamee Hill—for which the area has been named by this plan. Shriver Hill is one of the most prominent natural backdrops for the downtown area portions of which are protected from intensive development by a special Viewshed Protections Overlay Zone.



Shriver Ridge from the McMillen Bridge

Shriver Ridge is also important for its geologic and archaeological significance. The ridgeline, which extends into neighboring areas of West Virginia and Pennsylvania, was raised by geologic folding that occurred when the North American and African Continental plates collided hundreds of millions of years ago. Subsequent erosion wore down the limestone rock in the ridge and exposed veins of chert (flint) in a number of locations along the ridge. Native Americans mined these chert veins to create arrowheads, which have been found throughout the area. Some of these arrowheads may have been manufactured from small chert veins on Shriver Hill within the neighborhood.

Today the neighborhood, like Wills, is a quiet, residential community with a distinctive valley setting.

2013 Comprehensive Plan: *Neighborhood Element*

The Shriver/McNamee neighborhood meeting was conducted on August 5, 2010. A total of 4 participants attended. The neighborhood once had a Neighborhood Association, but is not currently served.

B. Neighborhood Demographics

According to the 2000 Census, the Shriver-McNamee Neighborhood had a population of about 2,575, making it the 5th most populous of the City's 11 neighborhoods. The neighborhood's population declined by about 7.5% between 1990 and 2000, which is slightly less than the City's overall rate of population decline. Roughly 93% of the neighborhood's population is white, which is comparable to the City as a whole.

The overall population decline in the neighborhood between 1990 and 2000 was driven by a sharp decline in the Senior population (aged 62+) and the Working Age population (ages 18-64). While the greatest percentage decrease was registered by the Senior population (-17%), the actual number of people in that age group was less than 600. By comparison, the Working Age group had a smaller rate of decline over the decade (-5.5%), but represented a much larger number of citizens (nearly 1,500 total persons). The number of Pre-School Aged Children (under 5) and School-Aged Children (between the ages of 5 and 17) remained relatively stable, with overall declines of between 3 and 1 percent, respectively. As in many of the City's residential neighborhoods, the decline in the number of Pre-School Aged Children was greater than for the School-Aged Children age group.

The total number of homes in the neighborhood decreased by about 9 units between 1990 and 2000 and stands at early 1,350. Roughly 83% of the homes in the neighborhood were occupied, according to the 2000 Census, with 65% (725 units) occupied by home owners and the remaining 35% occupied by renters. The number of both owner-occupied and renter-occupied units declined by about 7% between 1990 and 2000, which is relatively unique among the City's neighborhoods. In most of the City's residential neighborhoods, the number of rental units either increased over the decade or changed at a greater rate than for owner-occupied units.

Unlike most of the other residential neighborhoods on the City's east side, the number of vacant housing units remained unchanged between 1990 and 2000. Most of the other neighborhoods showed large increases (over 20%) in the total number of vacant rental units over the decade. According to the 2000 Census, vacant homes constituted about 230 of the total housing units in the neighborhood.

The estimated mean value of owner-occupied homes in the neighborhood increased from about \$45,000 in 1990 to \$61,000 in 2000. This represents an overall increase of about 35% over the

2013 Comprehensive Plan: *Neighborhood Element*

decade. The percentage of owner-occupied homes in the neighborhood for which the owner had no mortgage decreased by 10% during the decade, from about 63% in 1990 to about 53% in 2000. This decrease may reflect a healthy resale market for owner-occupied homes within the neighborhood.

The percentage of housing units in the neighborhood built prior to 1940 decreased slightly by about 1.5% between 1990 and 2000.

The number of residents living in the same house within the neighborhood five years before the Census was relatively unchanged, with about 62% in 1990 and roughly 61% in 2000. This level of residential stability is about average for most of the City's residential neighborhoods.

The neighborhood experienced little change in the number of residents over the age of 25 that had a college degree or had attended some college. According to the 1990 Census, roughly 667 of the neighborhood's residents over the age of 25 had attended college classes or graduated from college after completing high school. By 2000, this number had grown slightly to just under 680. This rate of change is less significant than in many of the City's other neighborhoods, but may reflect the fact that the neighborhood consistently possesses one of the higher levels of educational achievement in the City with well over 30% of its residents having attended some college.

The number of all workers living in the neighborhood who traveled to work by walking or riding public transit remained constant between 1990 and 2000 at about 45.

The mean household income within the neighborhood more than doubled between 1990 and 2000, from about \$12,500 to nearly \$37,000.

In 2000, only about 16% of all persons living in the neighborhood for whom poverty status was determined were living below the poverty level. This is one of the lowest percentages of poverty in the City. About 10% of the impoverished residents were over the age of 65.

The top 3 occupations for workers living in the neighborhood in 2000 were Sales and Office occupations, Service Occupations, and Management, Professional, and Related Occupations. Each of these occupations employed over 20% of all workers over the age of 16. The top 3 occupations for workers living in the neighborhood in 1990 were Service; Sales; and Professional Specialty. However, no single occupation employed more than 20 percent of the neighborhood's workers.

Generally speaking, the Shriver/McNamee neighborhood has fared well socioeconomically, and is one of the City's healthier neighborhoods. Although a population decline occurred during the 1990's, the rate of decline was less than for the City. Overall housing values and the housing

2013 Comprehensive Plan: *Neighborhood Element*

market appear healthy, and the neighborhood meeting participants identified no major issues relating to growth, income, and housing conditions.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.

The Shriver/McNamee neighborhood is largely residential in nature, with two small commercial areas on either end of the Bedford/Frederick Street corridor. The corridor is defined by the two prominent ridgelines (Shriver and McNamee Hills) that run in a northeast/southwest alignment through the neighborhood. Commerce Center Business Park, with its concentration of commercial offices, is located at the northeastern corner of the City on Bedford Road, and several small businesses, physician's offices, a few churches, and the Western Maryland Food Bank are located at the southern end of Frederick Street. Generally, the development densities increase significantly from north to south along the corridor.



Cumberland Floral Shop on Frederick Street



Homes along Frederick Street

As noted in the previous section of this chapter, the neighborhood is noted for its well-maintained streets and high quality housing stock. According to the 2002 Faux Group Housing Conditions Survey, the three survey sections that comprise the neighborhood ranked 2nd, 3rd, and 5th best out of 15 in terms of overall housing conditions. Concentrations of lower income populations and deteriorating housing conditions can be found along Shades Lane, which is located along the southern flank of McNamee Hill.

2013 Comprehensive Plan: *Neighborhood Element*

Very little new development activity has occurred in this neighborhood since 2000. However, two annexations—one of which occurred in 2008 and the second was being processed in 2010—have been added along the northeastern boundaries of the neighborhood, which indicates a potential for further expansion of the neighborhood along the Bedford Road corridor. The only major new development over that period, the construction of two office buildings in the Commerce Center Business Park and the reconstruction/Conversion of the former Farley’s



Commerce Center Business Park on Bedford Road

Foodland grocery store into a Sheetz convenience store/gas station, has occurred in this area. Most of the remaining development activity that has occurred in the neighborhood has been in the form of minor renovations and additions. A number of vacant lots with infill development opportunities are scattered throughout the neighborhood.

The neighborhood has lost its two major employers, the former Smith’s Bakery on lower Frederick Street and the Biederlack blanket plant in Commerce Business Center. The Biederlack plant was the last to cease production in 2009. The plant has a high reuse potential and is being maintained by the owner, as it continues to be used as a warehouse facility for the plant’s remaining inventory. Additional vacant commercial office lots remain available for development in the Commerce Center Business Park.

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood’s unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of “loss” that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City’s Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

A total of 5 special features that contribute to the neighborhood’s identity and special character were identified. They included the distinctive valley, framed by Shriver and McNamee Hills that

2013 Comprehensive Plan: *Neighborhood Element*

define the neighborhood, and the attractive homes for which the neighborhood is well known. They also noted that the neighborhood is still remembered as the old main route to Bedford, PA (former U.S. Route 220), even though it has been relocated to a new alignment outside the City. The ballfield at the summit of Leiper Street and the former bakery were additional distinguishing features of the neighborhood identified by the participants.

As described above, the list of special identifying features for the Shriver/McNamee neighborhood, as identified by the neighborhood meeting participants, is as follows—in no particular order. For detailed locations, please see the Defining Characteristics Map in Appendix E.

- The surrounding hills that define the valley and the neighborhood
- The neighborhood is known as having some of the most attractive homes in the City
- Bedford Street- the old Highway 220 Corridor to PA
- The ballfield at the top of Leiper Street
- The old Smith's Bakery

The participants also identified five important neighborhood “gathering places” in the area, three of which are local businesses that are currently located outside the current City limits. They include the Bedford Road Pharmacy, the Bedford Road Liquor Store, and Farley's Supermarket. As of the writing of this plan, a petition has been filed with the City to annex the Farley's Supermarket property, which has been proposed for conversion to a convenience store. Participants expressed concern about the gradual erosion of locally owned neighborhood stores, as they provide the best opportunities for residents to meet and exchange news. The other traditional gathering places in the neighborhood were the sidewalks and alleys in the neighborhoods (where neighbors tend to interact with one another) and the various churches in the neighborhood, which were touted as some of the most active church congregations in the City.

E. Issues & Needs

A total of 6 neighborhood issues and needs were identified by the Shriver/McNamee neighborhood meeting participants. They are, in no specific order:

- Sidewalks for Shades Lane, Leiper Street, and Bedford Street
- Need a neighborhood playground. Currently there is no convenient public destination for neighborhood residents to meet.

2013 Comprehensive Plan: *Neighborhood Element*

- Neighborhood streets are in need of repaving.
- Traffic visibility on Lower Bedford Street from the side streets is bad.
- The Frederick Street Fire Station appears vacant all the time. There is a desire to have it manned.
- Provide periodic police foot patrols. There is a desire for more interaction with police officers in the neighborhood.

The lack of sidewalks on certain streets was seen as a significant concern, because the neighborhood is recognized as one of the more “walkable” areas in the City and they provide the best remaining opportunity for residents to interact with one another. The desire for a playground also stemmed from the need for more public places for neighborhood residents and children to interact. Police foot patrols were desired to give the residents a better opportunity to interact with the City’s Police Department, which may be desired as a result of the overall low level of incidents in the neighborhood. There was a general feeling that the Frederick Street Fire Department should be manned, as it appears to be a vacant building to many of the residents.

The remaining two needs related to street improvement issues. There was a desire for street repaving and to find ways to improve sight visibility for vehicle accessing lower Bedford Street from the side streets and alleys.

1. Strengths & Opportunities

The meeting participants identified a few positive changes that occurred within the neighborhood. Two of these changes occurred 15 or more years ago—the paving of the gravel portions of Frederick Street and the relocation of U.S. 220. The new churches in the neighborhood, Cornerstone Baptist Church (formerly Gephardt Elementary School and the Central Assembly of God were mentioned as positive changes.

The participants identified several assets and opportunities, including the good and attractive appearance and quality of the housing stock, and the efforts by residents to communicate with one another and look after their neighborhood, such as cleaning up the streets in front of their homes. However, the efforts residents have made to socialize with one another and to maintain the appearance of their properties has not translated directly into support for a neighborhood association. The participants noted that the neighborhood once had an active association that ceased as citizen participation faded. The general lack of serious issues or problems within the neighborhood may be a contributing factor to the decline of the association, and it may be a factor to overcome in working to revive the association.

2013 Comprehensive Plan: *Neighborhood Element*

2. Concerns & Problems

As discussed at the beginning of this chapter, the Shriver/McNamee participants were generally satisfied with conditions in their neighborhood. Consequently, they identified very few negative changes and/or problems, threats, or impediments. Ironically, the closing of Gephardt School was seen as a negative change, even as it created the opportunity for the Cornerstone Baptist Church. The loss of neighborhood schools and public playgrounds was a concern for the residents, as they reduced the number of public gathering places that were available for neighbors to meet and interact. Although the residents understand and accept the recent replacement of storm grates on Frederick and Bedford Streets with bicycle-friendly grates, they expressed concern about the observation that they were beginning to rust after being in place for only 1-2 years.

The few obstacles and threats to the neighborhood's vitality that they did identify included the lack of nearby jobs for residents, the overall poor street surface conditions (and the image that creates), and the lack of sidewalks on the aforementioned streets.

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Citizens attending the Shriver/McNamee meeting expressed the following vision for the neighborhood:

The vision for the Shriver/McNamee neighborhood is to maintain the neighborhood as a safe, comfortable, and attractive residential area and encourage additional small neighborhood businesses.

F. Recommendations

The Planning Coordination Committee met on August 19, 2010 to discuss the input received at the August 5 neighborhood meeting. The following suggestions are based on the input generated at that meeting.

Participating residents identified a need for sidewalks along Bedford Street, Leiper Street, and Shades Lane. Neighborhood residents identified the sidewalks that already exist in the area as an important gathering and meeting place, given the lack of public parks and community meeting places in the neighborhood. Although the City's sidewalk network is extensive, there are many areas that lack sidewalk improvements in other neighborhoods as well as Shriver/McNamee. The City tries to build and improve sidewalks where financially feasible as part of its major street improvement projects, such as the recent projects on Maryland Avenue

2013 Comprehensive Plan: *Neighborhood Element*

and Virginia Avenue. Unfortunately, the streets that the neighborhood has identified have constrained rights-of-ways (specifically Shades Lane and Leiper Street) and they have significant elevation changes along the sides of the streets that would require significant regrading. These physical constraints add greatly to the cost of creating sidewalks and have made it cost prohibitive in many areas. The City currently does and will continue to seek special grant funds to help offset the cost of creating new sidewalks in such areas. However, the City's ability to secure special grant funds to construct sidewalks in most portions of the Shriver/McNamee neighborhood may be limited due to the relatively high median incomes in that area.

Residents also noted that the site visibility for traffic turning onto lower Bedford Street from the adjoining side streets is limited and presents a safety hazard for motorists. This situation is caused by the fact that many of the buildings in that section of the neighborhood front along the sidewalk, which limits visibility from the side streets. Cars parked along the Bedford Street in that area only add to site visibility problems that exist in that area. The only solutions to this problem would be to move or demolish the buildings on the corners or prohibit on-street parking near those intersections. A blanket restriction on parking in this area would be very unpopular with residents, because the houses are sited on very narrow lots that lack sufficient area for off-street parking, and the availability of on-street parking is very limited for the demand that exists. The Planning Coordination team also acknowledged that periodic speed monitoring by the Police Department along that section of Bedford Street might help improve safety for vehicles entering Bedford Street in these areas.

The participants also expressed a need for a neighborhood playground to provide a convenient meeting place for parents and children that live in the area. The only public playground area in that section of the City is at the Banneker Gardens project, which the housing authority is currently redeveloping at the intersection of Bedford and Frederick Streets. Residents of the neighborhood do utilize the ballfield on Leiper Street, but it is not convenient for many residents due to the lack of sidewalks, the steep grades, and the distance of the ballfield from most homes in the neighborhood.

Several other neighborhoods, including Rolling Mill and Decatur Heights, also expressed a desire for neighborhood parks and playgrounds. Many former playgrounds and parks around the City were closed and sold due to the cost of maintenance and upkeep and the lack of active use. Unfortunately, the City's current financial situation does not make it possible for the City to create any new parks. However, the Planning Coordination Team suggested that the neighborhood could consider creating a community garden, like the one that was established by the Rolling Mill Neighborhood Association. Such a facility would provide the same social gathering function as a park or playground, but would impose no additional maintenance responsibilities on the City, if the neighborhood formed an association to oversee it. The neighborhood has a number of vacant or underutilized properties that could serve as potential community gardens; however each potential site should be carefully analyzed to ensure that the soils were not contaminated by the former uses.

2013 Comprehensive Plan: *Neighborhood Element*

The Mayor and City Council recognizes the need for more street improvements and more reliable management of pavement surfaces. Consequently, in 2006 the City developed a Pavement Management System that evaluated all of the City's streets for improvement needs and ranked them for improvement priority based on a series of parameters, including functional classification, traffic volumes, and surface conditions. Based on that system, the City issued a bond in the amount of \$9,000,000 for the first three years of prioritized street improvements. Three streets in the Shriver/McNamee neighborhood were repaved in the first year of the program (2008). These streets are Valentine Avenue, Dryer Avenue, and Fectig Street. An additional street, Marshal Street, is scheduled to be repaved in 2011. Finally, the first section of Frederick Street just below the neighborhood (between the McMullen Bridge and the beginning of the concrete section) was repaved in 2010. If travel conditions are a significant safety concern on any specific street in the neighborhood, those concerns should be brought to the attention of the Street Department until such time as the City can afford to repave or reconstruct the street, as the case may be.

Fire Station Number 3 on Frederick Street is currently used by the Fire Department as a reserve engine storage facility. Although the station was designed with basic living facilities for fire personnel, the basic infrastructure is out of date and in need of significant repair and improvements. Due to the lack of funds to make the necessary improvements and insufficient staffing to man all three stations that the Fire Department operates, the Frederick Station cannot be manned at this time. The station also lacks the storage space necessary for the larger modern trucks. However, the Fire Department needs the storage space for the vehicle that is currently parked at the building because there is no alternative storage space for it.

Due to the City's recent expansion (annexation) to the southeast of I-68, there is a need to expand fire station coverage on that side of the City. Any new fire station that would be constructed in the Willowbrook or Evitts Creek corridor would also be able to provide coverage to the area now served by the Frederick Street station. The City continues to evaluate the need for fire service expansion on that side of the City and is seeking a strategic location where new service could be provided to cover the newly annexed portions of the City. If and when the construction of this contemplated new station is approved by the Mayor and City Council, the Fire Department would have no further need for the Frederick Street station. Given its proximity to the neighborhood, the Planning Coordination Team felt that the station might have some potential to be converted to a future community center.

The desire for additional police patrols, including foot patrols, was raised in other neighborhoods, including Rolling Mill, Decatur Heights, and Walsh/Humbird. While foot patrols would be desirable in an urban environment (especially from a community relation standpoint), the staffing requirements and associated cost to provide that level of service would be considerable. Currently, the City assigns one patrol officer to each of the four major sections of the City (North, South, East, and West). Officers are instructed to make a strong presence in the

2013 Comprehensive Plan: *Neighborhood Element*

neighborhoods while conducting their patrols. They are also advised to spend some extra time speaking with the neighborhood residents and engaging in outreach when responding to calls in their section of the City. However, many of the emergency calls received by the Police Department often require two officers to respond. When that occurs, one section of the City will lose coverage temporarily. The recent switch to 12-hour shifts allowed the Police Department to place a few additional officers on the street. The Police Department also applies for grants to cover the costs of expanded coverage, but any officer time charged to that grant must be limited to the specific purposes or activities specified in the grant. The Department will continue to seek these grants to serve the City's enforcement needs, as they become available.

The Planning Coordination Team also identified an issue that was not raised by the meeting participants. Although the City is able to meet the current water needs of the neighborhood using the existing water main along Frederick Street from the Filtration Plant and the high pressure tank at the summit of McNamee Hill, the system has very limited water capacity for future expansion of service. The existing McNamee storage tank has been determined to be very close to maximum capacity. Any significant new growth or development on the lines served by this tank could exceed its service capacity. The City is evaluating two alternative solutions—expand the height of the storage tank to increase its capacity or divide the service district for the tank to alleviate demand. The potential problem with raising the height of the storage tank to increase its capacity is that it will increase the water pressure within the distribution lines. On the other hand, portions of the service district for the McNamee Hill tank along Baltimore Avenue and in the Decatur Heights neighborhood could be redirected to be served by the Fort Hill Reservoir, which has adequate existing capacity to support the added demand. This issue will be evaluated further in the City-wide Element of the Comprehensive Plan.

XI. Mapleside/Johnson Heights Neighborhood

A. Overview & Historical Sketch

Mapleside/Johnson Heights is one of the City’s newer residential neighborhoods. It is the home to Fort Hill, one of the City’s three High Schools, and for many years, was the home of Memorial Hospital, which was consolidated into the Western Maryland Regional Medical Center on Willowbrook Road in 2009. The neighborhood also has the newly renovated Greenway Stadium, adjacent to Fort Hill High School, which is the home field for both Fort Hill and Allegany High Schools and a source of community pride and identity for the neighborhood.



Fort Hill High School

Fort Hill High School, which was built in the mid 1930’s as a Public Works Administration project of the Roosevelt Administration, was named in honor of a Civil War hill fortification above nearby Folck’s Mill, from which Union Brigadier General Benjamin Kelley repulsed an August 1864 Confederate Army advance determined to attack and burn the City. This force had been involved in the Battle of Chambersburg, PA, and had left that town in ruin. Kelley’s artillery defense from a hill along Christie Road overlooking the mill convinced the Confederate troops that they were facing a superior force and invariably saved Cumberland from capture and destruction. The Confederate force eventually retreated across the river into West Virginia, causing damage to the Baltimore and Ohio Railroad and Chesapeake and Ohio Canal along its way. The skirmish was the only battle of the Civil War that occurred within the immediate area of the City. The school’s athletic team name, the Sentinels, was derived from this historic stand.

The last sitting President to make a public speech in Cumberland, President Lyndon Johnson, did so at Fort Hill’s Greenway Stadium on May 7, 1964—100 years after the battle for which the school was named. After speaking to a crowd assembled at the stadium, President Johnson boarded an open limousine and was driven to City Hall along Williams Street, which was lined with citizens. That visit and subsequent limousine ride remains a proud memory of citizens today.



Greenway Stadium

2013 Comprehensive Plan: *Neighborhood Element*

Today, Mapleside/Johnson Heights is known as a quiet residential neighborhood—with the exception of High School football games at Greenway Stadium. Residents of the neighborhood consider themselves to be avid high school football fans. Game nights at the stadium attract large crowds of neighborhood residents who consider the stadium to be one of the most important social gathering places for its residents.

The Mapleside/Johnson Heights neighborhood meeting was conducted on August 30, 2010. A total of 4 participants attended. The neighborhood does not have a neighborhood association of its own, but a number of residents serve on the South Cumberland Business and Civic Association, which does represent neighborhood interests.

B. Neighborhood Demographics

According to the U.S. Census data compiled for this plan by the Maryland Department of Planning, Mapleside/Johnson Heights stands as the most populous of the City's 11 neighborhoods, with a 2000 Census total population figure of about 4,825. This figure represents a decrease of about 7.5% from the 1990 Census estimate of about 5,225. That rate of decline is almost 2% less than for the City as a whole. Nearly 99% of the neighborhood's 2000 population is white, which is less diverse than the rest of the City.

The majority of the population decline within the neighborhood between 1990 and 2000 occurred in the working age (18-64) and senior (62+) age groups. The population for both age groups declined by 11% over the decade. By comparison, the childhood population remained relatively stable. No population change occurred during the 1990's in the school-age population (ages 5-18), and only a slight 2% change occurred in the pre-school age group (0-4). These trends suggest that the families with children remain strongly attached to the neighborhood and most of the population change may have been due to empty nest households.

The neighborhood's housing stock stood at just over 2,300 total units in 2000, with more 90% of them occupied. The neighborhood's overall occupancy rate was the 2nd highest among the City's neighborhoods (after Walsh/Humbird) and, combined with Dingle/Haystack, was one of only 3 neighborhoods in the City to register overall housing vacancy rates of 10% or less.

Of the neighborhood's occupied units in 2000, 35% were renter occupied. This figure represents a decline of about 3% from the 1990 Census. The vast majority of the homes in the neighborhood (65% in 2000) are owner occupied. Of the vacant units in the neighborhood that year, 33% were unoccupied rental units. This figure was a 12% increase over the percentage of rental unit vacancies registered in the 1990 Census.

2013 Comprehensive Plan: *Neighborhood Element*

The neighborhood is known for its relatively good quality housing. About 32% of the homes in the neighborhood in 2000 were built before 1940 and the mean home value for the neighborhood was relatively high (when compared to all other neighborhoods on the City's East Side) at nearly \$73,000 in 2000. This average value was the 2nd highest in the City (after Dingle/Haystack) and was slightly higher than Eastside/Willowbrook. It also represents a nearly 50% increase in average value from the 1990 Census.

Roughly 66% of the neighborhood's population in 2000 was living in the same house at least five years prior to the Census, as opposed to 64% in 1990. This rate of residential stability is slightly higher than a number of surrounding neighborhoods.

Overall incomes in the neighborhood were comparable to those in adjoining neighborhoods. The 2000 Census reported a mean household income of \$33,000, which represents an increase of only 23% since 1990. Just over 53% of the neighborhood's home owners held no mortgage on their homes in 2000, which was a slight 5% decrease from 1990. This level of decrease should be considered low relative to the rapid increase in mean housing values during the decade.

In 2000, about 20% of all persons living in the neighborhood for whom poverty status was determined were living below the poverty level. Only 9% of the impoverished residents were over the age of 65, which is the 2nd lowest poverty rate for seniors among the City's neighborhoods (after Dingle/Haystack).

Roughly 39% of the neighborhood's population over the age of 25 in 2000 had attended some college or possessed a college degree. This level of educational attainment is higher the City as a whole, and represents a 10% increase from the 1990 Census.

About 6% of all workers living in the neighborhood traveled to work by walking or riding public transit, which is close to average for the City's neighborhoods.

The top 3 occupations for workers living in the neighborhood in 2000 were Sales and Office Occupations; Management, Professional, and Related Occupations, and Service Occupations. About 56% of all neighborhood employees were working in the top 2 occupations. This represents a slightly higher degree of concentration in worker occupations than exists in most other residential neighborhoods.

The top 3 occupations for neighborhood workers in 1990 were Administrative Support, including clerical; Precision Production, Craft, and Repair; and Service. However, the distribution of worker occupations was much broader in 1990. Combined, the top 3 occupations employed only 45% of all workers living in the neighborhood.

2013 Comprehensive Plan: *Neighborhood Element*

Overall, the Mapleside/Johnson Heights neighborhood is the City's largest, with a 2000 Census population of just over 4,800. The neighborhood's relatively low rate of population decline verifies its stability. On a relative basis, the socioeconomic data for Mapleside/Johnson Heights suggests that it is the 2nd healthiest of the City's residential neighborhoods, after Dingle/Haystack.

The neighborhood is known for some of the City's newer high quality housing, which is reflected in the relatively high mean value of owner-occupied homes (roughly \$73,000 in 2000). The percentage of owner-occupied homes is relatively high for the City at 65%, and the percentage of older homes (built prior to 1940) is very low at 32%. Many of the neighborhood's homes were built around and after World War II and several major housing projects have been developed in the neighborhood since 2000.

According to the 2000 Census, the neighborhood had a generally low percentage of homeowners that had no mortgage on their homes (53%) relative to the substantial increase in average home values that occurred during the 1990's. Roughly 66% of the neighborhood's population was living in the same house at least 5 years before the 2000 Census, which is higher than was identified in other neighborhoods. It is well known that homes for sale in the neighborhood do not remain on the market as long as in other neighborhoods, which indicates a relatively strong housing market.

Although the neighborhood exhibits some of the highest average housing values in the City, the average annual household income is not as high as might be expected, with a 2000 average of just over \$33,000. The neighborhood has a number of areas which qualify for Community Development Block Grant assistance for low and moderate income households, which suggests a very diverse income mix within the neighborhood. The neighborhood also experienced a substantial shift and qualitative change in the occupations held by workers living in the neighborhood between 1990 and 2000.

C. Land Development Patterns

This section of the plan is not intended to provide a detailed technical analysis of land uses in the neighborhood. Instead, it is written to provide a generalized overview of the neighborhood's predominant development patterns to provide a better understanding of the neighborhood's character and a context for understanding growth and development issues and needs within the neighborhood. A more detailed assessment of land use patterns, as required by Maryland Law, is provided in the City-Wide element of the plan.

Mapleside/Johnson Heights is a largely residential neighborhood framed by three main east-west streets, Williams Street on the north, Oldtown Road in the center (which is the historic

2013 Comprehensive Plan: *Neighborhood Element*

dividing line between Johnson Heights on the north side and Mapleside on the south), and Industrial Boulevard (MD Highway 51) along the south. Virtually all of the commercial land uses are concentrated along these three major streets. The remainder of the neighborhood is



South Penn Elementary School

comprised of residential uses interspersed with institutional uses—predominantly schools and churches. The neighborhood has three major public schools—South Penn Elementary, Washington Middle, and Fort Hill High. It is the only neighborhood in the City to have public schools hosting all three grade levels.

Of great concern in the neighborhood is recent loss of its major source of jobs—Memorial Hospital.

The hospital closed its doors in November of 2009 when it was consolidated with Sacred Heart Hospital to create the new Western Maryland Regional Medical Center on Willowbrook Road. As the owner of the property, the City is working aggressively to reuse the property, and has signed a long-term agreement with a property manager to aggressively market the site and oversee its revitalization.

The revitalization and reuse of the Memorial Hospital site is the greatest zoning issue in the neighborhood. The site is currently zoned R-U (Urban Residential)—consistent with the zoning for the surrounding neighborhood—because the former hospital use is allowed as a conditional use within that zone. As long as the City remains the owner of the property, any use of the buildings would be classified as a “governmental use,” which is permitted in all zoning districts. The City wishes to sell the property for two main reasons—it lacks the financial resources and staffing to maintain the site in perpetuity and it desires to make the property a productive part of the City’s tax base. However, if the property is sold for private ownership, it can only be used for a conforming use under the current zoning classification, which is primarily residential.



The Former Memorial Hospital Campus

The Memorial Hospital property contains several buildings and a large parking garage that is not easily or affordably adapted to the limited range of uses permitted within the R-U Zone. Portions of the hospital, such as the patient rooms, could be adapted to apartments or a nursing home use (both of which can be permitted in the R-U Zone), but the operating rooms, labs, medical offices, and other facilities are not easily adapted to permitted uses in that zone. The cost of demolition and redevelopment would also be quite high for the potential return on investment that the alternative uses allowed within the R-U Zone would provide.

2013 Comprehensive Plan: *Neighborhood Element*

The wide range of potential alternative uses that would be attracted to the hospital site—from bio-technology research and development to restaurants to multi-family residential—are not adequately captured by most of the current zoning classifications established by the Zoning Ordinance. City staff has determined that a new overlay zone should be created to provide for the comprehensive redevelopment and adaptive reuse of large properties with multiple buildings. Such properties would include the Memorial Hospital campus as well as the former Sacred Heart Hospital and a number of former large industrial sites scattered around the city. Unlike the current R-U Zone, a “floating zone” can be applied to individual properties on a case-by-case basis that satisfy specific locational or development criteria outlined in the Zoning Ordinance and the Comprehensive Plan. Consequently, as of the writing of this plan, the City is working on an amendment to the 2004 Comprehensive Plan that would authorize the development of this proposed new floating zone. The new zoning classification is expected to be completed in 2011.



The New Gateway Townhomes Project

residential in nature, including the Gateway Townhomes project on Gateway Terrace and the Cascades apartment complex at the corner of 4th and Vancouver Streets.

The neighborhood is also experiencing a significant level of development and redevelopment activity. New developments include infill commercial uses on Industrial Boulevard (including a new commercial shopping plaza at the corner of Industrial Boulevard and Messick Road). The site of this plaza was annexed into the City in 2008, and represents the newest addition to the neighborhood. Most of the recent redevelopment activity in the neighborhood is

Overall housing conditions in the neighborhood vary significantly from east to west in the neighborhood. According to the 2002 Faux Group Housing Conditions Survey, concentrations of blighted and deteriorating housing can be found in the eastern sections of both the Mapleside and Johnson Heights sections of the neighborhood, generally east of Wempe Drive and Montgomery Avenue. This portion of Mapleside received the third lowest overall rating of the 15 sections surveyed in the study. However, the remaining portions of Mapleside (from Wempe Drive east to the City limits) received the 4th highest overall rating for housing quality and was one of two sections of the neighborhood that were rated “stable areas.” The high average value of housing in the neighborhood and the level of residential infill and redevelopment activity that is occurring in the neighborhood indicate a strong market potential for further housing rehabilitation investment in the future.

2013 Comprehensive Plan: *Neighborhood Element*

D. Cherished Features

During the neighborhood meeting process, participants were asked to identify features of the neighborhood that help define the neighborhood's unique or special character and features and places that bring people together and foster social interaction. These features are important to understand, as they contribute to neighborhood identity and they help strengthen the essential social bonds between residents that make people feel an attachment or bond with their neighborhoods they live in. If these special features are not understood, protected, and reinforced when future development and changes occur within the neighborhood, residents may feel a sense of "loss" that can eventually result in declining civic pride and reduced investment in maintaining their properties. It is essential that these features be captured, celebrated, and promoted as part of the City's Comprehensive Plan to ensure that the most special and attractive aspects of urban neighborhood living are not lost to future generations.

The list of special identifying features for the Mapleside/Johnson Heights neighborhood, as identified by the neighborhood meeting participants, is as follows—in no particular order. For detailed locations, please see the Defining Characteristics Map in Appendix E.

- The Johnson Heights Medical Building on the site of the former Johnson Heights Elementary School
- Fort Hill High School & Greenway Stadium
- White Oak Shopping Plaza and the Dollar General Store (major retail shopping centers)
- The Dairy Mart on Oldtown Road
- Oscar's Restaurant on Oldtown Road
- St. Mary's Church – the largest and most prominent church in the neighborhood
- The quality and well maintained residential properties in the neighborhood
- South Penn Playground
- The Salvation Army headquartered on First Street with Community Center on Sommerville Avenue

The Mapleside/Johnson Heights neighborhood is primarily known as the home of Fort Hill High School and the Greenway Avenue stadium, which is shared by both Fort Hill and Allegany High Schools. The Fall High School Football Games at Greenway Avenue Stadium are a major social gathering activity for the neighborhood's residents, who proudly profess to be among the most active and engaged high school football fans within the city. The neighborhood's



Oscar's Restaurant

2013 Comprehensive Plan: *Neighborhood Element*

major retail shopping and eating establishments, concentrated primarily along Oldtown Road, Industrial Boulevard, and in the White Oaks Shopping Plaza are also primary identifying features of the neighborhood. They include Oscar's Restaurant (a popular local haunt for Fort Hill High fans), the Dairy Mart, and the Dollar General Store. St. Mary's Church, which is the most visually prominent church in the area, the South Penn Playground, and the Salvation Army headquarters and community center were also identified as important features that contribute to the neighborhood's identity and special character.

The local businesses and playgrounds also serve as the primary social gathering places for neighborhood residents. The participants also identified the bowling alley at White Oaks Plaza as one of the primary places where neighborhood residents often meet and interact. Although the South Cumberland Business and Civic Association is widely known for its advocacy of the Virginia Avenue neighborhood and commercial district, the meeting participants noted that many of its members live in the Mapleside/Johnson Heights neighborhood and that the organization also supports the neighborhood. Another primary social event in the neighborhood is the annual classic car show at the businesses along Industrial Boulevard.

E. Issues & Needs

A total of 9 important neighborhood issues and needs were identified by the meeting participants. They are, in no specific order:

- Sidewalks, along with the associated handicapped access facilities, for the streets that provide strategic connections between residential areas and the three schools and shopping areas in the neighborhood.
- Better access to the C & O Canal Towpath trail.
- More frequent police patrols and presence, especially more frequent enforcement to control speeding on Hilltop Drive and Oldtown Road.
- Repaving of Oldtown Road.
- Improvements to the Washington Middle School, which lacks air conditioning. Both interior and outdoor facility repairs and improvements are needed.
- More diverse neighborhood retail options, such as a Target urban neighborhood store and a coffee shop.
- A residential façade improvement program for qualified homeowners.
- Community dumpsters financed and maintained through the Community Betterment program.
- Unspecified stormwater drainage and sewer improvements.

2013 Comprehensive Plan: *Neighborhood Element*

The lack of sidewalks was seen as a high priority need, since the residents must walk along busy streets to conduct their business. The condition of the Washington Middle School was also considered an urgent need because of the relatively poor state of the facility, relative to other schools in the County. Increased efforts to control the growing crime problems in the neighborhood were also a high priority, as residents have seen criminal activity increase.

1. Strengths & Opportunities

The primary positive changes in the neighborhood include the recent renovation of the Greenway Avenue Stadium that began after the 2009 high school football season and is being completed in 2010, the new housing projects that have been completed in the neighborhood, including the Gateway Townhomes and Cascades Project on opposing sides of Vancouver Street, and the ongoing efforts to redevelop and reuse the Memorial Hospital site.

The participants also identified several assets and opportunities, including the two major civic organizations in the neighborhood—the South Cumberland Business and Civic Association and the Salvation Army. The two playgrounds (South Penn and Johnson Heights) and the wide array of organized neighborhood sports opportunities for children were also viewed as strong assets upon which to build a more festive neighborhood. The participants also identified the three neighborhood schools (which include the South Penn Elementary School, the Washington Middle School, and Fort Hill High School) as important assets as they allow neighborhood children to remain connected to their friends and the neighborhood throughout their school years.

2. Concerns & Problems

The closing and relocation of that hospital in 2009 was one of the biggest negative changes in the neighborhood, as it removed the primary employer and economic pulse of the neighborhood. The most controversial negative change was the closing of the Johnson Heights Elementary School, although the playground that was retained and the replacement for the school (the Johnson Heights Medical Building) were identified as two of the neighborhood's primary social gathering places

The primary obstacles and threats to the neighborhood's vitality included the lack of funding for much needed street and pedestrian improvements and the growing problems combating crime in the neighborhood. Although the efforts that residents make to get to know their neighbors was viewed as a strength and asset, the lack of interest in translating that neighborhood spirit into action to address the neighborhood's needs was seen as an impediment. Speeding drivers and periodic school induced traffic congestion were also seen as threats or impediments to the neighborhood.

2013 Comprehensive Plan: *Neighborhood Element*

3. Future Vision

As part of the neighborhood meeting process, each neighborhood was asked to identify a specific future vision for the neighborhood. Citizens attending the Mapleside/Johnson Heights meeting expressed the following vision for the neighborhood:

The vision for the Mapleside/Johnson Heights neighborhood is to make strategic improvements in the neighborhood that will lower crime, improve walkability and accessibility (sidewalks and ADA improvements), and expand greenspace and parks.

F. Recommendations

The Planning Coordination Committee met on September 9, 2010 to discuss the input received at the August 30 Mapleside-Johnson Heights neighborhood meeting. The following suggestions and recommendations to address the neighborhood's identified needs were generated by the Committee.

According to Engineering Department staff, sidewalk construction in the Mapleside/Johnson Heights neighborhood was not undertaken in the past because of insufficient funding. Consequently, many streets known to need sidewalks lack them. In addition, some sidewalks that do exist in the neighborhood (such as Louisiana Avenue and Oldtown Road) either need surface work to repair general deterioration or root damage.

Generally speaking, sidewalk improvements are not part of the City's 2006 Pavement Management System funding, unless they become an integral part of major street reconstruction work associated with a specific street improvement project. In those instances, the sidewalk work may be limited to ADA Handicapped Access improvements. Historically, the City has allocated or sought Community Development Block Grant (CDBG), State Highway Enhancement, and Appalachian Regional Commission funds for sidewalk improvements because such work can be eligible for these funds. However, aside from CDBG funds, these sources are available only periodically through specific project applications. Additional funding for sidewalk improvements to schools can be obtained periodically through the "Safe Routes for Schools" program.

The Planning Coordination Team suggested that sidewalk needs be evaluated first using the bikeway network that is being developed from the 2008 Trails and Bikeways plan that was prepared for the City. The bikeways identified through that planning process were designed to create links between the neighborhoods and the major destinations for residents and tourists, including schools and shopping areas. The system recognizes and avoids streets with the steepest slopes, since they can be difficult and unsafe for bicycles. By using this system as a

2013 Comprehensive Plan: *Neighborhood Element*

starting point, the best pedestrian routes can be identified and analyzed to determine where sidewalks are deficient or unavailable. Engineering staff can then evaluate the routes and determine if sufficient right-of-way for sidewalks exists and the potential cost for the improvements. Once this background work has been completed, the appropriate funding source can be ascertained to finance the desired improvements.

Improved access to the C & O Towpath is a more complicated matter. The neighborhood is separated from the trail by the CSX railroad, which has multiple tracks and a major railyard in that area that would have to be crossed to provide the desired access. The railroad is understandably reluctant to grant new crossings do to liability issues. The potential for accidents between pedestrians and trains is especially great where multiple tracks must be crossed to provide the desired access.

The best possible way to address this issue would be to evaluate the potential for ADA Handicapped Access improvements to the pedestrian tunnels at the Virginia Avenue Subway—which provides access to the existing Canal Towpath Trail access at Offutt Street. The current pedestrian tunnel on the west side of Virginia Avenue (closest to the neighborhood) has two stairways that must be traversed. Since the Engineering Division is already exploring the need for repairs to the subway abutments, the potential for ADA Handicapped improvements to remove the stairs could also be explored as part of that future project.

As in several other residential neighborhoods, the desire for greater police patrolling was raised. The City understands and appreciates the desire expressed in several neighborhoods for greater police presence and patrolling. Currently, the City assigns one patrol officer to each of the four major sections of the City (North, South, East, and West). Officers are instructed to make a strong presence in the neighborhoods while conducting their patrols. They are also advised to spend some extra time speaking with the neighborhood residents and engaging in outreach when responding to calls in their section of the City. However, many of the emergency calls received by the Police Department often require two officers to respond. When that occurs, one section of the City will lose coverage temporarily. The recent switch to 12-hour shifts allowed the Police Department to place a few additional officers on the street. The Police Department also applies for grants to cover the costs of expanded coverage, but any officer time charged to that grant must be limited to the specific purposes or activities specified in the grant. The Department will continue to seek these grants to serve the City's enforcement needs, as they become available.

The participants also noted the need for street surface repairs to Oldtown Road. This street is scheduled to be resurfaced (mill and overlay, with some drainage and curb improvements) in 2011 under the City's Pavement Management System. Additional stormwater and drainage improvement needs (as noted by the participants) should be conveyed to the Department of Public Works. The City will investigate and evaluate repair needs as the specific problem locations are known.

2013 Comprehensive Plan: *Neighborhood Element*

With regard to improvements at the Washington Middle School, the City does not administer and maintain the public schools. They are administered by Allegany County Public Schools in cooperation with the Allegany County Board of Commissioners. The City can convey these needs to Allegany County through the comprehensive planning process and may be able to assist the County in applying for funding support as may be needed for the specific improvements.

Residents also expressed a desire for a broader range of retail shopping options. Over the years, the range of retail businesses has changed and the neighborhood has lost traditional department and clothing stores, including Grants and Ames. While the participants were not displeased with the specific stores that have moved into the neighborhood, they expressed a strong desire for stores that will serve basic neighborhood shopping needs. This is not an issue that can be addressed through a simple zoning change. Zoning regulations do not dictate what goods can be sold, only the general types of uses that can be permitted.

The Planning Coordination Committee noted that the City has experienced difficulty attracting national chain stores, due to the limitations of socio-economic data for the City and its market area. The City's market area covers a wide area that extends into Pennsylvania and West Virginia. In some instances, it can be difficult to compile data for this area, which results in a limited demographic portrait of the City and its economic base. More detailed demographic and socioeconomic data can be obtained through a "Psychographic Study" of the area, the cost for which could be shared by the City and County. Efforts to pursue this study are being explored by the Economic Development Division.

The participants also expressed a desire for two neighborhood needs that can be addressed through the City's Community Development Block Grant program. The first is a residential façade improvement grant program for eligible homeowners, which could be accomplished through an extension of the current program being applied in the Virginia Avenue and Chapel Hill neighborhoods. The second need is for a community dumpster program. This program, typically financed through CDBG Community Betterment funds, would finance the temporary placement (typically 1-2 days) of a portable dumpster within a neighborhood to collect large items that are not picked up by standard trash collection services. The dumpster must be managed by neighborhood volunteers—usually through the auspices of a citizen Neighborhood Association. This program is currently offered by the City's 4 active Neighborhood Associations (Rolling Mill, Decatur Heights, Chapel Hill, and North End). Coordinating such a program for the Mapleside/Johnson Heights neighborhood could be accomplished by forming a new neighborhood association or gaining sponsorship from the South Cumberland Business and Civic Association, which occasionally represents the neighborhood.

XII. Policy Implications Summary

This chapter of the Neighborhood Element summarizes the implications for the policies, goals, and objectives of the subsequent City-Wide Element that emerged from the data that was compiled and the neighborhood meetings conducted for this element. This chapter also pulls together many of the issues and recommendations common to the residential neighborhoods as identified by the 80 citizens who participated in the neighborhood meetings. A matrix of the general issues raised in the various meetings illustrating common themes between the neighborhoods is provided in Appendix B. The significant policy implications discussed in this chapter are summarized in bullet form at the end of the section and are highlighted in bold-faced print where they can be found within the section narratives.

A. Demographics

Based on the demographic estimates compiled by the Maryland Department of Planning for each neighborhood from the 1990 and 2000 Censuses, several important findings can be drawn that should be considered in the formulation of policies, goals, and objectives in the City-Wide Element of the Comprehensive Plan. Clearly, the neighborhoods have a number of common issues, but also reflect significant differences in overall socio-economic conditions that must be understood and reflected in the City's overall revitalization policies and priorities.

From the standpoint of overall population changes and patterns, **the City of Cumberland experienced a population decline of 2,188 persons or 9.2% during the 1990's**. More recent population estimates suggest that the decline slowed significantly during the first decade of the twenty-first century. However, the decline was substantial enough during the 1990's to be reflected in 10 of the 11 neighborhoods defined for the Comprehensive Plan—including all predominantly residential neighborhoods. **Only the Center City neighborhood (or downtown area) witnessed population growth during the decade**. The estimated population in the Center City neighborhood grew from just under 2,400 in 1990 to nearly 2,550 in 2000, an overall healthy gain of about 6.5%. This growth can be attributed in large part to the increased rate of upper floor commercial renovations into apartments, which expanded residential living opportunities within the downtown area.

The rest of the neighborhoods experienced population declines between 1990 and 2000. Most of the individual neighborhood declines were comparable to or less than the overall rate of decline for the City as a whole. Only the Chapel Hill/Virginia Avenue neighborhood declined at a significantly greater rate (13.7%). Two other neighborhoods, Decatur heights and Wills, declined at rates that were comparable to the City as a whole—between 9.0 and 9.5%. The lowest rate of population decline (4.0%) occurred in the Eastside/Willowbrook neighborhood. All other residential neighborhoods declined at rates ranging between 5.7% and 7.7%.

2013 Comprehensive Plan: *Neighborhood Element*

The lowest rate of population decline during the 1990's occurred, ironically, in the neighborhood (Eastside/Willowbrook) that experienced the most annexation activity in the first decade of the 2000's. The additional residences that were annexed and the new residential construction that has occurred as a result of these annexations are not captured by the 1990 and 2000 Census data. Consequently, it is reasonable to anticipate that the Eastside/Willowbrook neighborhood will perform well again in the 2010 Census, relative to most other residential neighborhoods in the City. The highest rates of decline occurred in the Virginia Avenue/Chapel Hill, Wills, and Decatur heights neighborhoods. **Stabilization of the City's population after more than 60 years of steady declines remains a high priority.**

In terms of total population in the 2000 Census, only two of the 11 neighborhoods have populations in excess of 4,000—Mapleside/Johnson Heights and Wills, in that order. The next four most populous neighborhoods, Chapel Hill/Virginia Avenue, Eastside/Willowbrook, Shriver/McNamee, and Center City had total populations that fell in a narrow range between 2,500 and 3,000. The neighborhood with the smallest total population was Rolling Mill at slightly less than 1,000 residents. All of the other neighborhoods had populations between 1,100 and 1,600 persons.

The population estimates from the 1990 and 2000 Censuses show generally consistent declines across all major age groups in most neighborhoods. Several neighborhoods witnessed positive growth in the number of school age (5-18) children over the decade. The largest such rate of growth occurred in the Walsh/Humbird neighborhood, with a smaller rate of growth recorded in both the Wills and Decatur Heights neighborhoods. Four other residential neighborhoods maintained relatively stable school age populations. However, the three neighborhoods that experienced strong growth in the school age population also experienced significant declines in the pre-school age population (0-4 years of age). Since the pre-school children will age into the school-age population in the following decade, these patterns suggest that—absent strong in-migration of school-age students—the growth in school aged children may subside in the first decade of the 2000's.

Seven of the ten residential neighborhoods experienced significant declines in the Senior population (aged 62+) between 1990 and 2000. In at least 5 of those neighborhoods, (Virginia Avenue/Chapel Hill, Decatur Heights, Wills, and both West Side neighborhoods) the decline in Seniors was a significant factor in the neighborhoods' overall population declines. While the Eastside/Willowbrook and Walsh/Humbird neighborhoods experienced slight growth in the number of Seniors, the overall population declines were driven by losses in the Working Age population. Only the Wills neighborhood maintained a relatively stable Working Age population. These trends reflect the lack of employment opportunities in the City and the movement of working age and young adults away from the area or into the surrounding suburban areas. Mean household income data from the 2000 Census also shows that average earnings for City residents are relatively low and have not improved as greatly as other socio-

2013 Comprehensive Plan: *Neighborhood Element*

economic measures. **Increasing employment opportunities and overall working wages within the City are critical to reverse the population drain on the working adult age group in Cumberland.**

Socio-economic data and trends from the 1990 and 2000 Censuses show glimmers of hope for the City. While the City's primary socio-economic measures (in terms of incomes, education levels, housing values, and poverty levels) tend to be worse than State averages, there is considerable variation within the City's neighborhoods. **Perhaps the most encouraging data comes from educational attainment levels, which increased significantly over the decade in most neighborhoods.** In the Dingle/Haystack neighborhood on the City's West Side, the number of residents over the age of 25 who had at least attended some college increased from 63% in 1990 to 72% in 2000. This level of educational achievement is well above average for the City and also exceeds the State average. **Overall, the Dingle/Haystack neighborhood consistently ranks strongest in the socio-economic measures with highest educational attainment levels, the highest mean household incomes, and the highest average housing values, and the lowest rates of poverty in the City.** The mean home value in the neighborhood according to the 2000 Census exceeded \$130,000, which is very high for Western Maryland, and ranks favorably against the State average for that period in time. The Mapleside/Johnson Heights neighborhood had the second best rating in these measures with the second highest average home values in the City.

As introduced above, household incomes remain a significant improvement need for the City's neighborhoods. Several neighborhoods witnessed little growth in mean household incomes between 1990 and 2000. Only in the Dingle/Haystack neighborhood did the mean household income reach \$68,000. The second highest mean household income level was achieved by the Westside/Willowbrook neighborhood. In all other neighborhoods, the mean household income fell below \$37,500. The lowest mean household income levels were recorded in the Rolling Mill and Virginia Avenue/Chapel Hill neighborhoods at \$24,500 and \$25,500, respectively. Consequently, Rolling Mill and Virginia Avenue/Chapel Hill registered at the bottom in neighborhood rankings on the issue of overall demographic vitality. However, it is important to note that detailed estimates for Decatur Heights were not available from the Census, due to inconsistencies between the neighborhood and census boundaries for which data were available.

*In summary, the key **demographic** policy implications discussed above for the City-Wide element above are as follows:*

- **The City of Cumberland experienced a population decline of 2,188 persons or 9.2% during the 1990's.**
- **Of the 11 neighborhoods defined for this plan, only the Center City neighborhood (or downtown area) witnessed population growth during the decade.**

2013 Comprehensive Plan: *Neighborhood Element*

- The rest of the neighborhoods experienced population declines between 1990 and 2000. Most of the individual neighborhood declines were comparable to or less than the overall rate of decline for the City as a whole.
- The population estimates from the 1990 and 2000 Censuses show generally consistent declines across all major age groups in most neighborhoods.
- Stabilization of the City's population after more than 60 years of steady declines remains a high priority.
- Increasing employment opportunities and overall working wages within the City are critical to reverse the population drain on the working adult age group in Cumberland.
- Socio-economic data and trends from the 1990 and 2000 Censuses show glimmers of hope for the City.
- Educational attainment levels increased significantly over the decade in most neighborhoods.
- Overall, the Dingle/Haystack neighborhood consistently ranks strongest in the socio-economic measures with highest educational attainment levels, the highest mean household incomes, and the highest average housing values, and the lowest rates of poverty in the City.
- Household incomes remain a significant improvement need for the City's neighborhoods.

B. 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 and codes and through special financial incentive and assistant programs, such as those offered through Community Development Block Grant funds and special property tax assessment and deferral programs. In cases where housing conditions have been neglected to the point that it violates City codes and poses a threat to public health and safety, the City can intervene and compel demolition. Yet, despite these limitations on the City's control over housing development and maintenance, it remains one of the most visible and fundamental factor in determining overall neighborhood health and vitality. **Abandoned and blighted housing depresses neighborhood property values, discourages private investment in and maintenance of surrounding properties, contributes to negative public perceptions, provides attractive locations for criminal activity, and discourages neighborhood cohesion. On the positive side, removal of blighted housing, strategic public investments in neighborhood revitalization and incentives for infill development can breathe new life and economic vitality into aging and declining neighborhoods and promote increased private investment in maintenance and rehabilitation.**

2013 Comprehensive Plan: *Neighborhood Element*

The overall advanced age of the City's housing stock is well established. The vast majority of the City's current housing stock was built prior to 1940. This fact is both a positive and negative factor for the City's public image. The large number of older houses with strong historical integrity and architectural continuity are attractive to people seeking traditional neighborhood environments with great rehabilitation potential and value. However, age is not a positive attribute for many homes that have been poorly maintained or left vacant for extended periods. Many homes in the City's older neighborhoods are deteriorating and in danger of degrading to the point where rehabilitation is not an economically viable option. Blight and unsafe housing removal was a significant concern at several neighborhood meetings on the City's East Side.

In 2002, the City hired The Faux Group, a consulting firm based in Annapolis, to conduct a windshield survey and assessment of 6,500 housing units across the City. The City was divided into sections based on the tax maps and housing in each section was evaluated on the basis of exterior structural conditions. The results from this study were referenced in each neighborhood chapter in this Element.

The survey of housing conditions determined that the poorest housing conditions and highest levels of blight were concentrated in a narrow band running immediately north and east of the CSX Railroad around downtown Cumberland. The greatest concentrations of blighted housing are predominantly located in four residential neighborhoods—Rolling Mill, Virginia Avenue/Chapel Hill, Decatur Heights and large portions of Wills. According to the neighborhood estimates based on 2000 Census data, two of these neighborhoods, Rolling Mill and Virginia Avenue/Chapel Hill, had the lowest mean housing values in the City. Detailed housing value data was not available for Decatur Heights. Scattered pockets of blighted housing were found in the residential areas adjoining these areas, which extend into the Walsh/Humbird, Mapleside/Johnson Heights, Eastside/Willowbrook, Dingle/Haystack, and Westside neighborhoods. **The best overall housing conditions identified through the survey were concentrated in the outer fringes of the City, which correspond to the neighborhoods with the newest housing stock and highest mean home values in the City—Mapleside/Johnson Heights, Shriver McNamee, Dingle/Haystack, and the northernmost portion of Wills.**

The City has worked aggressively and in cooperation with landowners and private development to remove, improve, and revitalize deteriorating housing throughout the City. Since 2000, many of the City's historic homes have been revitalized and rehabilitated through private investment. These improvements can be seen in the homes along Louisiana Avenue and in scattered locations in Rolling Mills and Decatur Heights. **Neighborhood Housing Services, a private, non-profit organization housed in the old Canada Fire Station on North Mechanic Street has worked closely with the City to secure grant funding to subsidize private façade improvements to many residences in the Wills neighborhood.** In addition to these financial

2013 Comprehensive Plan: *Neighborhood Element*

incentives, the organization feels that additional architectural design guidelines are needed to preserve the value, architectural integrity, and stability of the historic high-density housing stock in the Mechanic and Centre Street corridors of the Wills neighborhood. The organization is working with The Faux Group to develop standards, guidelines, and a review process that it will propose to the City as a means of protecting established residential uses from incompatible and inconsistent design and development practices. Similar guidelines were incorporated into the City's current Gateway Commercial and Industrial Zones, which apply exclusively to the Mechanic and Centre Street Corridors in the Wills neighborhood, but Neighborhood Housing Services staff asserts that their application has not produced the desired results.

In South Cumberland, the City has focused Community Development Block Grant funds along the Virginia avenue area of Chapel Hill to support residential and commercial façade renovation projects and is working on a major revitalization project for the Virginia Avenue commercial district. The initiative includes a major repaving of Virginia Avenue, improvements to the curbs, sidewalks, and crosswalks, and the installation of period lighting and street furniture as well as the replacement of street trees. The City also restored the Chapel Hill Playground on Springdale Street into a small neighborhood park. Recent private investments along the corridor include the construction of the new HRDC building, the Allegany Radio Corporation building, a Rite Aid pharmacy, and expansion of the Sheetz convenience store/gas station. The redevelopment activity has been well received in the neighborhood.



402 Virginia Ave. Before Façade Restoration



402 Virginia Ave. After Façade Restoration

This plan recommends that this program continue and that the next area to target for comprehensive revitalization is the Baltimore Avenue/Goethe Street corridor on the border between the Decatur Heights and Shriver/McNamee neighborhoods. Baltimore Avenue is

2013 Comprehensive Plan: *Neighborhood Element*

expected to receive additional traffic from the growth that is occurring and planned for the Willowbrook Road corridor on the east side of I-68. Improvements are needed to the surface of the road and to eliminate sharp curves along the steep grade leading into the downtown area. This corridor will eventually become a major gateway into the downtown area from Willowbrook Road and I-68. While many blighted homes have already been removed along the street, a number of additional residential structures have deteriorated and require immediate attention. The conditions on Baltimore Avenue have had a blighting influence on Goethe Street, which offers a relatively protected and secluded residential enclave off Baltimore Avenue, but suffers from poor access. Many of the homes on Goethe Street have strong architectural character and integrity, but require rehabilitation and new investment. If a secondary access from Goethe Street to Baltimore Avenue can be established, the street offers attractive potential for private revitalization investment, due to its proximity to the growing number of professional jobs being created on Willowbrook Road. A major streetscape improvement project, a new street access to Baltimore Avenue, and strategic residential façade improvement grants would support private investment in the homes along Goethe Street that remain salvageable. Continued and determined strategic revitalization investments of the magnitude discussed above are necessary to raise neighborhood property values to provide a positive investment return for increased private investment in housing rehabilitation and maintenance.

The potential to generate additional revitalization investment in the City's older residential areas is bolstered by the dedication and determination of its homeowners. **Demographic data and trends from the 1990 and 2000 U.S. Censuses analyzed for each neighborhood document that generally between 50 and 60 percent of the residents living in each neighborhood lived in their homes for five or more years prior to the Censuses. Additionally, roughly 60 percent or more of the homeowners living in most residential neighborhoods own their homes outright and make no mortgage payments. Homeownership levels are also relatively high for a City with such an intense urban development pattern.** These are all factors that suggest a strong attachment to the neighborhood and community and substantial investment interest in owner-occupied housing. Stable residential neighborhoods with long-term residents who own most or all of their homes are significant and motivated resources to engage in support of neighborhood revitalization efforts.

One of the greatest obstacles to increased private property investment among these residents are the low average household incomes and advanced age of the most stable and long-term residents. Many of the City's elderly residents do not have the financial resources they need to hire contractors or undertake major improvements to their homes. To compound matters, the high cost of properly remediating lead paint and asbestos issues in older homes (built prior to 1976) greatly reduces the financial assistance for basic revitalization and rehabilitation improvements that can be provided under the City's increasingly constrained Community Development Block Grant funds.

2013 Comprehensive Plan: *Neighborhood Element*

While homeownership levels are relatively high in most of the City's residential neighborhoods (when compared with comparable cities in the State), **an emerging issue is the recent growth in vacant units in many neighborhoods.** According to the 2000 Census, vacant housing units comprised less than 10% of the total housing stock in only 3 of the City's 10 residential neighborhoods—Walsh/Humbird, Mapleside/Johnson Heights, and Haystack/Dingle. Data from the 1990 and 2000 Censuses also show that most of the increase in vacant units that occurred in a number of the City's neighborhoods during the 1990's can be attributed to vacant rental units. In many neighborhoods, vacant rental units increased by 40% or more over the decade. This issue is becoming especially apparent in the Rolling Mills and Virginia Avenue/Chapel Hill neighborhoods, which have relatively high rates of both vacant and rental units. However, the increase in vacant rental units was not limited to neighborhoods with large proportions of rental units in the housing stock. The same trend was evident in the Dingle/Haystack neighborhood, which has many of the highest value homes in the City.

Neighborhood concerns regarding rental housing and Section 8 vouchers were raised in several neighborhoods, especially in the Virginia Avenue/Chapel Hill neighborhood. Many of the concerns raised represent common misperceptions and misunderstandings of the Section 8 program, as discussed in greater detail in the Recommendations section of the Virginia Avenue/Chapel Hill Chapter of this plan. Similar misperceptions were raised regarding the City's Rental Housing Licensing program and how it operates.



Residential Conversion of the former Klots Mill Building

Rental housing is a necessary housing option for large segments of the society—not just temporary or transient residents. As the cost of home ownership continues to increase, many young and older citizens who plan to stay in their local communities actively seek rental housing as a lifestyle choice. 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 of owner-occupied housing. In fact, 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.

Because profits obtained 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

2013 Comprehensive Plan: *Neighborhood Element*

involved in converting and renting older homes can be great. If the prevailing market rate for rental housing is relatively low, discretionary (and in severe cases, essential) maintenance needs may be postponed or avoided by the owner 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 and private investment in nearby owner-occupied homes. This potential influence is often a 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 absentee property owners, whether or not the property is leased or used infrequently.

The City's current housing code and rental licensing inspection program provide the most effective control over private rental housing conditions and quality that the City is legally empowered to impose. **However, it is important to bear in mind that if the expansion of rental units exceeds the supply of renters, then rental market prices will decline with potential negative consequences for maintenance and upkeep of older units. This situation may provide an explanation for the increase in rental unit vacancies that occurred during the 1990's.** It also may help explain the growing fear that neighborhood meeting participants voiced regarding rental housing. 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 remains necessary to ensure that the rental housing stock remains a sound investment and is properly maintained.

The primary source of publicly financed, owned, and maintained housing in the City is provided 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 as of the writing of this plan, has acquired and is completing the 42-unit Cornerstone Hill Group Development on James Day Drive. The Authority's principal offices are located at 635 East First Street in South Cumberland. In addition to the Cumberland Housing Authority, the Allegany County Housing Authority on Furnace Street owns and operates the Willow Valley Apartments, a 34-unit public housing complex.



Cornerstone Hill Townhomes

2013 Comprehensive Plan: *Neighborhood Element*

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 concerned citizens through a series of community meetings to determine how the project would be redeveloped. The new project, Banneker Gardens, which remained under construction during the writing of this plan, will offer 25 units (a reduction of 5 units from the former apartment complex) 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.



Banneker Gardens under Construction

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.** In fact, 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. **Consequently, this plan recommends that the best additional lands to acquire and integrate into the Fort Cumberland redesign project would be for the Authority to acquire the Klavuhn’s Moving and Storage property and the adjoining but currently vacant Crites warehouse site along Gay and Glenwood Streets.** The current uses on these properties do not conform to the urban residential zoning in the area, and redevelopment as part of the Fort Cumberland project would help bring them into consistency with the Comprehensive Plan and Zoning Ordinance, while providing the land necessary to more creatively redevelop the housing project.

2013 Comprehensive Plan: *Neighborhood Element*

*In summary, the key **housing** policy implications discussed above for the City-Wide element above are as follows:*

- The overall advanced age of the City's housing stock is well established. The vast majority of the City's current housing stock was built prior to 1940.
- Abandoned and blighted housing depresses neighborhood property values, discourages private investment in and maintenance of surrounding properties, contributes to negative public perceptions, provides attractive locations for criminal activity, and discourages neighborhood cohesion. On the positive side, removal of blighted housing, strategic public investments in neighborhood revitalization and incentives for infill development can breathe new life and economic vitality into aging and declining neighborhoods and promote increased private investment in maintenance and rehabilitation.
- The 2002 survey of housing conditions conducted by The Faux Group determined that the poorest housing conditions and highest levels of blight were concentrated in a narrow band running immediately north and east of the CSX Railroad around downtown Cumberland. The greatest concentrations of blighted housing are predominantly located in four residential neighborhoods—Rolling Mill, Virginia Avenue/Chapel Hill, Decatur Heights and large portions of Wills.
- The 2002 housing conditions survey showed that the best overall housing were concentrated in the outer fringes of the City, which correspond to the neighborhoods with the newest housing stock and highest mean home values in the City—Mapleside/Johnson Heights, Shriver McNamee, Dingle/Haystack, and the northernmost portion of Wills.
- According to the neighborhood estimates based on 2000 Census data, the Rolling Mill and Virginia Avenue/Chapel Hill neighborhoods had the lowest average housing values in the City.
- The City has worked aggressively and in cooperation with landowners and private development to remove, improve, and revitalize deteriorating housing throughout the City. Since 2000, many of the City's historic homes have been revitalized and rehabilitated through private investment.
- Neighborhood Housing Services, a private, non-profit organization, has worked closely with the City to secure grant funding to subsidize private façade improvements to many residences in the Wills neighborhood.
- In South Cumberland, the City has focused Community Development Block Grant funds along the Virginia avenue area of Chapel Hill to support residential and commercial façade renovation projects and is working on a major revitalization project for the Virginia Avenue commercial district.

2013 Comprehensive Plan: *Neighborhood Element*

- This plan recommends that this strategic neighborhood revitalization program continue and that the next area to target for comprehensive revitalization is the Baltimore Avenue/Goethe Street corridor on the border between the Decatur Heights and Shriver/McNamee neighborhoods.
- Long-term and stable homeownership is an important factor in promoting healthy neighborhoods. Demographic data and trends from the 1990 and 2000 U.S. Censuses analyzed for each neighborhood document that generally between 50 and 60 percent of the residents living in each neighborhood lived in their homes for five or more years prior to the Censuses. Additionally, roughly 60 percent or more of the homeowners living in most residential neighborhoods own their homes outright and make no mortgage payments. Homeownership levels are also relatively high for a City with such an intense urban development pattern.
- One of the greatest obstacles to increased private property investment among these residents are the low average household incomes and advanced age of the most stable and long-term residents.
- An emerging housing issue is the recent growth in vacant units in many neighborhoods. According to the 2000 Census, vacant housing units comprised less than 10% of the total housing stock in only 3 of the City's 10 residential neighborhoods—Walsh/Humbird, Mapleside/Johnson Heights, and Haystack/Dingle. Data from the 1990 and 2000 Censuses also show that most of the increase in vacant units that occurred in a number of the City's neighborhoods during the 1990's can be attributed to vacant rental units. In many neighborhoods, vacant rental units increased by 40% or more over the decade.
- When evaluating rental housing issues and needs, it is important to bear in mind that if the expansion of rental units exceeds the supply of renters, then rental market prices will decline with potential negative consequences for maintenance and upkeep of older units. This situation may provide an explanation for the increase in rental unit vacancies that occurred during the 1990's.
- 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.
- Consequently, this plan recommends that the best additional lands to acquire and integrate into the Fort Cumberland redesign project would be for the Authority to acquire the Klavuhn's Moving and Storage property and the adjoining but currently vacant Crites warehouse site along Gay and Glenwood Streets.

2013 Comprehensive Plan: *Neighborhood Element*

C. Public Safety

In the context of this Comprehensive Plan, public safety refers to the City's Police, Fire, and Emergency Medical Response protection services. These three services represent the City's greatest and most essential investments in overall public health and safety. **Cumberland is one of only two cities in Maryland (along with Baltimore) to provide full-time, paid professional services in all three areas.**



The Cumberland Public Safety Building on Bedford Street

Public Safety issues and needs were identified in a number of neighborhood meetings conducted for the plan and ranked high in terms of frequency, along with transportation and public facility (infrastructure) issues. **Expanded police patrols tied with street repairs and improvements as the most frequently identified issue. Both were raised in five of the ten neighborhood meetings conducted for the plan. Speeding and speed-related traffic issues were raised in four different neighborhood meetings. Other public safety issues raised in one or two neighborhood meetings include a request for security/surveillance cameras to dissuade criminal activity, a fire hydrant that was not working in Decatur Heights (which has since been addressed), and a desire for dedicated staff to man the Frederick Street Fire Station.**

Generally speaking, the most common neighborhood public safety issues relate to police enforcement—either to address concerns regarding drug-related crimes or speeding. Several of the neighborhood associations provide neighborhood watch program functions, and many of the more active neighborhood residents have worked closely with law enforcement staff and are aware of the criminal activities that occur in their respective neighborhoods. In fact, the Westside neighborhood group that disbanded in 2010 was originally organized as a crime watch group.

Traffic safety is one of the Cumberland Police Departments top priorities. This includes enforcement efforts that target aggressive drivers as well as those who are operating motor vehicles while under the influence of alcohol or drugs. Officers generally use their own discretion when determining which streets in the city to monitor traffic and take enforcement action. However, officers are directed at times to streets and areas in which it appears that motorists are traveling above the posted speed limits or committing some other traffic violation on a regular basis, such as not obeys stop signs, or cross walks. These complaints can be

2013 Comprehensive Plan: *Neighborhood Element*

generated by the officers themselves if they identify a problem on a particular street or they can be driven by citizen complaints who have notified the department of a particular issue at which time it is investigated and efforts are taken to resolve that issue. The Cumberland Police Department utilizes a speed monitoring trailer. This trailer is deployed throughout streets in the city on a rotating basis in an effort to remind motorists of their speeds on the various streets. The trailer is equipped with a large screen which displays the motorists' speeds as they approach the trailer. The operational procedure with this trailer is to deploy the trailer on a specific street and then follow up with actual enforcement by an officer in the following days. This trailer can be and has been requested by citizens to be placed in their neighborhoods as a reminder to motorists of the speeds that they are traveling in an effort to make the neighborhood safe for everyone.

The Cumberland Police Department actively pursues and has received numerous grants relating to traffic safety. Some examples of grants received are: Safe Routes to School, Safe School Bus Rider Program, Aggressive Driving Enforcement and DUI Enforcement. The Department also participates in the "Click it or Ticket" program which is a yearly campaign which emphasizes seatbelt usage.

Unlike the City's water and sewer systems, which are physical plants that were designed and built to serve a much larger population than exists today, Police and Fire Department staffing capacity has been maintained more closely commensurate with current demand and financial conditions. As the City's population and financial constraints have changed over time, public safety staffing and service capacity has evolved accordingly. Current staffing levels for both the Police and Fire Departments were evaluated as part of a 2009 Comprehensive Plan amendment to prepare a new Municipal Growth Element and were determined to be adequate for present needs.

Under current staffing arrangements, the City assigns one patrol officer to each of the four major sections of the City (North, South, East, and West). Officers are instructed to make a strong presence in the neighborhoods while conducting their patrols. They are also advised to spend some extra time speaking with the neighborhood residents and engaging in outreach when responding to calls in their section of the City. However, many of the emergency calls received by the Police Department often require two officers to respond. When that occurs, one section of the City will lose coverage temporarily. The recent switch to 12-hour shifts allowed the Police Department to place a few additional officers on the street. The Police Department also applies for grants to cover the costs of expanded coverage, but any officer time charged to that grant must be limited to the specific purposes or activities specified in the grant. The Department will continue to seek these grants to serve the City's enforcement needs, as they become available.

The unfortunate reality of traffic speeding issues is that, if the driving environment or street conditions are conducive to excessive driving speeds, then dedicated and consistent

2013 Comprehensive Plan: *Neighborhood Element*

enforcement must be maintained to control the problem. However, speeding can be controlled through other measures than enforcement. **One way to deter speeding is to consider instituting “traffic calming measures.”** These measures can include structural improvements, such as narrowing the street pavement by relocating the curb and increasing the sidewalk, adding large street trees, installing “rumble strips” or raised crosswalks at key intersections, alternating curb extensions to make the travel lanes meander through the right-of-way, and other measures that send clear visual clues to drivers that excessive speeds are unsafe in that location. Where they would be cost effective, appropriate traffic calming measures can be incorporated into planned street improvement and revitalization projects. Another non-structural traffic calming measure that can be instituted at reasonable cost would be the purchase of additional speed monitoring trailers for the periodic and strategic placement to warn motorists when they are speeding. These measures should be evaluated further in the City-Wide Element to help manage the long term staffing costs and impacts of traffic control on current police services.

The other major public safety concern raised at the neighborhood meetings was a desire for increased or expanded neighborhood patrols to help discourage criminal activity. Two specific activities that were identified are drug activity and teen behavior. Teen behavior concerns were raised most explicitly in the Wills neighborhood, and issues relating to “curfews,” as specifically desired by the meeting participants, are addressed in greater detail in the Recommendations Section of that Chapter. Illicit drug use and drug trafficking concerns were raised in several neighborhoods and require a more generalized discussion.

Drug enforcement and prosecution is far more complex and time consuming process than is commonly known. Many of the concerns that residents have regarding drug enforcement stem from the perception that the problem does not always stop immediately after it is recognized. With drug offenses, effective action requires a great deal of investigative time to build a strong case. By its nature, the drug trade operates on secrecy and extensive networks that must be thoroughly investigated to ensure conviction. If a street trafficker, who generally stands at the end of the production and sales chain, is taken out of action, a new trafficker will take his/her place and a chance to understand and prosecute the higher level criminals in the larger drug production and supply network may be lost. Until the larger network is uncovered and broken, the drug trafficking problems will not be effectively stopped.

Once an investigation is complete and arrests are made, the case must be prosecuted through the court system, which requires additional time. With all of the time that can be involved in building and prosecuting a drug trafficking case, it is understandable why residents would not see the immediate action they often expect. **However, the lack of immediate action in some cases does not mean that Police Department is not aggressively addressing the issue or does not share the residents’ concerns.**

2013 Comprehensive Plan: *Neighborhood Element*

With regard to fire protection services, only two specific issues were raised during the neighborhood meeting process. The first was a complaint about an inactive fire hydrant, which has been addressed. The other was a desire to station full-time personnel in the Frederick Street Fire Station, which is currently used for equipment storage. This station cannot be manned at this time, due to the lack of funds necessary to make critical improvements to the station. These needs include additional storage space to accommodate modern equipment and improvements to the living quarters.

Perhaps the most pressing fire safety improvement need is the siting of a new, modern fire station on the City's east side to serve the newly annexed and developing areas along the Willowbrook Road and Evitts Creek corridor. Recent annexation and growth patterns analyzed for the 2009 Municipal Growth Element suggest that the City can expect additional development in this area. However, significant portions of this area fall outside the recommended service radii that must be satisfied to maintain the City's current Insurance Services Organization (ISO) insurance rating. This rating is used by insurance companies to assess homeowner insurance costs for properties within the City.

Two potential opportunities to address this need have emerged—one along Willowbrook Road, just south of I-68, and another south of the U.S. Highway 220/I-68 intersection (below Exit #47). If the contemplated station is close to I-68 in the proposed locations, then it can provide alternate coverage for Station #3 on Frederick Street (which has the greatest equipment storage constraints and improvement needs), thereby allowing the City to close that station in addition to providing adequate coverage for the newly annexed areas and other areas to the east where future expansion of the City may occur. The Fire Department should continue to work with prospective developers in these areas to identify an appropriate site then develop a budget and site plan for the proposed new station.

No specific issues and needs regarding the City's emergency medical response services were identified through the neighborhood meeting and planning process.

In summary, the key public safety policy implications discussed above for the City-Wide element above are as follows:

- **Cumberland is one of only two cities in Maryland (along with Baltimore) to provide full-time, paid professional services in all three areas.**
- **Based on the results from the neighborhood meetings conducted for this plan, expanded police patrols tied with street repairs and improvements as the most frequently identified issue. Both were raised in five of the ten neighborhood meetings conducted for the plan. Speeding and speed-related traffic issues were raised in four different neighborhood meetings. Other public safety issues raised in one or two neighborhood meetings include a request for security/surveillance cameras to**

2013 Comprehensive Plan: *Neighborhood Element*

dissuade criminal activity, a fire hydrant that was not working in Decatur Heights (which has since been addressed), and a desire for dedicated staff to man the Frederick Street Fire Station.

- Unlike the City's water and sewer systems, which are physical plants that were designed and built to serve a much larger population than exists today, Police and Fire Department staffing capacity has been maintained more closely commensurate with current demand and financial conditions.
- Current staffing levels for both the Police and Fire Departments were evaluated as part of a 2009 Comprehensive Plan amendment to prepare a new Municipal Growth Element and were determined to be adequate for present needs.
- One way to deter speeding is to consider instituting "traffic calming measures." These measures can include structural improvements, such as narrowing the street pavement by relocating the curb and increasing the sidewalk, adding large street trees, installing "rumble strips" or raised crosswalks at key intersections, alternating curb extensions to make the travel lanes meander through the right-of-way, and other measures that send clear visual clues to drivers that excessive speeds are unsafe in that location. Where they would be cost effective, appropriate traffic calming measures can be incorporated into planned street improvement and revitalization projects. Another non-structural traffic calming measure that can be instituted at reasonable cost would be the purchase of additional speed monitoring trailers for the periodic and strategic placement to warn motorists when they are speeding. These measures should be evaluated further in the City-Wide Element to help manage the long term staffing costs and impacts of traffic control on current police services.
- Drug enforcement and prosecution is far more complex and time consuming process than is commonly known. Many of the concerns that residents have regarding drug enforcement stem from the perception that the problem does not always stop immediately after it is recognized. However, the lack of immediate action in some cases does not mean that Police Department is not aggressively addressing the issue or does not share the residents' concerns.
- Perhaps the most pressing fire safety improvement need is the siting of a new, modern fire station on the City's east side to serve the newly annexed and developing areas along the Willowbrook Road and Evitts Creek corridor.
- Two potential opportunities to address this need have emerged—one along Willowbrook Road, just south of I-68, and another south of the U.S. Highway 220/I-68 intersection (below Exit #47). If the contemplated station is close to I-68 in the proposed locations, then it can provide alternate coverage for Station #3 on Frederick Street, which has the greatest equipment storage constraints and improvement needs.

2013 Comprehensive Plan: *Neighborhood Element*

- **No specific issues and needs regarding the City’s emergency medical response services were identified through the neighborhood meeting and planning process.**

D. Transportation & Circulation:

Along with calls for expanded police enforcement, improvements and repairs to the City’s streets was the most frequently registered issue or need identified through the neighborhood meeting process for this comprehensive plan. These issues were raised and discussed in five of the City’s ten residential neighborhoods. The City’s streets are subject to heavy traffic demands, due to the overall intensity of development within the City and the City’s position as a major regional center for commerce, which draws considerable volumes of outside traffic into the City. Over time, the State has transferred ownership and maintenance obligations for a number of streets in the City that either serve regional traffic or bear State or Federal route numbers. The only highways within the City that are currently maintained by the State of Maryland are Interstate 68, Industrial Boulevard (MD Route 51), Canal Parkway (MD Route 61), and portions of Willowbrook Road (MD Highway 639). Several other major highways bearing Federal and State route numbers, such as U.S. Route 220 (Greene Street/McMullen Highway), U.S. Route 40-A (Henderson & Baltimore Avenues), and Braddock Road (MD Route 49) are now owned and maintained by the City. With the limited resources available to the City to provide a high level of urban services and maintain a significant regional infrastructure (including water and sewer), it is not surprising that a number of street improvement needs have not been promptly addressed.

To address the City’s compounding street improvement needs, the City hired a consultant in 2006 to prepare a Pavement Management System. This study evaluated the structural conditions of the City’s streets, traffic volumes, and the function of the street to develop a prioritized list of pavement and structural improvement needs. The resulting improvement needs to address the accumulated backlog of street repairs totaled \$68,000,000 in 2006 dollars. When the Mayor and Council adopted the Pavement Management System in 2008, they also approved a \$9,000,000 bond levy to fund three years of the most critical street improvement needs to preserve the basic integrity of the street network. The streets that have been improved to date and are planned for improvement under the remaining funds in the bond are outlined in the Recommendations Section of each Neighborhood Chapter.

In addition to the specific projects in the Pavement Management System, the City is completing two major neighborhood revitalization projects—the first in Rolling Mill and the second in Virginia Avenue/Chapel Hill—that included significant street repairs and streetscaping work. These projects were financed through special grants from a number of programs, including the Appalachian Regional Commission, Community Development Block Grant, and the American Recovery and Reinvestment Act. This plan recommends that these

2013 Comprehensive Plan: *Neighborhood Element*

funding sources should be sought for a third neighborhood revitalization project along the Baltimore Avenue and Goethe Street Corridor to improve Baltimore Street as an important gateway between I-68 and the downtown area and to incentivize and support housing rehabilitation on Goethe Street.

The City is also involved in a public/private partnership in association with Allegany County, Allegany College, the State Highway Administration, the Appalachian Regional Commission, and WODA Development Corporation to replace and upgrade a section of Old Willowbrook Road on the City's East Side. The new street that will be constructed will provide access to both Allegany College and a new 64-unit senior housing development known as Cumberland Meadows. Combined, these street improvement projects represent a significant increase in investment by the City over the levels undertaken that were undertaken between 1980 and 2008.

During the neighborhood meeting process, citizens in the Walsh/Humbird neighborhood raised concerns about the structural integrity of the retaining walls in the Virginia Avenue Subway. This issue was raised on the basis of resident observations that pieces of concrete were breaking away from the retaining walls. This concern was evaluated by Engineering Division staff to determine the urgency of the City's need to undertake repairs. The City's analysis of the retaining walls determined that the erosion was not an imminent threat to public safety, but that efforts to initiate repairs should be pursued. The improvement work must be coordinated with CSX Railroad officials because the railroad owns and maintains those portions of the retaining walls that are directly below the railroad bridge. **In coordinating with CSX Railroad on proposed improvements to the Virginia Avenue Subway, the City should also explore the potential to upgrade the sidewalk through the Subway to make it more accessible to handicapped citizens.** This improvement would address a concern for improved pedestrian access to Mason Recreation Area and the C & O Towpath that was raised by residents in the Mapleside/Johnson Heights neighborhood.

Another important transportation issue that was raised in four neighborhood meetings is the need for expanded parking opportunities within the City. Parking is an inherently difficult issue to resolve through citizen consensus. Requirements for new development to provide off-street parking to satisfy its demand are often viewed as impediments to economic development or growth—especially on small, urban properties where there is inadequate land to improve for parking. Allowing new businesses and residences to use existing on-street parking inevitably generates complaints from neighboring residents and businesses that must fight for a dwindling supply of on-street parking spaces (especially from those that lack the space needed to satisfy their own off-street parking needs). The high cost of constructing parking garages can be a significant concern for taxpayers. In the final analysis, parking is an issue that everyone agrees is a problem but that few can agree on a solution. To address these issues, the City requires private land owners and developers to provide adequate off-street parking on each lot or within 600 feet of

2013 Comprehensive Plan: *Neighborhood Element*

any development project and will work with landowners, where possible or feasible, to establish more privately financed parking facilities.

The lack of adequate parking is a serious issue in urban commercial districts, such as downtown Cumberland and the Virginia Avenue commercial district. The high density of development and businesses in these areas combined with narrow city streets and physical constraints for on-street parking combine to make the problem particularly difficult to solve. There is often little vacant land in these areas that can be dedicated to parking. Once the available supply of parking in the major commercial districts is filled, the problem quickly spills over into the adjoining residential areas, as customers compete with residences for the remaining supply of on-street parking spaces.

Two potential alternative solutions to the City's primary parking problems were identified by the Planning Coordination Team. The first is to limit public parking on the most stressed residential streets by issuing residential parking permits. If permits are issued free to residences along the street, then the City must cover the full cost of the program. Fine revenues for parking violations would partially offset these costs, but not in a reliable or predictable way. **Furthermore, this strategy is only a partial solution to the problem. It helps residents protect necessary on-street parking, but it leaves business customers with no alternative place to park. An alternative approach to this strategy would be to designate limited non-resident parking spaces in residential neighborhoods, where available on-street parking exists.**

A second strategy to relieve parking competition in the urban commercial districts is to establish a trolley service to transport workers from satellite parking lots to their places of work. This strategy would reduce competition between workers and customers for the limited supply of public parking within the commercial districts. The cost for shuttle transit service could be paid by the businesses who benefit (from the increased customer traffic that could be generated by the availability of convenient parking), the City, or both. However, to be effective, service would have to be offered throughout the day to accommodate different work shifts and workers who need to leave work for appointments and other needs.

The City also should explore improved public transit service and bicycle/pedestrian improvements to promote alternative modes of travel. The City's relatively small population makes the frequency and cost of service difficult issues to balance. Convenience is a critical factor in effective transit service, and public subsidies for transit have become increasingly limited over the years. One way to make transit more convenient for patrons is to provide special transit curb stops and shelters. Such improvements were envisioned as part of the Virginia Avenue revitalization project, but the City was unable to purchase the land needed for the transit station. In its initial construction plans, the new HRDC building on Virginia Avenue was designed to include an off-street transit stop and shelter, but land constraints became a significant issue during the later stages of the building design and the proposed bus stop was eventually abandoned. **The City's narrow streets make the siting of transit stations especially**

2013 Comprehensive Plan: *Neighborhood Element*

difficult to accommodate without acquiring private property. Nevertheless, a number of transit shelters have been strategically placed in Downtown Cumberland. Finding a way to effectively provide this amenity in the Virginia Avenue commercial corridor has proven to be a significant challenge.

The City began efforts to improve and promote bicycle use in 2008, with the adoption of the Trails and Bikeways Master Plan and the creation of a Bicycle Advisory Committee to oversee its implementation. That planning document is hereby incorporated by reference into the City's Comprehensive Plan. The plan envisions an extensive bikeway network consisting predominantly of shared travel lanes. The City's narrow streets greatly limit opportunities to create special bike lanes, and little available land exists for off-street facilities. The City's Bicycle Advisory Committee is working to identify special signage and pavement markings for bikeways that will help motorists understand that they must share the lanes with bicyclists and to help encourage residents to consider using bicycles more frequently. A local cycling advocacy group, the Western Maryland Wheelmen, offers numerous regular and special bicycling events, including an annual bike-to-work ride, to help promote cycling. The City also is installing new and decorative bike racks and enclosed bicycle lockers in the downtown area to encourage local shoppers to ride bicycles and to draw regional cycling traffic from the Great Allegheny Passage and Chesapeake and Ohio Towpath trails that converge in downtown Cumberland. The Bicycle Advisory Committee is also working closely with the Allegany Transit System to provide bike racks on the buses in an effort to provide more convenient and flexible transit service for local residents.

The need for sidewalk improvements was raised at four neighborhood meetings. Improvement needs range from sidewalk repairs to handicapped access constraints, to constructing sidewalks along streets that lack them. Many streets in the City were constructed without sidewalks, especially in areas that were not expected to experience through traffic and when adequate funding was not available. In a number of locations, such as the areas adjacent to Bedford Street, steep grades along the rights-of-way create engineering and design constraints to sidewalks. Nevertheless, a number of residents identified several streets where sidewalk improvements should be explored, including Bedford Street, Leiper Street, Shades Lane, and a number of streets in the Mapleside/Johnson Heights neighborhood. Rolling Mill meeting participants suggested the need for a more direct and formal pedestrian pathway to the new Queen City Shopping Center and downtown Cumberland. Residents of that neighborhood have created an informal pathway across the Rolling Mill property. The creation of a special multi-purpose (bicycle/pedestrian) pathway would also provide a convenient and safe bicycling connection between Virginia Avenue and downtown Cumberland that would bypass Industrial Boulevard.

Generally speaking, sidewalk improvements are not part of the City's 2006 Pavement Management System funding, unless they become an integral part of major street reconstruction work associated with a specific street improvement project. In those instances,

2013 Comprehensive Plan: *Neighborhood Element*

the sidewalk work may be limited to ADA Handicapped Access improvements. Historically, the City has allocated or sought Community Development Block Grant (CDBG), State Highway Enhancement, and Appalachian Regional Commission funds for sidewalk improvements because such work can be eligible for these funds. However, aside from CDBG funds, these sources are available only periodically through specific project applications. Additional funding for sidewalk improvements to schools can be obtained periodically through the “Safe Routes for Schools” program.

The Planning Coordination Team suggested that sidewalk needs be evaluated first using the bikeway network that is being developed from the 2008 Trails and Bikeways plan that was prepared for the City. The bikeways identified through that planning process were designed to create links between the neighborhoods and the major destinations for residents and tourists, including schools and shopping areas. The system recognizes and avoids streets with the steepest slopes, since they can be difficult and unsafe for bicycles. By using this system as a starting point, the best pedestrian routes can be identified and analyzed to determine where sidewalks are deficient or unavailable. Engineering staff can then evaluate the routes and determine if sufficient right-of-way for sidewalks exists and the potential cost for the improvements. Once this background work has been completed, the appropriate funding source can be ascertained to finance the desired improvements.

Another related transportation issue, raised and discussed in greater detail in the Public Safety Policy Implications of this Chapter, is the need to reduce speeding on the City’s streets. This issue was voiced in five of the ten neighborhood meetings. While speeding is often considered a police enforcement issue, staff has recommended that the City evaluate traffic calming measures that can be implemented to effectively slow traffic in areas where the street environment lacks the visual cues necessary to induce safe travel speeds. The McMullen Bridge is a prime example of a street that is designed in a way that allows drivers to feel comfortable driving at speeds much higher than the posted limit.

*In summary, the key **transportation and circulation** policy implications discussed above for the City-Wide element above are as follows:*

- **Along with calls for expanded police enforcement, improvements and repairs to the City’s streets was the most frequently registered issue or need identified through the neighborhood meeting process for this comprehensive plan.**
- **To address the City’s compounding street improvement needs, the City hired a consultant in 2006 to prepare a Pavement Management System. This study evaluated the structural conditions of the City’s streets, traffic volumes, and the function of the street to develop a prioritized list of pavement and structural improvement needs.**
- **In addition to the specific projects in the Pavement Management System, the City is completing two major neighborhood revitalization projects—the first in Rolling Mill**

2013 Comprehensive Plan: *Neighborhood Element*

and the second in Virginia Avenue/Chapel Hill—that included significant street repairs and streetscaping work. These projects were financed through special grants from a number of programs, including the Appalachian Regional Commission, Community Development Block Grant, and the American Recovery and Reinvestment Act.

- This plan recommends that these funding sources should be sought for a third neighborhood revitalization project along the Baltimore Avenue and Goethe Street Corridor to improve Baltimore Street as an important gateway between I-68 and the downtown area and to incentivize and support housing rehabilitation on Goethe Street.
- The City is also involved in a public/private partnership in association with Allegany County, Allegany College, the State Highway Administration, the Appalachian Regional Commission, and WODA Development Corporation to replace and upgrade a section of Old Willowbrook Road on the City's East Side.
- During the neighborhood meeting process, citizens in the Walsh/Humbird neighborhood raised concerns about the structural integrity of the retaining walls in the Virginia Avenue Subway. This issue was raised on the basis of resident observations that pieces of concrete were breaking away from the retaining walls. This concern was evaluated by Engineering Division staff to determine the urgency of the City's need to undertake repairs. The City's analysis of the retaining walls determined that the erosion was not an imminent threat to public safety, but that efforts to initiate repairs should be pursued.
- In coordinating with CSX Railroad on proposed improvements to the Virginia Avenue Subway, the City should also explore the potential to upgrade the sidewalk through the Subway to make it more accessible to handicapped citizens.
- Another important transportation issue that was raised in four neighborhood meetings is the need for expanded parking opportunities within the City.
- The lack of adequate parking is a serious issue in urban commercial districts, such as downtown Cumberland and the Virginia Avenue commercial district.
- Two potential alternative solutions to the City's primary parking problems were identified by the Planning Coordination Team. The first is to limit public parking on the most stressed residential streets by issuing residential parking permits.
- This strategy is only a partial solution to the problem. It helps residents protect necessary on-street parking, but it leaves business customers with no alternative place to park. An alternative approach to this strategy would be to designate limited non-resident parking spaces in residential neighborhoods, where available on-street parking exists.

2013 Comprehensive Plan: *Neighborhood Element*

- A second strategy to relieve parking competition in the urban commercial districts is to establish a trolley service to transport workers from satellite parking lots to their places of work.
- The City also should explore improved public transit service and bicycle/pedestrian improvements to promote alternative modes of travel.
- The City's narrow streets make the siting of transit stations especially difficult to accommodate without acquiring private property.
- The City began efforts to improve and promote bicycle use in 2008, with the adoption of the Trails and Bikeways Master Plan and the creation of a Bicycle Advisory Committee to oversee its implementation.
- The need for sidewalk improvements was raised at four neighborhood meetings. Improvement needs range from sidewalk repairs to handicapped access constraints, to constructing sidewalks along streets that lack them.
- The Planning Coordination Team suggested that sidewalk needs be evaluated first using the bikeway network that is being developed from the 2008 Trails and Bikeways plan that was prepared for the City. The bikeways identified through that planning process were designed to create links between the neighborhoods and the major destinations for residents and tourists, including schools and shopping areas. The system recognizes and avoids streets with the steepest slopes, since they can be difficult and unsafe for bicycles. By using this system as a starting point, the best pedestrian routes can be identified and analyzed to determine where sidewalks are deficient or unavailable.
- Another related transportation issue, raised and discussed in greater detail in the Public Safety Policy Implications of this Chapter, is the need to reduce speeding on the City's streets. This issue was voiced in five of the ten neighborhood meetings. While speeding is often considered a police enforcement issue, staff has recommended that the City evaluate traffic calming measures that can be implemented to effectively slow traffic in areas where the street environment lacks the visual cues necessary to induce safe travel speeds.

E. Public Facilities:

In addition to streets, the City provides two essential public infrastructure facilities, municipal water and sewage treatment. Both of these facilities serve a regional population, with customers in Pennsylvania and West Virginia. The City's water filtration and treatment plant is located in southern Bedford County, Pennsylvania—adjacent to the system's two primary supply reservoirs, Gordon and Koon Lakes. The City's sewer treatment plant is located along the Potomac River in the Walsh/Humbird neighborhood. Specific details regarding system design,

2013 Comprehensive Plan: *Neighborhood Element*

service areas, and demand for these two facilities can be found in the Water Resources Chapter of the City-Wide Element of this plan. The discussion this element focuses on specific needs and issues that were identified through the neighborhood meeting process.

Most of the issues raised by neighborhood meeting participants regarding the city water and sewer issues were related to specific issues or problems that have been communicated and addressed. In some cases, such as in the Decatur Heights and Wills neighborhoods, residents expressed concerns about infrastructure projects that did not appear to be well coordinated or were not promptly completed. These situations do occur from time to time, especially when projects involve work from different departments of the City or coordination with outside infrastructure providers, including the State and private utility companies. In addition, infrastructure work and repairs are often dependent on weather conditions. While some elements of the work may be done in cold or inclement weather, closure and patching work may have to be postponed or delayed until weather conditions are optimal. These situations can give the appearance that repair work is not being coordinated or completed properly.

Since many of the infrastructure issues and confusion can be attributed to communication difficulties, the Planning Coordination Team recommended that the City prepare a directory of appropriate city officials to contact in reporting problems, providing both a telephone and e-mail contact. This information can be disseminated to the public by posting on the City's web site and directly to the Neighborhood Associations, since many residents bring these issues to the attention of the City through their Neighborhood Association. In addition, this directory could be supplemented by a new incident or complaint reporting system on the City's web site that would allow a citizen to select an issue or problem from a drop down menu, identify the location of the problem, list his/her contact information, and submit the report, which would be automatically routed to the proper City department for action or follow-up. These services may help reduce confusion that occurs when residents contact the wrong City official or do not know what person or department to call when reporting a problem.

Another way to enhance understanding of the complexities that may be involved in a major repair or improvement project would be to expand outreach efforts to explain the issues involved and how long it may take to fix the problem. Currently, the City communicates with the media and posts information on the City's web page when a major problem occurs. However, the City could expand public awareness of these issues by also communicating that information to the Neighborhood Associations, who can then distribute it to their members through meetings or e-mails.

One important infrastructure capacity constraint that was identified through the neighborhood meeting and evaluation process is the current limitations of the McNamee Hill water tank, which serves portions of the Shriver/McNamee, Decatur Heights, and Eastside neighborhoods. While this tank has adequate water capacity and pressure to serve current demand, it has limited capacity for new growth. This issue poses concern for the certain areas

2013 Comprehensive Plan: *Neighborhood Element*

within its current service boundaries that have potential for future development, such as between Shades Lane and I-68 and the developing areas along the eastern portions of Willowbrook Road.

The City has two options to address this potential issue that should be explored further in the City-Wide Element of the plan. The first is to expand the height of the McNamee Hill Tank to increase its capacity. The second is to divide and reduce the service territory of the McNamee Hill tank and redirect water from the Fort Hill Reservoir to serve the remaining areas. Either of these options would resolve the issue and prevent a future problem accommodating new development in the affected potential growth areas. A special engineering and cost study may be needed to more fully evaluate the two options.

Participants in several neighborhoods expressed concerns about the City's recent cost-cutting measure to reduce street lighting. Public safety, drug activity, and vandalism were the primary fears that meeting participants expressed. The Mayor and Council's decision to cut the City's streetlighting costs was difficult to make and was not taken casually. Most neighborhood meeting participants understood that it was only taken in response to desperate financial conditions driven by the National Recession. **A Virginia Avenue/Chapel Hill neighborhood meeting participant asked if any special arrangements with Allegheny Power could be made by individual property owners to restore service to streetlights in front of their properties. Allegheny Power can provide that service, but such arrangements must be made directly with the company.**

Public parks and recreational facilities and programs are another important public facility that the City provides. **Most of the City's existing parks were identified by neighborhood meeting participants as critical special characteristics that define and identify the neighborhoods as well as important social gathering places for residents to meet and interact with their neighbors. Input received during the neighborhood meetings regarding park and recreation needs generally took the form of a desire for neighborhood community centers that could serve as central meeting places with playgrounds and other recreational amenities.** The construction of such facilities in each neighborhood would be a significant capital cost and long-term maintenance obligation for the City. Fortunately, most of the City's neighborhoods have public and semi-public facilities that can and do function as community meeting and activity center, including libraries, churches, public housing authority community centers, and public schools. Certain neighborhoods have other facilities that can be used for neighborhood social events, including the two YMCA buildings and the new Activity Building in Constitution Park. In addition, some businesses in the community provide meeting rooms that can be used by the public, including a number of banking institutions and the Martins supermarket at the Queen City Shopping Center on Maryland Avenue. Additional neighborhood playground facilities are provided at schools and public housing authority sites. Designing community meeting facilities, playgrounds, and other recreational facilities that would serve both project residents and citizens of the surrounding neighborhood represents one way that the Cumberland Housing

2013 Comprehensive Plan: *Neighborhood Element*

Authority can redesign its projects in a way that would better integrate public housing more seamlessly into the larger neighborhood.

Although schools are an important public facility for City residents, the City does not own or maintain these facilities. All schools in Allegany County public schools are owned, operated, and maintained by the Allegany County Board of Education. The only issue raised during the neighborhood meeting process relating to public schools was the need for improvements to the Washington Middle School, which lacks air conditioning. Both interior and outdoor facility repairs and improvements are needed. The need for these improvements will be conveyed to the Allegany County Board of Education through the comprehensive planning process.

Two remaining public facility considerations were raised by neighborhood meeting participants. The first was a call for expansion of the community dumpster program in the Mapleside/Johnson Heights neighborhood. This program is currently financed and provided through the City's Community Development Block Grant (CDBG) program's Community Betterment Funds, and is administered through a cooperative relationship with neighborhood volunteers—usually a neighborhood association. The CDBG funds are used to secure 1-2 portable dumpsters within a neighborhood for the collection of large items that are not collected by standard curbside collection services. Access to the dumpsters is managed by community volunteers to make sure that they are not used for business waste. Four neighborhood associations currently participate in the program and offer this service—Rolling Mill, Decatur Heights, Wills, and Virginia Avenue/Chapel Hill. Since the South Cumberland Business and Civic Association serves both the Virginia Avenue/Chapel Hill and Mapleside/Johnson Heights neighborhoods, it could serve as a managing agent for the program in the Mapleside/Johnson Heights neighborhood. The ability of neighborhood associations to provide this service in other neighborhoods serves as an important incentive and justification for creating neighborhood associations in those parts of the City that are not currently served.

The final public facility consideration identified through the neighborhood meeting process was a call for the City to establish a Snow Emergency Plan. The City's Street Maintenance Branch of the Maintenance Division of the Department of Public Works does have a detailed written snow plan that is updated yearly. The plan does not specify where cars should be parked on specific days during a snow emergency to facilitate snow removal, primarily because of manpower and enforcement constraints. Staff will evaluate this need and consider ways to ensure proper enforcement as part of the next update.

*In summary, the key **public facility** policy implications discussed above for the City-Wide element above are as follows:*

- **Most of the issues raised by neighborhood meeting participants regarding the city water and sewer issues were related to specific issues or problems that have been communicated and addressed.**

2013 Comprehensive Plan: *Neighborhood Element*

- In some cases, such as in the Decatur Heights and Wills neighborhoods, residents expressed concerns about infrastructure projects that did not appear to be well coordinated or were not promptly completed.
- Since many of the infrastructure issues and confusion can be attributed to communication difficulties, the Planning Coordination Team recommended that the City prepare a directory of appropriate city officials on the City's web site to contact in reporting problems, providing both a telephone and e-mail contact. In addition, this directory could be supplemented by a new incident or complaint reporting system on the City's web site that would allow a citizen to select an issue or problem from a drop down menu, identify the location of the problem, list his/her contact information, and submit the report, which would be automatically routed to the proper City department for action or follow-up.
- Another way to enhance understanding of the complexities that may be involved in a major repair or improvement project would be to expand outreach efforts to explain the issues involved and how long it may take to fix the problem.
- One important infrastructure capacity constraint that was identified through the neighborhood meeting and evaluation process is the current limitations of the McNamee Hill water tank, which serves portions of the Shriver/McNamee, Decatur Heights, and Eastside neighborhoods.
- The City has two options to address this potential issue that should be explored further in the City-Wide Element of the plan. The first is to expand the height of the McNamee Hill Tank to increase its capacity. The second is to divide and reduce the service territory of the McNamee Hill tank and redirect water from the Fort Hill Reservoir to serve the remaining areas.
- Participants in several neighborhoods expressed concerns about the City's recent cost-cutting measure to reduce street lighting. Public safety, drug activity, and vandalism were the primary fears that meeting participants expressed.
- A Virginia Avenue/Chapel Hill neighborhood meeting participant asked if any special arrangements with Allegheny Power could be made by individual property owners to restore service to streetlights in front of their properties. Allegheny Power can provide that service, but such arrangements must be made directly with the company.
- Input received during the neighborhood meetings regarding park and recreation needs generally took the form of a desire for neighborhood community centers that could serve as central meeting places with playgrounds and other recreational amenities.
- Most of the City's existing parks were identified by neighborhood meeting participants as critical special characteristics that define and identify the neighborhoods as well as important social gathering places for residents to meet and interact with their neighbors.

2013 Comprehensive Plan: *Neighborhood Element*

- Although schools are an important public facility for City residents, the City does not own or maintain these facilities. All schools in Allegany County public schools are owned, operated, and maintained by the Allegany County Board of Education.
- The only issue raised during the neighborhood meeting process relating to public schools was the need for improvements to the Washington Middle School, which lacks air conditioning. Both interior and outdoor facility repairs and improvements are needed.
- Two remaining public facility considerations were raised by neighborhood meeting participants. The first was a call for expansion of the community dumpster program in the Mapleside/Johnson Heights neighborhood.
- The final public facility consideration identified through the neighborhood meeting process was a call for the City to establish a Snow Emergency Plan.

F. Land Use & Development Codes:

Throughout the neighborhood meeting process, citizens raised a number of issues relating to development patterns, zoning, and code enforcement issues that often become lost or overlooked when struggling with the complexities and interdependencies of the larger overarching issues affecting community growth and development. These issues become an interesting reminder that community planning is not always or exclusively a “big picture” issue. Most citizens are more immediately affected or impacted by the little issues, which may explain why they tend to get concerned and speak out so strongly on individual projects, rather than becoming actively involved in larger and more comprehensive planning issues. Consequently, it is important to give some attention and consideration to these neighborhood issues as a part of the process of contemplating and evaluating broader community development and redevelopment issues in the City-Wide Element.

The desire for more aggressive code enforcement, especially as it relates to blighted property removal and property maintenance/rubbish removal, was specifically raised in several neighborhoods and alluded to in others. These issues as they relate to housing conditions are discussed in greater detail in the Housing Policy Implications Section of this Chapter. **Generally speaking, neighborhood residents expressed concerns about public safety concerns and impacts on neighboring properties from blighted and dilapidated homes.** These buildings often become targets for vandalism and arson and havens for criminal activities within the neighborhoods.

The City’s residential building code provides a basic legal mechanism for staff to determine when housing is unsafe and governs the process to address and resolve those issues. Once the structural condition of a building is drawn into question, either by a resident complaint or

2013 Comprehensive Plan: *Neighborhood Element*

through routine staff inspections, the building must be inspected to evaluate its structural condition and integrity. After inspection is complete, staff must research the ownership of the property and notify the owner of the problem and provide a reasonable time to correct the deficiencies. Only if the owner fails to make the necessary improvements within a reasonable time can the City process the violation and seek to remedy the situation. If the property ownership is not clear (the property is owned by a trust, has been taken into receivership, or is in probate court pending settlement of a will) or the City does not have a current address for the legal owner, then the process of correcting the problem can require considerable time to complete. Processing the case through the Court system to obtain an order to demolish the structure requires additional time and cost. These procedural problems can give outside observers the impression that the issue is not being promptly addressed, even though the appropriate actions are being taken.

Vigilance of changing neighborhood housing conditions and problems associated with blighted housing is an important and valuable role for the neighborhood associations. Most of the existing neighborhood associations serve in this capacity, but several of the neighborhoods have no active neighborhood association to provide this essential assistance to the City. **The eventual ‘disposal’ or transfer of abandoned properties, whether acquired through owner negligence of blighted conditions or through property tax delinquency, often extends the time required to return a property to productive use—both for a future owner and for the City’s tax base. A new bill passed by the Maryland Legislature in the 2010 session (House Bill 1464) authorizes local governments to establish a “Local Land Banking Authority” that can receive these properties from the City and more expeditiously market them for redevelopment or revitalization. The City should explore the powers created by the passage of this bill.**

The Planning Coordination Team also discussed issues associated with obtaining the funds necessary to remove blighted structures. In the past, the up-front cost for demolition of blighted structures has come from the General Fund or Community Development Block Grant (CDBG) funds. Additional time for removal can be required when CDBG funds are used to address historic building impacts and potential environmental issues. The use of General Fund revenues affects the City’s operating budget. **The Planning Coordination Committee discussed the issue of up-front funding for demolition of blighted housing and suggested that the City consider the possibility of establishing a small impact fee on new residential construction to provide a dedicated fund for future blight removal.**

Three additional neighborhood land use issues arising from the neighborhood meeting process were the need for a cooperative City/County/State planning coordination effort for the developing Willowbrook Road/Evitts Creek corridor on the City’s east side, a desire in the Wills neighborhood for more specific building design standards for new development, and a zoning consistency consideration for existing residences in a section of the Walsh/Humbird neighborhood. The first of these issues, the need for a cooperative and coordinated planning effort for the Willowbrook Road/Evitts Creek Corridor, was identified and discussed as part of

2013 Comprehensive Plan: *Neighborhood Element*

the City's first Municipal Growth Element adoption in 2009. The City recognizes significant portions of the land in this emerging growth corridor will remain under the jurisdiction of the Allegany County Commissioners. Since the City and County have very different zoning and subdivision regulations and procedural requirements, some active coordination is needed between the two governments to develop a more consistent vision for future growth and development patterns in the corridor, ensure that adequate water, sewer, road improvement and public safety services are provided, and to promote more consistent, efficient, and compatible development patterns between the City and County. **To help avoid potentially conflicting development patterns and confusion within the development community regarding the different zoning and subdivision regulations that currently apply in the Willowbrook/Evitts Creek Corridor, the Planning Coordination Team recommended that the City and County pursue a coordinated special planning study of the corridor and make appropriate changes to the current zoning and subdivision regulations that apply in that corridor to implement a more consistent, efficient, and sustainable development pattern.**

Meeting participants in the Wills neighborhood discussed a perceived need for the application of stronger architectural design requirements for new development within the oldest section of the neighborhood. These concerns apply to the Canada/Viaduct section of the neighborhood along Mechanic and Centre Streets, which are subject to the City's two Gateway zoning districts. The concern in this area has been that the broad mix of residential, commercial, and industrial uses in this area makes it difficult to retain continuity in design between commercial and residential uses. Over time, the different (and in some respects, diverging) standard designs for these uses have led to stark inconsistencies in the historic streetscape appearance and in building setbacks (especially where off-street parking lots are needed to serve commercial uses).

The Cumberland Neighborhood Housing Services has discussed and recommended the adoption of a separate design standards ordinance that would codify desired aesthetic and architectural standards, many of which are currently voluntary provisions of the Gateway zones. The application of strict aesthetic standards outside of a local historic district also raises issues of how these proposed standards can be enforced, since such standards are usually applied and enforced through a local historic district designation. A 1998 application to establish a National Register Historic District for the Canada/Viaduct section of the Wills neighborhood was not approved by the National Trust for Historic Preservation. **Another option, which the City should consider as part of this comprehensive planning effort, is to re-evaluate the aesthetic and architectural standards that are contained in the Gateway Zones and determine which, if any, of them should be made mandatory requirements to help resolve the building design consistency and compatibility concerns raised in the Wills neighborhood.**

2013 Comprehensive Plan: *Neighborhood Element*

The Planning Coordination Team also identified concerns relating to the current zoning pattern in the Walsh/Humbird neighborhood. One issue results from an abandoned manufacturing property on Offutt Street that is currently zoned for residential use, but sits directly across the street from a General Industrial Zone. Although all of the neighboring properties on the same side of Offutt Street are residential, there has been no interest in redeveloping the property for residential use. Another issue is the recent application of non-residential zoning to a stable residential area long the southern end of Lafayette Avenue as part of the City's 2008 Comprehensive Rezoning. In both instances, the current zoning of these properties could have the unintended consequence of discouraging long-term maintenance of the properties. The Planning Coordination Team recommended that these areas be re-evaluated as part of the next Comprehensive Rezoning effort for the 2013 Comprehensive Plan to determine if a better transitional zoning pattern can be applied that would not discourage essential maintenance investment and would allow for compatible reuse.



A Stable Residential Area on Lafayette Avenue

In summary, the key land use and development code policy implications discussed above for the City-Wide element above are as follows:

- The desire for more aggressive code enforcement, especially as it relates to blighted property removal and property maintenance/rubbish removal, was specifically raised in several neighborhoods and alluded to in others. Generally speaking, neighborhood residents expressed concerns about public safety concerns and impacts on neighboring properties from blighted and dilapidated homes.
- The City's residential building code provides a basic legal mechanism for staff to determine when housing is unsafe and governs the process to address and resolve those issues.
- Vigilance of changing neighborhood housing conditions and problems associated with blighted housing is an important and valuable role for the neighborhood associations.
- The eventual 'disposal' or transfer of abandoned properties, whether acquired through owner negligence of blighted conditions or through property tax delinquency, often extends the time required to return a property to productive use—both for a future owner and for the City's tax base.
- A new bill passed by the Maryland Legislature in the 2010 session (House Bill 1464) authorizes local governments to establish a "Local Land Banking Authority" that can

2013 Comprehensive Plan: *Neighborhood Element*

receive these properties from the City and more expeditiously market them for redevelopment or revitalization. The City should explore the powers created by the passage of this bill.

- The Planning Coordination Committee discussed the issue of up-front funding for demolition of blighted housing and suggested that the City consider the possibility of establishing a small impact fee on new residential construction to provide a dedicated fund for future blight removal.
- Three additional neighborhood land use issues arising from the neighborhood meeting process were the need for a cooperative City/County/State planning coordination effort for the developing Willowbrook Road/Evitts Creek corridor on the City's east side, a desire in the Wills neighborhood for more specific building design standards for new development, and a zoning consistency consideration for existing residences in a section of the Walsh/Humbird neighborhood.
- To help avoid potentially conflicting development patterns and confusion within the development community regarding the different zoning and subdivision regulations that currently apply in the Willowbrook/Evitts Creek Corridor, the Planning Coordination Team recommended that the City and County pursue a coordinated special planning study of the corridor and make appropriate changes to the current zoning and subdivision regulations that apply in that corridor to implement a more consistent, efficient, and sustainable development pattern.
- Meeting participants in the Wills neighborhood discussed a perceived need for the application of stronger architectural design requirements for new development within the oldest section of the neighborhood.
- The Cumberland Neighborhood Housing Services has discussed and recommended the adoption of a separate design standards ordinance that would codify desired aesthetic and architectural standards, many of which are currently voluntary provisions of the Gateway zones.
- Another option, which the City should consider as part of this comprehensive planning effort, is to re-evaluate the aesthetic and architectural standards that are contained in the Gateway Zones and determine which, if any, of them should be made mandatory requirements to help resolve the building design consistency and compatibility concerns raised in the Wills neighborhood.
- The Planning Coordination Team also identified concerns relating to the current zoning pattern in the Walsh/Humbird neighborhood. One issue results from an abandoned manufacturing property on Offutt Street that is currently zoned for residential use, but sits directly across the street from a General Industrial Zone.

2013 Comprehensive Plan: *Neighborhood Element*

- **Another issue is the recent application of non-residential zoning to a stable residential area long the southern end of Lafayette Avenue as part of the City's 2008 Comprehensive Rezoning.**
- **The Planning Coordination Team recommended that these areas be re-evaluated as part of the next Comprehensive Rezoning effort for the 2013 Comprehensive Plan to determine if a better transitional zoning pattern can be applied that would not discourage essential maintenance investment and would allow for compatible reuse.**

G. Neighborhood Character

As discussed in the Introduction to this Plan Element, each of the City's residential neighborhoods has a rich and distinct cultural and developmental heritage. Special efforts were undertaken during the public participation process to capture the most important elements of neighborhood character from the residents themselves. This Section of the Policy Implications Summary Chapter attempts to characterize the input received on these features during the neighborhood meeting process and identify the pertinent policy considerations for the City-Wide Element of the plan.

Neighborhood character can be a difficult issue to manage and preserve over time. Many of the influences that will affect neighborhood character are dependent on cultural, economic, and demographic trends over which the City has limited control or ability to influence. **Effective long-term promotion of the cultural heritage and social cohesion that define each neighborhood will require active support from the respective Neighborhood Associations.** It is not surprising to see that the neighborhoods with the greatest integrity and strongest identity are those that have maintained active neighborhood associations. Meeting participants in neighborhoods represented by active associations identified their Neighborhood Association as major assets and important qualities of their neighborhoods. Neighborhoods represented by active associations also had the highest participation rates throughout the public participation process for the plan and tended to generate the most information regarding neighborhood character and needs.

It is also important to consider the potential impacts of shifting or evolving neighborhood boundaries and identities. These changes have occurred throughout the City's history, as evidenced by the fact that many historic ethnic enclaves in the City are no longer recognized or widely remembered. More recently, the construction of I-68 divided the historic Eastside Neighborhood, effectively forcing changes in historic social patterns and the ultimate boundaries of Eastside and adjoining neighborhoods. **The 2003 Downtown Cumberland Business Association plan to create and market the downtown area through a series of commercial districts (see the Center City chapter of this Plan (Chapter II) for additional details)**

2013 Comprehensive Plan: *Neighborhood Element*

would encompass several mixed use districts in three different residential neighborhoods. This plan should be explored further as a marketing and branding strategy for downtown Cumberland and its various business enclaves.

The fact of the matter is that changes in social patterns, development trends, and employment/work patterns will cause continued changes in neighborhood identity and boundaries. They are not inherently “good” or “bad” changes, and many people will view them both ways. They are merely a consequence of urban change, growth, and evolution. They are as inevitable as history already shows them to be, and they only serve to reinforce the need for neighborhoods and their Neighborhood Associations to promote and preserve their cherished heritages. What is ultimately important is that this history is not lost and forgotten, because the richness of a community’s cultural heritage is an important and valuable (both intangibly and economically) aspect of a community’s unique image and identity.

In general, the existing neighborhood associations are representing their residents well. **A list of suggestions for additional strategies that Neighborhood Associations can employ to further promote the cultural heritage of their neighborhoods and social interaction and cohesion within their neighborhoods is provided in Appendix C of this Element. Copies of this list were distributed during each of the neighborhood meetings conducted for this plan. In addition, a handbook for Neighborhood Associations, developed by the City of Phoenix, AZ, identifying a wide range of strategies to help strengthen Neighborhood Associations is provided in Appendix D of this Element. Those neighborhoods that are not currently represented by active associations are encouraged to review these materials and to organize new associations.**

The neighborhood meeting participants also discussed many of the more tangible aspects of neighborhood character. These include physical features, buildings, and places that contribute to the distinctive character of each neighborhood. All of these features have been mapped for each neighborhood. As would be expected, most of the physical characteristics can be divided into two broad categories. They include prominent natural features, such as the Narrows, prominent ridgelines, and specific scenic views and vistas. The second and largest category is manmade features, buildings, and businesses that are unique to each neighborhood. The vast majority of the distinctive features fell into this category. It can be further divided into man-made features that remain today and others that have been lost over time—including a number of former businesses and places of employment that also served as important gathering places for neighborhood residents to meet and interact. **Many of these features have significant historic value and can be protected through the establishment of local Historic Districts. Currently, the only locally designated Historic District is in the City’s downtown area, which includes portions of Washington Street and Canal Place. Additional local districts would need to be established for some of the more sensitive areas in the surrounding residential neighborhoods for that level of protection to be applied in those areas.**

2013 Comprehensive Plan: *Neighborhood Element*

During the discussion of neighborhood defining characteristics and important social gathering places in the neighborhood meeting process, it was very evident that small, local businesses were very important. Many participants identified small neighborhood businesses that no longer exist as characteristics that defined the neighborhood or important losses to the neighborhood. Some of these businesses include the former Kids Corner consignment clothing store in Rolling Mill that was an important shopping and social gathering place. The store recently moved away from the neighborhood. Despite the development of the Queen City Plaza and all the new shopping opportunities that have been established in the neighborhood in recent years, long-time residents miss the intimacy of a store that provided an essential and affordable service that met their daily needs. Residents of the Walsh/Humbird neighborhood listed the former Lacy's Market on Virginia Avenue as important aspect of the neighborhood that has been lost. Residents of the Virginia Avenue/Chapel Hill neighborhood lobbied for years for a comprehensive revitalization of the commercial district because of the local businesses that were lost. In each of these and other cases, important elements of community pride, neighborhood identity, neighbor interaction, and essential services were lost.

In many, but not all, of these instances, residents attached themselves to small, locally owned and operated non-chain stores. Such attachments are understandable because the business owners and operators have a much more intimate understanding of their patron's needs, purchasing patterns, and spending limitations. They also develop strong interpersonal relationships with their customers that forge a reciprocal relationship with the larger neighborhood—creating both an *attachment to* the neighborhood for the business as well as helping create a sense of *identity for* the neighborhood. Such businesses are also, by definition, somewhat unique, and when successful, they contribute greatly to the neighborhood's special identity. However, not all of the businesses identified as important characteristics and social gathering places were small, locally owned, non-chain stores. The Dollar General store in Mapleside/Johnson Heights and the Martins Supermarket in Rolling Mill are two such examples.

Perhaps the strongest unifying aspects of the businesses that neighborhood residents cherish and desire to have are that they primarily serve essential neighborhood resident needs at prices affordable to people within that neighborhood and their owners or managers actively support the neighborhood. Logically, virtually every business identified as important by the neighborhood participants satisfies all of those basic criteria. These criteria were also, to a large degree, reflected in the interests that participants identified for businesses or services that the neighborhood currently lacks. For examples, residents of the Mapleside/Johnson Heights neighborhood perceived a loss in diversity within the neighborhood's retail base and wanted to see more clothing and dining options to suit their needs, which was expressed in a desire for a Target urban neighborhood store and a coffee shop.

While the City can control the location and pattern of uses and can protect historically significant buildings and places, it is much more difficult to control or effectively influence the more specific aspects of the uses that define its relationship to neighborhood residents. These

2013 Comprehensive Plan: *Neighborhood Element*

more subtle influences and aspects include the types of goods that a business sells or the market area that a business serves. While neighborhood residents clearly want specific types of businesses and services in their neighborhoods, the City can only effectively and directly govern the type of use, the scale or size of the building that is allowed, and the locations where it can be placed. If special design standards are applied or the business is being placed in a local historic district, the City also may be able to affect the architectural design of the building.

*In summary, the key **Neighborhood Character** policy implications discussed above for the City-Wide element above are as follows:*

- **Effective long-term promotion of the cultural heritage and social cohesion that define each neighborhood will require active support from the respective Neighborhood Associations.**
- **The 2003 Downtown Cumberland Business Association plan to create and market the downtown area through a series of commercial districts (see the Center City chapter of this Plan (Chapter II) for additional details) would encompass several mixed use districts in three different residential neighborhoods. This plan should be explored further as a marketing and branding strategy for downtown Cumberland and its various business enclaves.**
- **A list of suggestions for additional strategies that Neighborhood Associations can employ to further promote the cultural heritage of their neighborhoods and social interaction and cohesion within their neighborhoods is provided in Appendix C of this Element. Copies of this list were distributed during each of the neighborhood meetings conducted for this plan.**
- **In addition, a handbook for Neighborhood Associations, developed by the City of Phoenix, AZ, identifying a wide range of strategies to help strengthen Neighborhood Associations is provided in Appendix D of this Element. Those neighborhoods that are not currently represented by active associations are encouraged to review these materials and to organize new associations.**
- **The neighborhood meeting participants also discussed many of the more tangible aspects of neighborhood character. These include physical features, buildings, and places that contribute to the distinctive character of each neighborhood.**
- **Many of these features have significant historic value and can be protected through the establishment of local Historic Districts. Currently, the only locally designated Historic District is in the City's downtown area, which includes portions of Washington Street and Canal Place. Additional local districts would need to be established for some of the more sensitive areas in the surrounding residential neighborhoods for that level of protection to be applied in those areas.**

2013 Comprehensive Plan: *Neighborhood Element*

- During the discussion of neighborhood defining characteristics and important social gathering places in the neighborhood meeting process, it was very evident that small, local businesses were very important. Many participants identified small neighborhood businesses that no longer exist as characteristics that defined the neighborhood or important losses to the neighborhood.
- Perhaps the strongest unifying aspects of the businesses that neighborhood residents cherish and desire to have are that they primarily serve essential neighborhood resident needs at prices affordable to people within that neighborhood and their owners or managers actively support the neighborhood.
- While the City can control the location and pattern of uses and can protect historically significant buildings and places, it is much more difficult to control or effectively influence the more specific aspects of the uses that define its relationship to neighborhood residents.

2013 Comprehensive Plan: *Neighborhood Element*

2013 Comprehensive Plan: *Neighborhood Element*

XIII. Appendices

- Appendix A: Census Data Summary Reports For Shriver/McNamee Neighborhood (MDP)**
- Appendix B: Neighborhood Issues Matrix**
- Appendix C: Listing of Neighborhood Action Strategies**
- Appendix D: Neighborhood Association Tool Kit (from the City of Phoenix, AZ)**
- Appendix E: Defining Characteristics Maps for each Neighborhood**
- Appendix F: Adoption Resolutions & Certification**

2013 Comprehensive Plan: *Neighborhood Element*

Appendix A

**Sample Census Data Summary Reports For Shriver/McNamee
Neighborhood (*Provided by MDP*)**

2013 Comprehensive Plan: *Neighborhood Element*

Profile 1 - 1990 Census Profile - Population and Housing Characteristics

User Defined Area: **McNamee Shriver**

Population Characteristics

TOTAL POPULATION	2,787
Sex: Female Population	1,504
Male Population	1,283
Race: White	2,597
African-American	180
American Indian, Eskimo, or Aleut	2
Asian or Pacific Islander	5
Other Race	3
Hispanic Origin (Any Race)	3
Age: 0 - 4 Years	209
5 - 11 Years	229
12 - 14 Years	95
15 - 17 Years	113
18 - 24 Years	249
25 - 34 Years	351
35 - 44 Years	369
45 - 64 Years	602
65+ Years	570
16+ Years	2,225
18+ Years	2,141
62+ Years	695
85+ Years	56

GROUP QUARTERS

Total Group Quarters	11
Type: In Correctional Institutions	0
In College Dormitories	0
In Military Quarters	0
All Other	11
Age: Under 18 Years	1
18-64 Years	1
65+ Years	9

FAMILY HOUSEHOLD TYPE

Families	795
Married-Couple Family	593
With Persons Under 18	217
Male Householder, No Wife Present	35
With Persons Under 18	17
Female Householder, No Husband Pres.	167
With Persons Under 18	113
Non-Family Households	402
Householder Living Alone	346
Householder Not Living Alone	56
Households With 1 or More Persons 65+	419
1 Person Household	190
2 or More Family Household	219
2 or More Non-Family Household	10

Housing Characteristics

TOTAL HOUSING UNITS	1,352
OCCUPIED UNITS	1,197
Owner Occupied	782
Renter Occupied	415
VACANT UNITS	155
For Sale Only	19
For Rent	54
ROOMS PER HOUSING UNIT	
Total Housing Units	5.47
Occupied	5.58
Owner Occupied	6.06
Renter Occupied	4.68
Vacant	4.61
PERSONS PER OCCUPIED UNIT	
Total Occupied Units	2.32
Owner Occupied	2.31
Renter Occupied	2.33
TENURE BY PERSONS PER ROOM	
With 1.01 or More Persons / Room	15
Owner Occupied	4
Renter Occupied	11
PERSONS IN OCCUPIED HOUSING UNITS	
One-Person Households	346
Owner Occupied	197
Renter Occupied	149
SPECIFIED OWNER OCCUPIED UNITS	
Units With Value	696
Less than \$50,000	449
\$50,000 - \$74,999	182
\$75,000 - \$99,999	56
\$100,000 - \$149,999	7
\$150,000 - \$199,999	1
\$200,000 - \$299,999	1
\$300,000 and over	0
Mean Value	\$45,036
SPECIFIED RENTER OCCUPIED UNITS	404
Units With No Cash Rent	21
Units With Monthly Rent	383
Less than \$200	161
\$200 - \$299	166
\$300 - \$449	53
\$450 - \$599	3
\$600 - \$749	0
\$750 and over	0
Mean Monthly Rent	\$214
UNITS IN STRUCTURE	1,352
1 Unit Detached	835
1 Unit Attached	160
2 - 4 Units	222
5 - 9 Units	56
10 - 19 Units	8
20 or more Units	53
Mobile Home	3
Other	15

Source: 1990 Census data from Summary Tape File (STF) 1B. Prepared by the Maryland Department of Planning, Planning Data Services.

2013 Comprehensive Plan: *Neighborhood Element*

Profile 2 - 1990 Census Profile - Selected Social, Labor Force and Employment Characteristics

User Defined Area: McNamee Shriver

URBAN AND RURAL RESIDENCE			
Total Population	2,723	LABOR FORCE STATUS (continued)	
Urban population	2,570	Females 16 and over	145
Inside urbanized area	2,570	With own children under 6 years	65
Rural population	153	In labor force	65
Farm population	0	With own children 6 to 17 years only	166
		In labor force	73
SCHOOL ENROLLMENT			
Persons 3 yrs and over in school	558	PLACE OF WORK	
Preprimary School :	25	Workers 16 years and over	996
Public School	5	Worked in State of residence	933
Private School	20	Worked in county of residence	895
Elementary or High School :	365	Worked out of county of residence	38
Public School	298	Worked out of State of residence	63
Private School	67		
College :	168	COMMUTING TO WORK	
Public School	140	Workers 16 years and over	996
Private School	28	Drove alone	765
		Carpooled	148
EDUCATIONAL ATTAINMENT		Used public transportation	0
Persons 25 years and over	1,896	Used other means	15
Less than 9th grade	207	Walked	43
9th to 12 th grade, no diploma	415	Worked at home	25
High school graduate	607	Mean travel time to work (minutes)	15
Some college, no degree	372		
Associate degree	79	OCCUPATION - Employed persons 16 +	1,002
Bachelor's degree	152	Executive, administrative & managerial	65
Graduate or professional degree	64	Professional specialty	148
		Technicians and related support	12
RESIDENCE IN 1985		Sales	168
Persons 5 years and over	2,496	Administrative support, including clerical	62
Lived in same house	1,543	Private household	0
Lived in different house in U.S.	953	Protective service	31
Same State	732	Service, except protective & household	176
Same county	675	Farming, forestry, and fishing	6
Different county	57	Precision production, craft, and repair	101
Different State	221	Machine operators, assemblers, inspectors	55
Lived abroad	0	Transportation and material moving	102
		Handlers, equip. cleaners, helpers, laborers	76
VETERAN STATUS - Persons 16 years and over	2,210		
Civilian veterans 16 years and over	469	INDUSTRY - Employed persons 16 +	1,002
Persons 65 years and over	625	Agriculture, forestry and fisheries	6
Civilian veterans 65 years and over	165	Mining	13
		Construction	46
NATIVITY AND PLACE OF BIRTH		Manufacturing, nondurable goods	108
Total Population	2,723	Manufacturing, durable goods	31
Native population	2,690	Transportation	105
Foreign-born population	33	Communications & other public utilities	0
Entered the U.S. 1980 to 1990	13	Wholesale trade	12
		Retail trade	280
LANGUAGE SPOKEN AT HOME - Persons 5 +	2,496	Finance, insurance and real estate	22
Speak a language other than English	66	Business and repair services	23
Do not speak English "Very Well"	34	Personal services	35
Speak Spanish	26	Entertainment and recreation services	7
Do not speak English "Very Well"	0	Health services	128
Speak Asian or Pacific Island Language	0	Educational services	83
Do not speak English "Very Well"	0	Other professional and related services	58
		Public administration	45
LABOR FORCE STATUS- Persons 16 +	2,210		
In labor force	1,086	CLASS OF WORK	
Civilian labor force	1,086	Employed persons 16 years and over	1,002
Employed	1,002	Private for profit wage & salary workers	677
Unemployed	84	Private not-for-profit wage & salary workers	78
Armed forces	0	Government workers	168
		Local government workers	107
Males 16 years and over	957	State government workers	54
In labor force	561	Federal government workers	7
Females 16 years and over	1,253	Self-employed workers	79
In labor force	525	Unpaid family workers	0

Source: 1990 Census data from Summary Tape File (STF) 3A. Prepared by the Maryland Department of Planning, Planning Data Services.

2013 Comprehensive Plan: *Neighborhood Element*

Profile 3 - 1990 Census Profile - Selected Social, Income and Poverty Characteristics

User Defined Area: **McNamee Shriver**
 INCOME IN 1989

Households	1,234
Less than \$5,000	126
\$5,000 to \$9,999	228
\$10,000 to \$14,999	200
\$15,000 to \$24,999	283
\$25,000 to \$34,999	168
\$35,000 to \$49,999	125
\$50,000 to \$74,999	95
\$75,000 to \$99,999	0
\$100,000 to \$149,999	0
\$150,000 or more	9
Mean household income	\$22,130
Families	834
Less than \$5,000	76
\$5,000 to \$9,999	114
\$10,000 to \$14,999	82
\$15,000 to \$24,999	200
\$25,000 to \$34,999	133
\$35,000 to \$49,999	125
\$50,000 to \$74,999	95
\$75,000 to \$99,999	0
\$100,000 to \$149,999	0
\$150,000 or more	9
Mean household income	\$26,471
Nonfamily households	400
Less than \$5,000	55
\$5,000 to \$9,999	120
\$10,000 to \$14,999	118
\$15,000 to \$24,999	72
\$25,000 to \$34,999	35
\$35,000 to \$49,999	0
\$50,000 to \$74,999	0
\$75,000 to \$99,999	0
\$100,000 to \$149,999	0
\$150,000 or more	0
Mean household income	\$12,477
INCOME IN 1989 BY RACE/HISPANIC ORIGIN	
Total households	1,234
Mean household income	\$22,130
White households	1,131
Mean White household income	\$22,686
African-American households	97
Mean African-American hh income	\$15,320
Amer Indian, Eskimo, or Aleut households	6
Mean Amer Indian, Eskimo, Aleut hh income	\$27,341
Asian and Pacific Islander households	0
Mean Asian & Pacific Islander hh income	\$0
Other Race households	0
Mean Other Race household income	\$0
Hispanic Origin (any race) households	8
Mean Hispanic Origin household income	\$59,400
INCOME TYPE IN 1989, HOUSEHOLDS	1,234
With wage and salary income	732
Mean wage and salary income	\$22,077
With nonfarm self-employment income	77
Mean nonfarm self-employment income	\$23,669
With farm self-employment income	6
Mean farm self-employment income	\$-6,223
With interest, dividend or rental income	471
Mean interest, dividend or rental income	\$3,052
With social security income	563
Mean social security income	\$7,919
With public assistance income	224
Mean public assistance income	\$3,731
With retirement income	267
Mean retirement income	\$7,979

POVERTY STATUS OF PERSONS IN 1989 BY AGE AND RACE

	Total Persons	Below Poverty
Total	2,715	703
Under 5	227	156
5 years	13	5
6 to 11	152	77
12 to 17	193	71
18 to 24	234	73
25 to 34	304	126
35 to 44	341	53
45 to 54	284	13
55 to 59	156	17
60 to 64	186	13
65 to 74	374	52
75 years and over	251	47
White	2,436	546
Under 5	183	120
5 years	8	0
6 to 11	118	43
12 to 17	155	42
18 to 64	1,377	242
65 to 74	344	52
75 years and over	251	47
African-American	266	157
Under 5	44	36
5 years	5	5
6 to 11	34	34
12 to 17	38	29
18 to 64	115	53
65 to 74	30	0
75 years and over	0	0
Amer Indian, Eskimo, or Aleut	6	0
Asian and Pacific Islander	0	0
Other Race	7	0
Hispanic Origin (any race)	15	0

POVERTY STATUS OF FAMILIES IN 1989 BY FAMILY TYPE AND PRESENCE AND AGE OF RELATED

	Total Families	Below Poverty
Married Couple Family	573	54
Under 5 only	60	25
5 to 17 only	99	6
Under 5 and 5 to 17	17	9
No Related Children under 18	397	14
Male Householder, No Wife	27	6
Under 5 only	6	6
5 to 17 only	14	0
Under 5 and 5 to 17	0	0
No Related Children under 18	7	0
Female Householder, No Husband	234	125
Under 5 only	43	43
5 to 17 only	94	62
Under 5 and 5 to 17	15	15
No Related Children under 18	82	5

Source: 1990 Census data from Summary Tape File (STF) 3A. Prepared by the Maryland Department of Planning, Planning Data Services.

2013 Comprehensive Plan: *Neighborhood Element*

Profile 4 - 1990 Census Profile - Selected Housing Characteristics

User Defined Area: McNamee Shriver

Total housing units	1,332			
YEAR STRUCTURE BUILT	1,332	VEHICLES AVAILABLE		1,176
1989 to March 1990	5	None		210
1985 to 1988	5	1		472
1980 to 1984	13	2		345
1970 to 1979	88	3		118
1960 to 1969	132	4		20
1950 to 1959	201	5 or more		11
1940 to 1949	196			
1939 or earlier	692	MORTGAGE STATUS AND SELECTED MONTHLY OWNER COSTS		
BEDROOMS	1,332	Specified owner-occupied housing units		736
No bedroom	0	With a mortgage		278
1 bedroom	161	Less than \$300		36
2 bedrooms	448	\$300 to \$499		97
3 bedrooms	613	\$500 to \$699		108
4 bedrooms	100	\$700 to \$999		29
5 or more bedrooms	10	\$1,000 to \$1,499		8
SOURCE OF WATER	1,332	\$1,500 to \$1,999		0
Public system or private company	1,332	\$2,000 or more		0
Individual drilled well	0	Not mortgaged		458
Individual dug well	0	Less than \$100		0
Some other source	0	\$100 to \$199		236
SEWAGE DISPOSAL	1,332	\$200 to \$299		188
Public sewage	1,321	\$300 to \$399		22
Septic tank or cesspool	11	\$400 or more		12
Other means	0	SELECTED MONTHLY OWNER COSTS AS A PERCENT OF HOUSEHOLD INCOME IN 1989		
SELECTED CHARACTERISTICS		Specified owner-occupied housing units		736
Total Housing Units	1,332	With monthly owner costs computed		731
Lacking complete plumbing facilities	7	Less than 20 percent		456
Lacking complete kitchen facilities	30	20 to 24 percent		75
Condominium housing units	19	25 to 29 percent		30
Total Owner-Occupied Units	798	30 to 34 percent		75
Lacking complete plumbing facilities	7	35 percent or more		95
No telephone in unit	7	Not computed		5
No vehicles available	68	GROSS RENT		
Condominium housing units	0	Specified renter-occupied housing units		378
Total Renter-Occupied Units	378	With cash rent		363
Lacking complete plumbing facilities	0	Less than \$200		72
No telephone in unit	75	\$200 to \$299		146
No vehicles available	142	\$300 to \$399		126
Condominium housing units	0	\$400 to \$499		13
Occupied housing units	1,176	\$500 to \$599		6
HOUSE HEATING FUEL	1,176	\$600 to \$749		0
Utility gas	880	\$750 to \$999		0
Bottled, tank, or LP gas	12	\$1,000 or more		0
Electricity	99	No cash rent		15
Fuel oil, kerosene, etc	93	GROSS RENT AS A PERCENT OF HOUSEHOLD INCOME IN 1989		
Coal or coke	49	Specified renter-occupied housing units		378
Wood	37	With monthly owner costs computed		358
Solar energy	0	Less than 20 percent		91
Other fuel	6	20 to 24 percent		54
No fuel used	0	25 to 29 percent		30
YEAR HOUSEHOLDER MOVED INTO UNIT	1,176	30 to 34 percent		35
1989 to March 1990	157	35 percent or more		148
1985 to 1988	298	Not computed		20
1980 to 1984	102	HOUSEHOLD INCOME IN 1989 BY TENURE AND MORTGAGE STATUS (UNITS AND MEAN INCOME)		
1970 to 1979	251	Total occupied housing units	1,176	\$22,259
1960 to 1969	105	Owner Occupied housing units	798	\$27,253
1959 or earlier	263	With a mortgage	317	\$36,170
		Not mortgaged	481	\$21,376
		Renter Occupied housing units	378	\$11,717

Source: 1990 Census data from Summary Tape File (STF) 3A. Prepared by the Maryland Department of Planning, Planning Data Services.

2013 Comprehensive Plan: *Neighborhood Element*

2000 Census Summary File One (SF1) - Maryland Population Characteristi

User Defined Area : McNamee Shriver

Table P1 : Population by Race, Hispanic or Latino			Table P2 : Total Population by Type		
	Number	Pct. of Total		Number	Pct. of Total
Total Population :	2,574	100.00	Total Population :	2,574	100.00
Population of One Race :	2,543	98.80	Household Population	2,505	97.32
White Alone	2,388	92.77	Group Quarters Population	69	2.68
Black or African American Alone	133	5.17	Total Group Quarters Population :	69	100.00
American Indian & Alaska Native Alone	6	0.23	Institutionalized Population :	0	0.00
Asian Alone	5	0.19	Correctional Institutions	0	0.00
Native Hawaiian & Other Pacific Islander Alone	0	0.00	Nursing Homes	0	0.00
Some Other Race Alone	11	0.43	Other Institutions	0	0.00
Population of Two or More Races	31	1.20	Noninstitutionalized Population :	69	100.00
Hispanic or Latino	22	0.85	College Dormitories	0	0.00
Not Hispanic or Latino	2,552	99.15	Military Quarters	0	0.00
			Other Noninstitutional Group Quarters	69	100.00

Table P3 : Total Population by Sex and Age						
	Total	Pct. of Total	Male	Pct. of Total	Female	Pct. of Total
Total Population	2,574	100.00	1,260	100.00	1,314	100.00
Under 5 Years	144	5.59	74	5.87	70	5.33
5 to 9 Years	153	5.94	77	6.11	76	5.78
10 to 14 Years	178	6.92	94	7.46	84	6.39
15 to 17 Years	100	3.89	60	4.76	40	3.04
18 and 19 Years	64	2.49	32	2.54	32	2.44
20 and 21 Years	65	2.53	39	3.10	26	1.98
22 to 24 Years	71	2.76	29	2.30	42	3.20
25 to 29 Years	175	6.80	84	6.67	91	6.93
30 to 34 Years	158	6.14	85	6.75	73	5.56
35 to 39 Years	161	6.25	80	6.35	81	6.16
40 to 44 Years	181	7.03	87	6.90	94	7.15
45 to 49 Years	187	7.26	90	7.14	97	7.38
50 to 54 Years	186	7.23	96	7.62	90	6.85
55 to 59 Years	133	5.17	65	5.16	68	5.18
60 and 61 Years	41	1.59	18	1.43	23	1.75
62 to 64 Years	63	2.45	28	2.22	35	2.66
65 and 66 Years	46	1.79	25	1.98	21	1.60
67 to 69 Years	75	2.91	32	2.54	43	3.27
70 to 74 Years	138	5.36	68	5.40	70	5.33
75 to 79 Years	111	4.31	46	3.65	65	4.95
80 to 84 Years	86	3.34	33	2.62	53	4.03
85 Years and Over	58	2.25	18	1.43	40	3.04
5 to 17 Years	431	16.74	231	18.33	200	15.22
18 to 24 Years	200	7.77	100	7.94	100	7.61
25 to 34 Years	333	12.94	169	13.41	164	12.48
35 to 44 Years	342	13.29	167	13.25	175	13.32
45 to 54 Years	373	14.49	186	14.76	187	14.23
55 to 64 Years	237	9.21	111	8.81	126	9.59
65 Years and Over	514	19.97	222	17.62	292	22.22
18 to 64 Years	1,485	57.69	733	58.17	752	57.23
62 Years and Over	577	22.42	250	19.84	327	24.89
67 Years and Over	468	18.18	197	15.63	271	20.62

Prepared by the Maryland Department of Planning, Planning Data Services.

2013 Comprehensive Plan: *Neighborhood Element*

Profile 2 - 1990 Census Profile - Selected Social, Labor Force and Employment Characteristics

User Defined Area: **McNamee Shriver**

URBAN AND RURAL RESIDENCE		LABOR FORCE STATUS (continued)
Total Population	2,723	Females 16 and over
Urban population	2,570	With own children under 6 years
Inside urbanized area	2,570	In labor force
Rural population	153	With own children 6 to 17 years only
Farm population	0	In labor force
SCHOOL ENROLLMENT		PLACE OF WORK
Persons 3 yrs and over in school	558	Workers 16 years and over
Preprimary School :	25	Worked in State of residence
Public School	5	Worked in county of residence
Private School	20	Worked out of county of residence
Elementary or High School :	365	Worked out of State of residence
Public School	298	
Private School	67	COMMUTING TO WORK
College :	168	Workers 16 years and over
Public School	140	Drove alone
Private School	28	Carpooled
EDUCATIONAL ATTAINMENT		Used public transportation
Persons 25 years and over	1,896	Used other means
Less than 9th grade	207	Walked
9th to 12 th grade, no diploma	415	Worked at home
High school graduate	607	Mean travel time to work (minutes)
Some college, no degree	372	
Associate degree	79	OCCUPATION - Employed persons 16 +
Bachelor's degree	152	Executive, administrative & managerial
Graduate or professional degree	64	Professional specialty
RESIDENCE IN 1985		Technicians and related support
Persons 5 years and over	2,496	Sales
Lived in same house	1,543	Administrative support, including clerical
Lived in different house in U.S.	953	Private household
Same State	732	Protective service
Same county	675	Service, except protective & household
Different county	57	Farming, forestry, and fishing
Different State	221	Precision production, craft, and repair
Lived abroad	0	Machine operators, assemblers, inspectors
VETERAN STATUS - Persons 16 years and over		Transportation and material moving
Civilian veterans 16 years and over	2,210	Handlers, equip. cleaners, helpers, laborers
Persons 65 years and over	469	
Civilian veterans 65 years and over	625	INDUSTRY - Employed persons 16 +
NATIVITY AND PLACE OF BIRTH		Agriculture, forestry and fisheries
Total Population	2,723	Mining
Native population	2,690	Construction
Foreign-born population	33	Manufacturing, nondurable goods
Entered the U.S. 1980 to 1990	13	Manufacturing, durable goods
LANGUAGE SPOKEN AT HOME - Persons 5 +		Transportation
Speak a language other than English	2,496	Communications & other public utilities
Do not speak English "Very Well"	66	Wholesale trade
Speak Spanish	34	Retail trade
Do not speak English "Very Well"	26	Finance, insurance and real estate
Speak Asian or Pacific Island Language	0	Business and repair services
Do not speak English "Very Well"	0	Personal services
Do not speak English "Very Well"	0	Entertainment and recreation services
LABOR FORCE STATUS- Persons 16 +		Health services
In labor force	2,210	Educational services
Civilian labor force	1,086	Other professional and related services
Employed	1,002	Public administration
Unemployed	84	
Armed forces	0	CLASS OF WORK
Males 16 years and over		Employed persons 16 years and over
In labor force	957	Private for profit wage & salary workers
Females 16 years and over	561	Private not-for-profit wage & salary workers
In labor force	1,253	Government workers
	525	Local government workers
		State government workers
		Federal government workers
		Self-employed workers
		Unpaid family workers

Source: 1990 Census data from Summary Tape File (STF) 3A. Prepared by the Maryland Department of Planning, Planning Data Services.

2013 Comprehensive Plan: *Neighborhood Element*

2000 Census Summary File Three (SF3) - Maryland Selected Social Characteristics

User Defined Area : McNamee Shriver

SCHOOL ENROLLMENT		Number	Percent	NATIVITY AND PLACE OF BIRTH		Number	Percent
Population 3 years and over enrolled in school		572	100.00	Total population		2,575	100.00
Nursery school, preschool		42	7.34	Native		2,575	100.00
Kindergarten		35	6.12	Born in United States		2,575	100.00
Elementary school (grades 1-8)		282	49.30	State of residence		2,004	77.83
High school (grades 9-12)		94	16.43	Different state		571	22.17
College or graduate school		119	20.80	Born outside United States		0	0.00
				Foreign born		0	0.00
				Entered 1990 to March 2000		0	0.00
				Naturalized citizen		0	0.00
				Not a citizen		0	0.00
EDUCATIONAL ATTAINMENT				REGION OF BIRTH OF FOREIGN BORN			
Population 25 years and over		1,807	100.00	Total (excluding born at sea)		(NA)	(NA)
Less than 9th grade		97	5.37	Europe		(NA)	(NA)
9th to 12th grade, no diploma		257	14.22	Asia		(NA)	(NA)
High school graduate (includes equivalency)		774	42.83	Africa		(NA)	(NA)
Some college, no degree		379	20.97	Oceania		(NA)	(NA)
Associate degree		142	7.86	Latin America		(NA)	(NA)
Bachelor's degree		107	5.92	Northern America		(NA)	(NA)
Graduate or professional degree		51	2.82				
Percent high school graduate or higher		80.41	(X)	LANGUAGE SPOKEN AT HOME			
Percent bachelor's degree or higher		8.74	(X)	Population 5 years and over		2,435	100.00
				English only		2,426	99.63
				Language other than English		9	0.37
				Speak English less than "very well"		0	0.00
				Spanish		9	0.37
				Speak English less than "very well"		0	0.00
				Other Indo-European language		0	0.00
				Speak English less than "very well"		0	0.00
				Asian and Pacific Island languages		0	0.00
				Speak English less than "very well"		0	0.00
				ANCESTRY (single or multiple)			
				Total population		(NA)	(NA)
				Total ancestries reported		(NA)	(NA)
				Arab		(NA)	(NA)
				Czech /I		(NA)	(NA)
				Danish		(NA)	(NA)
				Dutch		(NA)	(NA)
				English		(NA)	(NA)
				French (except Basque) /I		(NA)	(NA)
				French Canadian /I		(NA)	(NA)
				German		(NA)	(NA)
				Greek		(NA)	(NA)
				Hungarian		(NA)	(NA)
				Irish /I		(NA)	(NA)
				Italian		(NA)	(NA)
				Lithuanian		(NA)	(NA)
				Norwegian		(NA)	(NA)
				Polish		(NA)	(NA)
				Portuguese		(NA)	(NA)
				Russian		(NA)	(NA)
				Scotch-Irish		(NA)	(NA)
				Scottish		(NA)	(NA)
				Slovak		(NA)	(NA)
				Subsaharan African		(NA)	(NA)
				Swedish		(NA)	(NA)
				Swiss		(NA)	(NA)
				Ukrainian		(NA)	(NA)
				United States or American		(NA)	(NA)
				Welsh		(NA)	(NA)
				West Indian (excluding Hispanic groups)		(NA)	(NA)
				Other ancestries		(NA)	(NA)
MARITAL STATUS							
Population 15 years and over		2,108	100.00				
Never married		554	26.28				
Now married, except separated		1,028	48.77				
Separated		83	3.94				
Widowed		243	11.53				
Female		179	8.49				
Divorced		200	9.49				
Female		102	4.84				
GRANDPARENT AS CAREGIVERS							
Grandparent living in household with one or more own grandchildren under 18 years		(NA)	(NA)				
Grandparent responsible for grandchildren		(NA)	(NA)				
VETERAN STATUS							
Civilian population 18 years and over		2,024	100.00				
Civilian veterans		464	22.92				
DISABILITY STATUS OF THE CIVILIAN NONINSTITUTIONALIZED POPULATION							
Population 5 to 20 years		524	100.00				
With a disability		108	20.61				
Population 21 to 64 years		1,358	100.00				
With a disability		427	31.44				
Percent employed		26.23	(X)				
No disability		931	68.56				
Percent employed		79.16	(X)				
Population 65 years and over		553	100.00				
With a disability		218	39.42				
RESIDENCE IN 1995							
Population 5 years and over		2,435	100.00				
Same house in 1995		1,485	60.99				
Different house in the U.S. in 1995		950	39.01				
Same county		710	29.16				
Different county		240	9.86				
Same state		71	2.92				
Different state		169	6.94				
Elsewhere in 1995		0	0.00				

- Represents zero or rounds to zero. (X) Not applicable.

1 The data represent a combination of two ancestries shown separately in Summary File 3. Czech includes Czechoslovakian. French includes Alsatian.

French Canadian includes Acadian/Cajun. Irish includes Celtic.

Prepared by the Maryland Department of Planning, Planning Data Services, August 2002.

2013 Comprehensive Plan: *Neighborhood Element*

2000 Census Summary File Three (SF3) - Maryland Selected Housing Characteristics

User Defined Area : McNamee Shriver

	Number	Percent		Number	Percent
Total housing units	1,353	100.00	OCCUPANTS PER ROOM		
UNITS IN STRUCTURE			Occupied housing units	1,107	100.00
1-unit detached	834	61.64	1.00 or less	1,107	100.00
1-unit attached	130	9.61	1.01 to 1.50	0	0.00
2 units	147	10.86	1.51 or more	0	0.00
3 to 4 units	75	5.54	Specified owner-occupied units	706	100.00
5 to 9 units	54	3.99	VALUE		
10 to 19 units	11	0.81	Less than \$50,000	259	36.69
20 or more units	96	7.10	\$50,000 to \$99,999	374	52.97
Mobile home	6	0.44	\$100,000 to \$149,999	73	10.34
Boat, RV, van, etc.	0	0.00	\$150,000 to \$199,999	0	0.00
			\$200,000 to \$299,999	0	0.00
YEAR STRUCTURE BUILT			\$300,000 to \$499,999	0	0.00
1999 to March 2000	5	0.37	\$500,000 to \$999,999	0	0.00
1995 to 1998	0	0.00	\$1,000,000 or more	0	0.00
1990 to 1994	6	0.44	Median (dollars)	(NA)	(NA)
1980 to 1989	6	0.44	Mean (dollars)	\$60,945	(X)
1970 to 1979	88	6.50	MORTGAGE STATUS AND SELECTED		
1960 to 1969	129	9.53	MONTHLY OWNER COSTS		
1940 to 1959	438	32.37	With a mortgage	330	46.74
1939 or earlier	681	50.33	Less than \$300	0	0.00
ROOMS			\$300 to \$499	71	10.06
1 room	38	2.81	\$500 to \$699	140	19.83
2 rooms	24	1.77	\$700 to \$999	110	15.58
3 rooms	119	8.80	\$1,000 to \$1,499	0	0.00
4 rooms	203	15.00	\$1,500 to \$1,999	9	1.27
5 rooms	242	17.89	\$2,000 or more	0	0.00
6 rooms	439	32.45	Median (dollars)	(NA)	(NA)
7 rooms	157	11.60	Not mortgaged	376	53.26
8 rooms	106	7.83	Median (dollars)	(NA)	(NA)
9 or more rooms	25	1.85	SELECTED MONTHLY OWNER COSTS AS A		
Median (rooms)	(NA)	(NA)	PERCENTAGE OF HOUSEHOLD INCOME IN 1999		
Mean (rooms)	5.39	(X)	Less than 15.0 percent	344	48.73
Occupied housing units	1,107	100.00	15.0 to 19.9 percent	88	12.46
YEAR HOUSEHOLDER MOVED INTO UNIT			20.0 to 24.9 percent	106	15.01
1999 to March 2000	182	16.44	25.0 to 29.9 percent	45	6.37
1995 to 1998	246	22.22	30.0 to 34.9 percent	22	3.12
1990 to 1994	130	11.74	35.0 percent or more	90	12.75
1980 to 1989	127	11.47	Not computed	11	1.56
1970 to 1979	188	16.98	Specified renter-occupied units	373	100.00
1969 or earlier	234	21.14	GROSS RENT		
VEHICLES AVAILABLE			Less than \$200	36	9.65
None	146	13.19	\$200 to \$299	57	15.28
1	457	41.28	\$300 to \$499	177	47.45
2	395	35.68	\$500 to \$749	84	22.52
3 or more	109	9.85	\$750 to \$999	0	0.00
HOUSE HEATING FUEL			\$1,000 to \$1,499	0	0.00
Utility gas	885	79.95	\$1,500 or more	0	0.00
Bottled, tank, or LP gas	14	1.26	No cash rent	19	5.09
Electricity	104	9.39	Median (dollars)	(NA)	(NA)
Fuel oil, kerosene, etc	58	5.24	Mean (dollars)	\$371	(X)
Coal or coke	6	0.54	GROSS RENT AS A PERCENTAGE OF		
Wood	29	2.62	HOUSEHOLD INCOME IN 1999		
Solar energy	0	0.00	Less than 15.0 percent	81	21.72
Other fuel	5	0.45	15.0 to 19.9 percent	55	14.75
No fuel used	6	0.54	20.0 to 24.9 percent	11	2.95
SELECTED CHARACTERISTICS			25.0 to 29.9 percent	22	5.90
Lacking complete plumbing facilities	0	0.00	30.0 to 34.9 percent	16	4.29
Lacking complete kitchen facilities	11	0.99	35.0 percent or more	152	40.75
No telephone service	60	5.42	Not computed	36	9.65

Prepared by the Maryland Department of Planning, Planning Data Services, August 2002.

Appendix B

Neighborhood Needs Matrix

2013 Comprehensive Plan: *Neighborhood Element*

2013 Comprehensive Plan Neighborhood Needs Matrix

Identified Need/Issue	NEIGHBORHOOD											Tally	
	Rolling Mill	VA Ave - Chapel Hill	Decatur Heights	Wills	Humbird	Walsh	Eastside - Willowbrook	Shriver - McNamee	Mapleside - Johns. Hgts.	Westside - Dingle			
A full service family Community Center	X				X					X			3
A Small Business Incubator	X												1
Neighborhood Playground/Recreation Area	X		X					X					3
Sidewalk Improvements/Repairs/Extensions	X		X					X					4
Bike Lanes/Routes	X							X					2
Handicap Access Improvements in ROWs	X							X					2
Sewer/Water Line Repairs/Improvements	X			X				X					3
Restoration of Abandoned/Vacant Homes	X												1
Demolish Dilapidated/Abandoned Homes	X	X	X	X									4
Improved Property Maintenance/Code Enfor.	X	X	X	X									3
Increased Traffic Access To Neighborhood	X												1
Additional/Retained Street Lighting	X		X										2
Security/Surveillance Cameras	X												1
Greater Public/Private Parking Opportunities	X	X	X	X						X			4
Improve/Resurface High Traffic Alleys		X											1
Expand Neighborhood Home Ownership		X											1
Transit Pulloffs/Shelters		X											1
Sit-Down Family Restaurants		X											1
Excessive Traffic Speeds & Conflicts			X	X	X					X			4
Better traffic control at key intersections			X										1
One-Way traffic on Decatur Street			X										1
Fire Hydrants not working			X										1
Better coordination/completion of infras.			X	X									2
Convenience/Grocery Stores			X	X	X					X			2
Street Repairs/Improvements			X	X	X					X			5
Improvements for traffic flow on streets			X										1
Remove 'obsolete' utility lines & wires			X										1
A formal, coordinated snow removal plan			X										1
Expanded Police patrols	X				X					X			5
Improved traffic site visibility at intersections													1
Man vacant fire station										X			1
Improve Washington Middle School										X			1
A residential Façade Improvement Program										X			1
Dumpsters through Community Betterment										X			1
Removal of litter and trash from streets											X		1

Appendix C

**Listing of Potential Neighborhood Action Strategies
(Distributed at all Comprehensive Plan Neighborhood Meetings)**

2013 Comprehensive Plan: *Neighborhood Element*

List of ideas for Neighborhood Action Strategies

This list was developed as a resource for the City of Cumberland’s Comprehensive Plan. The purpose of the list is to provide a reference guide of suggested strategies to expand the range of services/activities offered by Neighborhood Associations, to forge stronger social ties between residents of the City’s neighborhoods and to help build neighborhood spirit. It is intended as a starting point to discuss possible neighborhood action strategies for the City’s Comprehensive Plan, and should not be viewed as an exhaustive list of all possible strategies. Individual neighborhoods should build upon the list as appropriate to address specific needs and issues.

1. Barter Boards

A “barter board” is a special bulletin board that could be placed at a traditional central meeting or gathering place within each neighborhood to advertise services and products for TRADE (not sale). The idea is to provide a location for residents of the neighborhood to offer service, skills, or items they have produced to trade for services, skills or items they may need. This would help maintain and reinforce the Appalachian tradition of bartering for services and helping neighbors. It would also foster closer bonds between residents of the neighborhood and continue the pattern of shared lifestyles and values. Additional bulletin boards can be established for residents to advertise goods and services for SALE, but they should be kept separate and distinct from the neighborhood Barter Board. Barter Boards are intended to serve as mechanisms to encourage greater social interaction and the sharing of services and, in so doing, foster a stronger sense of community and a shared lifestyle.

2. Neighborhood Association Newsletters

Most existing Neighborhood Associations currently produce periodic newspapers and distribute them in print form or through e-mails. However, some neighborhoods in the City (as identified in this plan) still lack formal associations and a regular newsletter to communicate information about the neighborhood and upcoming community events. Each neighborhood is encouraged to create a formal membership association to organize community events and establish stronger communication links between residents.

3. Neighborhood Festivals

Each neighborhood and/or Neighborhood Association should schedule and conduct annual or semi-annual neighborhood street festivals to celebrate and showcase its neighborhood’s special character, cultural roots, and history. Events could include a wide range of activities, including story-telling competitions (where residents recount their favorite memories of the neighborhood and its people or events, which could be serious, humorous, or exaggerated—as in a “tall tale”), cultural heritage displays and activities, historic recreations of important events,

2013 Comprehensive Plan: *Neighborhood Element*

food sales or a neighborhood cook-out, dances or music performances by neighborhood residents, talent competitions, outstanding neighborhood citizen awards, and neighborhood rummage sales. The festivals would bring broader attention to each neighborhood and help new residents learn more about their neighborhood and meet their neighbors. The festivals should be carefully scheduled and coordinated so that they don't compete with or conflict with other neighborhood festivals. The idea is not to create competition between neighborhoods, but to create a calendar of festivities that allows residents of the entire city and visitors to share in the celebration of the city's unique character and flavor. Some festivals could be associated with major holidays, such as a 4th of July parade or community cook-out or a special Christmas Pageant with associated events.

4. Neighborhood Murals

Each neighborhood could work with local artists or neighborhood school art teachers to create a public mural in a central location or at a major gateway into the neighborhood to showcase the neighborhood's historic events, prominent residents, landmarks, cultural heritage, and other features that make it unique. Such a mural would make a colorful, attractive, and inviting feature for each neighborhood, provide a cultural link between the past and younger generations, and it would prompt new residents and visitors to ask questions and learn more about the neighborhood. The murals could be located on blank walls or building facades that would otherwise be featureless.

5. Welcome Committees

Each neighborhood or Neighborhood Association should create or organize a welcome committee that would visit and welcome all new residents of the neighborhood to provide information about the neighborhood's heritage and history, to engage them to participate and become involved in neighborhood events and the neighborhood association, and to help them feel more connected to their new neighborhood.

6. Neighborhood Emblems

Each neighborhood should be encouraged to develop a recognizable and colorful representative or symbolic emblem of the neighborhood that can be used to on banners, flags, or as street sign toppers to help mark and identify the neighborhood. The emblem also can be included on neighborhood brochures. The emblem should incorporate important features of the neighborhood (landmark buildings or natural features) and/or significant cultural icons (ethnic flags or colors, important historical events, or prominent citizens) that best represent the neighborhood's unique or distinctive character and heritage. Neighborhood Emblems, when properly placed and used, convey a strong sense of cohesiveness, identity, and stability to people within and outside the neighborhood.

2013 Comprehensive Plan: *Neighborhood Element*

7. Neighborhood Crime Watch

Although it is now an established concept, it is highly effective and still worth noting. Where neighborhood crimes, such as burglaries and drug-dealing are a problem, working with the Police Department to establish a neighborhood crime watch program is a good way to combat the problem and improve the neighborhood's image. It also encourages residents to work together and establish social connections. Working closely with the Police Department helps create a greater sense of security within the neighborhood, which is conducive to social interaction and a heightened sense of comradery among the residents.

8. Neighborhood Brochure

Creating a neighborhood brochure can be a good way of developing interest in the neighborhood's history, cultural heritage, and important social events. It also teaches prospective new residents about the neighborhood and demonstrates strong social cohesion among the residents. Each brochure should contain a detailed map of the neighborhood highlighting all of the social gathering places and a smaller location map of the City to show where the neighborhood is located. It should give a brief explanation of the neighborhood's distinctive character and history, and it should highlight the major social events (festivals, parties, and celebrations) that routinely occur throughout the year. It also should list the various neighborhood organizations, contact numbers, and meeting times. Areas can be reserved in the brochure for local business ads, if desired, to help finance publication of the brochure. It is an item that should be distributed to newcomers through a welcome committee, and it should be displayed prominently within the neighborhood at local businesses and at neighborhood bulletin or barter boards. The brochure also can be made in the form of a place mat for use in neighborhood restaurants and family eateries.

9. Internet Web Site

Each neighborhood can create a web site to advertise its special character, social organizations and committees, and special events and festivals. The web site can be created by the Neighborhood Association and accessed by a link from the City of Cumberland's home page. Advertising links or space can be provided on the page to neighborhood businesses as a way to help finance the web site. Neighborhood businesses should be approached and encouraged to establish links from their own web sites. The web site should be colorful and updated regularly to convey activity and stability to the general public.

10. Special Neighborhood Committees and Community Groups

Once the essential needs of the neighborhood have been identified, a good way to mobilize residents to take ownership of the issue or need is to organize one or more special neighborhood committees to take action. For example, if litter on the streets is a problem, the

2013 Comprehensive Plan: *Neighborhood Element*

neighborhood can create a beautification committee through the Neighborhood Association to coordinate trash pick-ups and undertake other street beautification projects. Not only do such committees help address critical problems, they also bring residents together in a social setting. Such committees do not have to be organized to address a problem in the neighborhood. They also can be organized to encourage around special recreational or interest themes to establish new social connections, such as a quilting guild or a teen activity club.

11. Home/Business Beautification or Decoration Contests

The local Neighborhood Association can conduct an annual or holiday-specific contest to encourage homeowners and/or business owners to beautify or decorate their properties. Such contests also can be sponsored by local businesses to raise funds for prizes. Absent prizes, the Neighborhood Association can work with the newspaper to have photographs of the winners published or the winning property(ies) can be featured on the neighborhood's web site. Such a contest can help convey neighborhood pride and activity at the same time that it promotes beautification.

12. Neighborhood Pride Day in School

Each Neighborhood Association can approach the Allegany County Board of Education to conduct a Neighborhood Pride Day or Week in the public schools located in that neighborhood. Neighborhood leaders could appear in Social Studies or English classes to discuss the history (including legends, folklore, and interesting stories) and character of the neighborhood and seek improvement and activity ideas from the students. Neighborhood Associations and/or neighborhood children can prepare colorful artwork depicting the important events and features of each neighborhood for posting in school hallways and classrooms. Special school essay contests also can be conducted in association with the event. The planning, design, and creation of a Neighborhood Mural also can be coordinated as part of the event.

13. Community Gardens

One way to bring neighbors together in an outdoors environment would be to create a "community garden" site within the neighborhood where residents could either lease a personal garden plot to grow fresh food for their families or they could contribute to a neighborhood fund (perhaps maintained by the Neighborhood Association) to sponsor food production in the garden and receive a share of the food grown on the property. This latter arrangement is sometimes referred to as "Community Sponsored Agriculture" or a CSA. Creating a community garden can be a good way to turn a vacant lot into an neighborhood asset that adds color and enhances property values. If such a lot is not available or can't be acquired, the Neighborhood Association can establish a CSA arrangement with a local farm in the area that may be outside the City to obtain locally produced, farm-fresh foods for neighborhood residents. This would

2013 Comprehensive Plan: *Neighborhood Element*

still allow citizens of the neighborhood to socialize through the Neighborhood Association and still support local farming.

14. Shut-In Care Committee

The various Neighborhood Associations could provide a valuable service to elderly and handicapped residents by forming a committee of volunteers willing to provide periodic visits to senior citizens, disabled veterans, and other handicapped individuals living in their neighborhoods. These individuals would benefit from the added sense of security and concern that these volunteers could provide. Those willing to volunteer for this service should be willing to learn about the programs and benefits provided by the Human Resources Development Commission (the local Area Agency on Aging in Allegany County), Medicare and Medicaid, and the Veteran's Administration, in order to coordinate with these and other service agencies on the specific needs of the shut-ins within the neighborhood.

15. Christmas In April/National Rebuilding Day

This national volunteer program is known by a number of names, most prominently Christmas In April or National Rebuilding Day. Normally conducted around the last Saturday in April, the program coordinates volunteer workers and materials donations to help low income citizens undertake essential maintenance work on their homes that they might not be able to afford to undertake on their own. The various Neighborhood Associations could form a Committee to organize such activities, including the selection of candidates within the neighborhood for assistance, donations of necessary building materials, and the marshalling of neighborhood volunteers (both skilled and unskilled) to provide the assistance. Where a Neighborhood Association cannot perform the necessary organizing work on its own, it can offer assistance to an established program that may be operating more broadly within the County or coordinate with the local Habitat for Humanity chapter to build that capacity. By becoming actively involved in neighborhood volunteer revitalization efforts such as this, the Neighborhood Association can directly contribute to beautification and increased property values within the neighborhood.

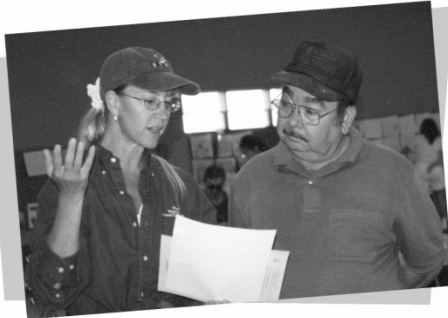
Appendix D

**Neighborhood Association Tool Kit (City of Phoenix, AZ)
(Distributed at all Comprehensive Plan Neighborhood Meetings)**



City of Phoenix
Neighborhood Services Department

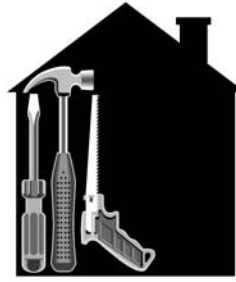
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The city of Phoenix

created the Neighborhood Services

Department to preserve and revitalize neighborhoods, and help residents access city services. The department approach to project- and problem-management emphasizes partnerships between residents, business owners, elected officials, and city employees to build and preserve clean, safe neighborhoods that reflect the diversity of the city's population. The city's investment in healthy neighborhoods is ultimately an investment in people, in a sense of community, and in an ethic of shared pride.



Neighborhood Association Tool Kit
A guide for neighborhood associations

Table of Contents

What is a neighborhood association and what does it do? 2

How to form a neighborhood association 3

How to hold meetings 6

Publicity 9

Finances 10

Leadership: Finding and maintaining it 12

When members disagree 12








What is a neighborhood association and what does it do?



A neighborhood association is a group of residents who meet regularly to accomplish goals in their neighborhood. The association may include home owners and renters, apartment residents, business owners, school and church officials, and members of nonprofit organizations. Depending on the goals of the group, meetings may be held twice a year, once a quarter, or every month.

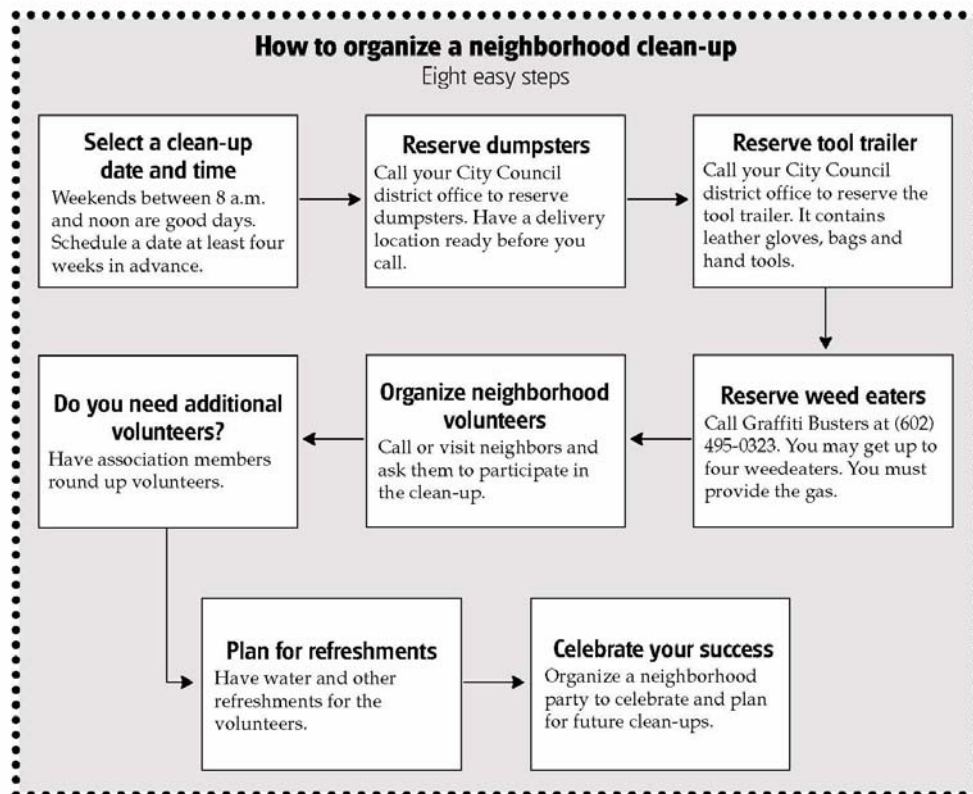
Neighborhood associations help represent neighborhood residents to elected officials, identify challenges and problems in the neighborhood, support change and improvement efforts, help resolve conflicts, provide volunteers for community projects, and find and get resources to make the neighborhood a better place to live.

It's important to identify some of your goals before you ask others to form a neighborhood association. Goals for improving your neighborhood may include:

-  helping neighbors get to know each other by holding social events
-  making physical improvements such as installing street lights and community signs
-  holding regular neighborhood clean-ups
-  forming a Block Watch to reduce crime
-  organizing to share opinions with representatives of government.

How to organize a neighborhood clean-up

Eight easy steps










2013 Comprehensive Plan: *Neighborhood Element*

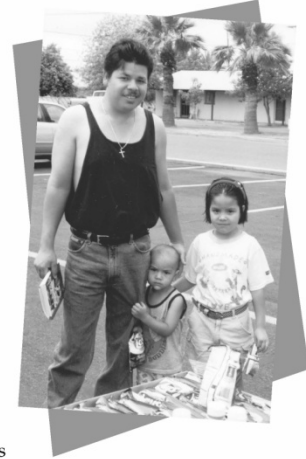
How to form a neighborhood association

1. Start with a core group

Start your neighborhood association by finding a core group of people who agree to meet regularly. Ask some neighbors you already know. Then knock on the doors of some you don't know and explain why you want to form a neighborhood association. When you find five to ten people who are interested schedule a meeting at someone's house, or at a school, church or other central location. It's a good idea to set up the meeting quickly before people lose interest.

Each member of the neighborhood association should:

-  Try to attend every meeting.
-  Act for the benefit of the group.
-  Use agreed-upon procedures at meetings.
-  Be polite and make constructive comments.
-  Treat other members with respect.
-  Discuss issues and concerns, not personalities.
-  Accept group decisions after a vote has been taken.



2. Set the neighborhood boundaries

It's important to determine the boundaries of your neighborhood association. Boundaries might be roads, natural features such as a mountain or canal, residences within a certain distance of a school, or houses built in a certain type of style. You might want to look at a city map and take a tour of the neighborhood to help you set the boundaries. Call the Neighborhood Services Department to see if your boundaries include any existing neighborhood associations: you may want to merge groups or work as partners on common problems.

Once you have set the boundaries, establish a list of residents and property owners. This list will help you get other neighbors involved in your association and its activities. You may need to go door to door to create this list; you may also get information by calling the city's Property Records Section at (602) 262-6878.





3. Identify problems and develop a neighborhood plan

A neighborhood plan will help your association make decisions and take action. First, conduct a neighborhood inventory. An inventory is a collection of facts about the neighborhood including information on residents, types of housing, area businesses, churches and schools. You can get information from the U.S. Census Bureau, at the library, and from the city of Phoenix Planning Department.

After you have gathered information by conducting a neighborhood inventory, identify a few neighborhood problems, concerns or desires. Problems can be identified by hosting a meeting where neighbors can share concerns. Problems and concerns typically addressed by neighborhood associations may include crime, physical improvements, traffic and street lights, preserving unique features of the neighborhood, zoning or a desire for residents to get to know each other better.

The plan should include:

- the reasons the association was formed
- principles that will guide the association's actions
- when members will meet
- how meetings will be conducted
- the goals of the association
- an action plan for accomplishing the goals.

4. Establish committees

Neighborhood associations work best when the work is divided among members who sit on committees. The core group should define the goals and objectives of the committees and decide the rules members will follow. The goals of the association will help determine what kind and how many committees to create.

Examples of committees	Possible duties
Bylaws Committee	<ul style="list-style-type: none"> • Determine how the association will conduct meetings and votes. • Make decisions to resolve disagreements among members about procedures.
Crime Reduction Committee	<ul style="list-style-type: none"> • Works with the Police Department to educate residents about crime prevention. • Helps organize Block Watch programs.
Finance Committee	<ul style="list-style-type: none"> • Keep track of the association budget. • Conduct fundraising for the association.
Neighborhood Development Committee	<ul style="list-style-type: none"> • Works with the city and nonprofit organizations on programs to encourage business development in the neighborhood.
Neighborhood Improvement Committee	<ul style="list-style-type: none"> • Organizes neighborhood clean-ups. • Works with the city on ordinance enforcement. • Organizes tree plantings and landscaping projects.
Publicity Committee	<ul style="list-style-type: none"> • Inform people in the neighborhood of events and share information. • Inform and remind members of meeting dates and locations, and provide transportation to those who may need it.

2013 Comprehensive Plan: *Neighborhood Element*



Woodward Park Neighborhood Action Plan	
Problem	Rising burglary rate
Committee and goal	Crime Prevention Committee. Goal: reduce burglary rate and overall crime.
Resources and strategies	Resources: Police Department, Neighborhood Services Department Strategies: <ol style="list-style-type: none"> 1. Form Block Watch groups for every block. Have them operating within three months. 2. Have at least two residents from each block attend Police Department Block Watch training. 3. Check with Neighborhood Services Department about possible grant for street lighting.
Problem	Need to reduce blight and graffiti
Committee and goal	Neighborhood Beautification Committee. Goal: improve appearance of neighborhood properties and public areas.
Resources and strategies	Resources: Graffiti Busters, city's tool lending program, Neighborhood Preservation Ordinance, families willing to help with clean up. Strategies: <ol style="list-style-type: none"> 1. Get a group to receive Graffiti Busters paint-sprayer training. 2. Hold a neighborhood clean-up within next six months. 3. Identify problem properties and talk to the owners.
Problem	Traffic problems on Melrose Street
Committee and goal	Traffic Committee. Goal: make Melrose Street safer.
Resources and strategies	Resources: City Street Transportation Department, area businesses. Strategies: <ol style="list-style-type: none"> 1. Discuss whether speed humps would be a good idea. 2. Check with city about possibility of moving crosswalk. 3. See whether the owners of The Book Rack and Coffee Island would be willing to close one of their parking lot entrances.

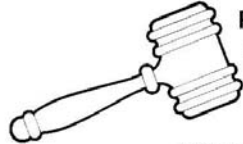
2013 Comprehensive Plan: *Neighborhood Element*

How to hold meetings

Plan the meeting

People will be more likely to attend meetings if they are organized, brief and useful, and in a convenient location. Set the time, date and location by consulting with the core group of members. Plan the meeting to last no longer than one hour.

Pick a place that is centrally located and familiar to your neighbors such as a home, school, church or public building, then remind them of the time and date by phone, letter or flier. Before the meeting begins, arrange the tables and chairs and place any handouts near the entrance of the room. Be sure to test any equipment such as projectors or computers before the meeting starts.



Parliamentary procedures

Parliamentary procedures are rules for conducting meetings. Small groups may choose to operate informally and not use them. Large groups will find them very helpful, though; they are used to maintain order, ensure equal treatment for everyone, and accomplish business efficiently.

Officers

To use parliamentary procedures, the group will need at least a few elected officers. They are:

- Chair** The chair is the presiding officer at the meeting. Meetings are controlled by the chair. It is the responsibility of the chair to use parliamentary procedures, treat everyone fairly, keep the meeting moving and ensure that all items on the agenda are addressed. Anyone who wishes to speak at a meeting must be recognized by the chair. To get the chair's attention, a member raises a hand and says "Mr. or Madam Chair."
- Vice Chair** Serves as alternate to the president in presiding at meetings. Also serves on the association executive committee.
- Treasurer** The treasurer handles finances, keeps financial records and prepares budget and financial reports. The treasurer also maintains the tax exempt number and coordinates tax statement preparation for 501(c)(3) organizations.
- Secretary** The secretary is responsible for keeping clear and accurate records of meetings, including the minutes of the meeting. The secretary also maintains the roster of members, stores a copy of the neighborhood plan and bylaws and handles correspondence.

Here are some terms and actions that are part of parliamentary procedures:

Motion. A motion is a proposal that meeting participants take an action or consider a subject. Only one motion may be considered or acted upon at a time. To make a motion, say "I move that ..."

Seconding a motion. Seconding a motion means that someone other than the person who made the motion wants the whole group to consider it. The person who seconds a motion does not have to support the motion; they just want the group to consider it.

Stating the motion. After a motion is made and seconded, the chair formally places it before the group by saying, "It is moved and seconded that _____. Is there any discussion?" When debate stops the chair repeats the motion and takes the vote. After the vote, the chair states the result of the vote.

Withdrawing a motion. Before a motion has been stated by the chair, it can be withdrawn or modified by the member.

Motion to reconsider. Unwise action can be corrected through the motion to reconsider that is made by someone who voted on the winning side.

Voice vote. The chair says, "All those in favor say 'yes' (pause for vote). Those opposed say 'no'."

2013 Comprehensive Plan: *Neighborhood Element*

Majority vote. Means the side with the most votes wins. The count is based on the members who are present at the meeting and participating in the vote.

Tie vote. When there are an equal number of votes on both sides, the motion is defeated.

The agenda

All meetings should have an agenda. The agenda lists what will happen at the meeting, including committee reports and any business that needs to be discussed. Here is a typical agenda:

1. Call to order

The chair calls the meeting to order and makes brief opening remarks.

2. Reading/approval of the minutes

The secretary keeps minutes of all the meetings. The secretary reads the minutes of the last meeting and asks, "Are there any corrections to the minutes?" No motion is needed for approval of minutes.

3. Reports of officers

The treasurer and other officers deliver association business reports. No motion is needed for adoption of the treasurer's report unless it is audited. After each of the reports, the chair asks, "Are there any questions or observations?" If not, the reports are filed.

4. Reports of committees

Committee chairs give their reports. No motion is needed for adoption of committee reports unless recommendations for association action are made. After reports, the chair asks, "Are there any questions or discussion in regard to this committee report? If not, the report will be filed." Appreciation may be expressed to the committee.

5. Committee recommendations for action

Motions are usually made by the chair and seconded by a committee member. Each motion is discussed and disposed of before another motion may be proposed. The chair states, "The committee recommends that the association (take a particular action). Is there any discussion?" One way to keep a meeting moving forward is to limit the amount of time that can be spent on debate to five or 10 minutes.

6. Unfinished and new business

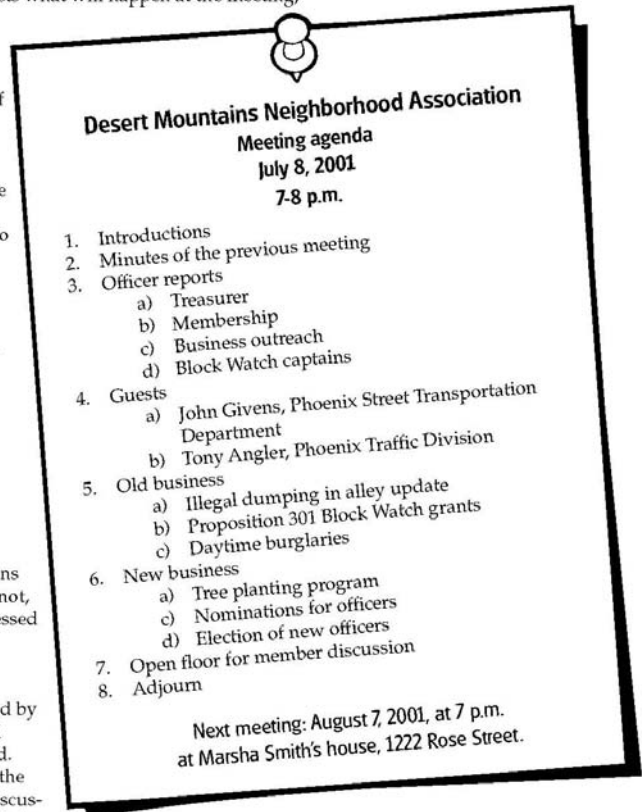
Unfinished business from the last meeting is brought to the floor for action. The chair asks, "Is there any unfinished business?" After discussion and action, the chair asks, "Is there any new business to discuss?"

7. Announcements

Persons making announcements should be seated up front. The chair asks "Are there any announcements?"

8. Adjournment

The chair automatically adjourns a meeting unless there is any business that cannot be finished at that meeting. Then a motion for adjournment must be made and seconded. The chair says, "If there is no further business, the meeting will stand adjourned."



2013 Comprehensive Plan: *Neighborhood Element*



Desert Mountain Neighborhood Association Minutes for July 8, 2001

REPORTS

Treasurer: We added \$35 to our account, bringing our total to \$324.23. No expenses were recorded. Membership: Tim Lewis announced that 21 welcome wagon packets were delivered in June to new residents. Business: The Encanto Village Planning Committee has established an alliance between residents and businesses in our area. A major grocery store chain will be locating in the old shopping mall; the developer has expressed an interest in working with the neighborhood to address our concerns. Housing/maintenance: Lisa Smith announced that the Housing Committee helped three elderly homeowners clean up their yards over the weekend. Another three homes will be done in August; please see Lisa if you can help. Block Watch: All has been quiet this summer. The Block Watch meetings are held every third Monday of the month.

GUESTS

John Givens of the Phoenix Street Transportation Department told us how to apply for street lights. The cost of each light is \$550. Members voted to table the issue until more money can be raised. Tony Angler of the Phoenix Traffic Division talked to us about cut-through traffic and some good ways to address it. Most members said they didn't like the idea of speed humps. Most liked the ideas of putting no left turn signs. Mr. Angler is willing to work with our neighborhood association to find a solution.

OLD BUSINESS: An arrest has been made for illegal dumping in the alley. The police say there has been a big decrease in illegal dumping since the arrest and said it was a Block Watch member who made the call that led to the arrest. Two Block Watch grants were submitted for areas within our boundaries thanks to the Block Watch Captains who helped collect information and write the applications. Next year all Block Watches should submit an application. Daytime burglaries continue to be a problem and you are reminded to make sure your doors and windows are locked when you leave for work.

NEW BUSINESS: Everyone is invited to come to the park for the GAIN event in October, 7 p.m., for free hot dogs and soda and to meet your neighbors. The Phoenix Urban Forestry program has given us 50 trees and a planting weekend has been set August 11th. Please volunteer to help plant these beautiful trees!

Nominations for 2002/2003 officers were as follows: President - Ran Vegas and Beatty White; Vice President - Zachariah Abraham, Trey Kies and Samantha Sooner; Treasurer - Bob Smillie; and Secretary - Terry Ruggels, Kevin Kilgore, and George Age. Elections followed the nominations and the new officers are:

President: Beauty White
Vice President: Trey Kiel
Treasurer: Bob Smile
Secretary: George Age









Next meeting is scheduled for August 7, 2001, at 7 p.m.

2013 Comprehensive Plan: *Neighborhood Element*

Publicity

Communication is very important to the success of your association. Sharing information is a great way to build a sense of community in your neighborhood, get new people to join your association, and enlist support for your events and programs.

Here are some ways to get the word out:

-  Publish a neighborhood association newsletter 4-12 times a year. Team-up with a nearby association to share the cost and work.
-  Announce your meetings and events in weekly area newspapers, and in schools, church and club newsletters.
-  Distribute fliers door to door.
-  Distribute a neighborhood survey (and the results) by mail, phone or door to door.
-  Ask permission to place notices, posters or fliers in laundromats, libraries, supermarkets, restaurants, local businesses, and waiting rooms in nearby dentist and doctor's offices.
-  Offer to be a speaker to business groups, service clubs, schools and churches.
-  Send letters.
-  Set up a telephone tree.



2013 Comprehensive Plan: *Neighborhood Element*



Finances

Does every neighborhood association need a treasurer's report and a bank account? It depends on how active the association is, what its goals are, and how much money—if any—it collects. Every association that collects or distributes money should have a treasurer's report. Whether you need a bank account depends on how much money is involved.

Report for the Month of May 2000												
Date	Activity Description	Check #	Receipts		Cash Flow		Expenditures					
			Donations/ Fundraising	Received	Paid Out	Balance	Office Supplies	Printing	Crime Prevention	Clean-Up	Publicity	Misc.
5/1/00	Beginning Balance					\$1,347.86						
4/5/00	Sally Smith locker keys	1022			\$5.10	\$1,342.76						\$5.10
4/5/00	Bob Hoyt (donuts for meeting)	1023			\$10.03	\$1,332.73					\$10.03	
4/5/00	Terry Carr (binoculars)	1024			\$20.00	\$1,312.73					\$133.63	
	Voided Check	1025			\$0.00	1,312.73						
4/5/00	Chery Carr - newsletter copies	1026			\$231.05	\$1,081.68		\$111.38			\$119.67	
4/15/00	Store-It locker rental 1 mo. \$10.00 + onetime fee \$20.83	1027			\$30.83	\$1,050.85						\$30.83
4/20/00	Chery Carr - April newsletter copies	1028			\$246.33	\$804.52		\$246.33				
4/20/00	Deposit: newsletter ad sales		\$305.00	\$305.00		\$1,109.52						
4/24/00	Store-It locker rental	1029			\$10.00	\$1,099.52						
5/31/00	Apr bank maintenance fee				\$10.00	\$1,089.52						\$10.00
			\$305.00					\$357.71			\$263.33	\$45.99
5/31/00	Ending Balance					\$1,089.52						

Bank accounts

Beginning associations probably do not need a bank account. Intermediate associations with stable or growing membership and bigger goals may benefit from having a personal or corporate checking or savings account. Advanced neighborhood associations may benefit from a bank account and may want to file for 501(c)(3) status as a charitable organization.

Personal account or corporate account?

An association can open a bank account with a member's personal Social Security number, or with a tax identification number obtained from the IRS. If the association uses a member's Social Security number, the person whose number is used is liable for paying taxes on the interest income reported by the bank to the IRS. Also, if there is ever a lien against the account holder's assets, the money in the account can be assessed.

2013 Comprehensive Plan: *Neighborhood Element*

Types of accounts

All bank accounts open to individuals are also open to neighborhood associations. Banks usually charge lower fees on checking accounts that maintain a minimum balance, so checking accounts are good for associations that need to make frequent, but not large, withdrawals to pay for expenses. Savings accounts are good for associations that don't need to make withdrawals very often; some also have limited check-writing privileges. Banks may waive service charges to organizations that provide a necessary public service.

Opening an account

To open an account with an organization tax identification number, bring a copy of your association bylaws or the minutes of a meeting. Also bring the names and titles of the members who will be authorized to conduct business for the organization. Personal identification, such as a driver's license, credit cards or a passport, is required to open any type of account. Signature cards must be signed by any member who will be signing on the account.

Associations that register as a charitable organization must provide a copy of the Articles of Incorporation stamped "Filed" by the Arizona Corporation Commission. You will also need the signature of an officer of the corporation or the designated director.

After you have provided the bank with documentation, the bank will provide a card with wording for a resolution to authorize the bank account. The resolution must be adopted by members of the neighborhood association or—in the case of a 501(c)(3)—the board of the charitable organization.








501(c)(3) Status





Benefits and disadvantages

Larger, well-organized groups may want to apply for status as a charitable organization, also known as a 501(c)(3).

Benefits

-  Qualify for grants from government agencies.
-  Qualify for grants from private foundations.
-  Provide tax deductions for your donors' gifts.
-  Receive tax exemptions from federal, state, local, income, property, sales and excise taxes.
-  Provide legal protections for the association's directors and officers.

Disadvantages

-  Must keep detailed financial records.
-  Required to prepare and file an annual report or other periodic report with the state.
-  Must make financial records available to organizations or individuals that contribute funds to the association.
-  Association must not engage in political activities such as campaigning, lobbying, or support of specific candidates for office.

Contact the Arizona Secretary of State and ask for the required materials and supplies for nonprofit incorporation. To apply for recognition by the IRS of exempt status as a 501(c)(3) charitable organization, use IRS Package 1023, Application for Recognition of Exemption. The application must be complete and accompanied by the appropriate user



2013 Comprehensive Plan: *Neighborhood Element*

fee. The organization should also request an employer identification number using Form SS-4, Application for Employer Identification Number, even if the organization does not have any employees.



Leadership: Finding and maintaining it

Part of the job of a neighborhood organizer is to identify and develop neighborhood leaders. People in leadership positions are responsible for coordinating the activities of a group, including activities designed to help the group achieve its goals and those to help members stay together and feel good about working together.

It is important for leaders to involve all group members in the decision-making process and to be sure everyone is heard before the group votes on an action or makes a decision. The qualities of good leaders include flexibility, the desire to listen and consider the opinions of others, the ability to clearly state goals and expectations, and a willingness to acknowledge the contributions and achievements of other people.

The task of recruiting and developing leaders should be an ongoing activity for all members of the neighborhood association. Sometimes leaders are reluctant to share authority or delegate responsibility, but that hurts the group in the long run: eventually these leaders may burn out and no one will be available to replace them. Part of being a good leader is helping others to grow into leadership roles as well.

Develop leaders	Avoid leader burnout
Search for many potential leaders, not just one or two.	Delegate responsibility: match members' personal needs with the needs of the group.
Encourage people to switch tasks and discover their strengths.	Break big jobs into small parts and assign to different people.
Remind members to be open to change: bring in new members and leaders.	Encourage teenagers to get involved in association activities.
Encourage people to communicate in a positive and productive manner.	Focus on goals and achievements, not personalities.



When members disagree

Neighborhood associations, like any group of people, can run into problems with personality conflicts, burnout and leadership issues. When problems occur, encourage open and respectful discussion among association members. One way to avoid conflict is for association leaders to invest time in consensus building before key votes are taken.

2013 Comprehensive Plan: *Neighborhood Element*

Consensus building








Consensus building is a process in which groups of people who disagree are encouraged to share information and negotiate to reach the goals of the association. Each member of the group should be asked for their opinion and each should be willing to accept less than everything they want in order to help the group move toward its goal. A majority vote does not represent a consensus. Instead, the most acceptable alternative for all members should be offered and explained; this approach requires members to be flexible and willing to accept less than everything they might want.



Managing conflict

Some people try to avoid dealing with conflict because it makes them uncomfortable—and some people try to approach conflict as if they were in a battle, determined to win. But it's best to address conflict immediately so it won't damage personal relationships or the association, and many disagreements can be resolved with negotiation. Disagreements among association members can be an opportunity for growth, change and new understanding.

Tips for handling conflict

-  Talk directly to one another, face to face. Direct conversation is more effective than sending a letter or complaining to someone else.
-  Choose the right time to talk. Find a neutral place where you can both talk undisturbed for as long as it takes. Approach the other person and ask if you can set a convenient time to talk.
-  Think about what you want to say ahead of time. State the problem, how it makes you feel, and offer a solution. Don't blame or interpret others' behaviors.
-  Don't blame or call names. If you make the other person angry, they are less likely to be calm with you.
-  Listen to the other person. Give them a chance to tell their side of the story completely. Although you may not agree with what is being said, show that you are listening by saying that you hear what they are saying and are glad that you are discussing the problem together.
-  Negotiate a solution. Ask "What can we do to improve the situation for both of us?" or "What can we do to resolve our differences?"
-  Check back with each other. Ask the other person, "Is this working for you?"

People who cannot resolve serious disagreements on their own may want help from a trained mediator. A mediator is a neutral person who will help neighbors in conflict create their own solution to the problem. For help finding a mediator call the Neighborhood Services Department at (602) 262-3738 and ask to speak to the Neighborhood Specialist assigned to your city council district.

2013 Comprehensive Plan: *Neighborhood Element*



City of Phoenix

Neighborhood Services Department
200 W. Washington St., 4th Floor
Phoenix, Arizona 85003

(602) 262-7344

Esta información está disponible en español.

To receive this information in
alternative print/audio formats, contact
the Neighborhood Services Department
ADA Liaison.
Voice number (602) 495-5459.
TTY (602) 495-0685

2001

2013 Comprehensive Plan: *Neighborhood Element*

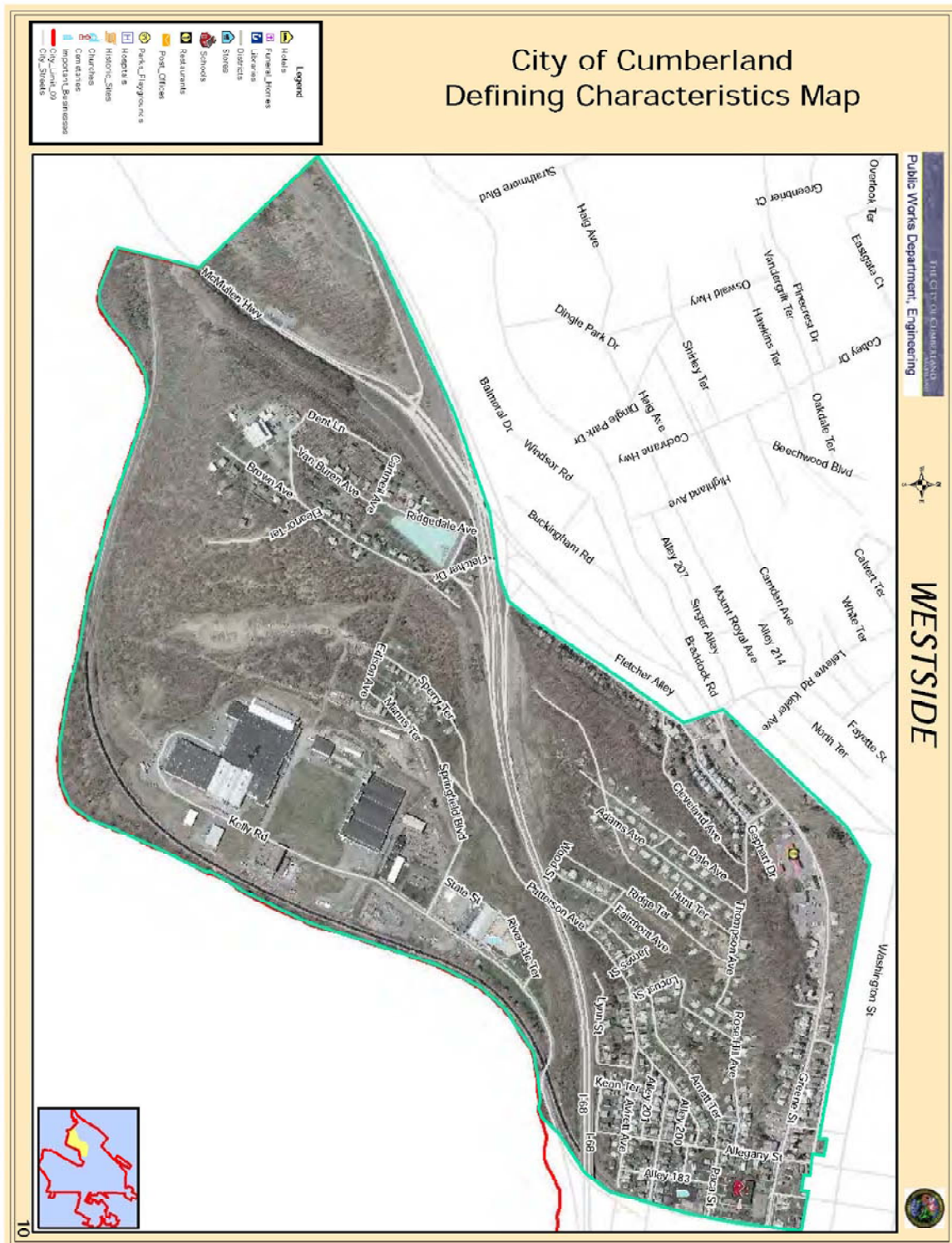
Appendix E

Defining Characteristics Maps for each Neighborhood

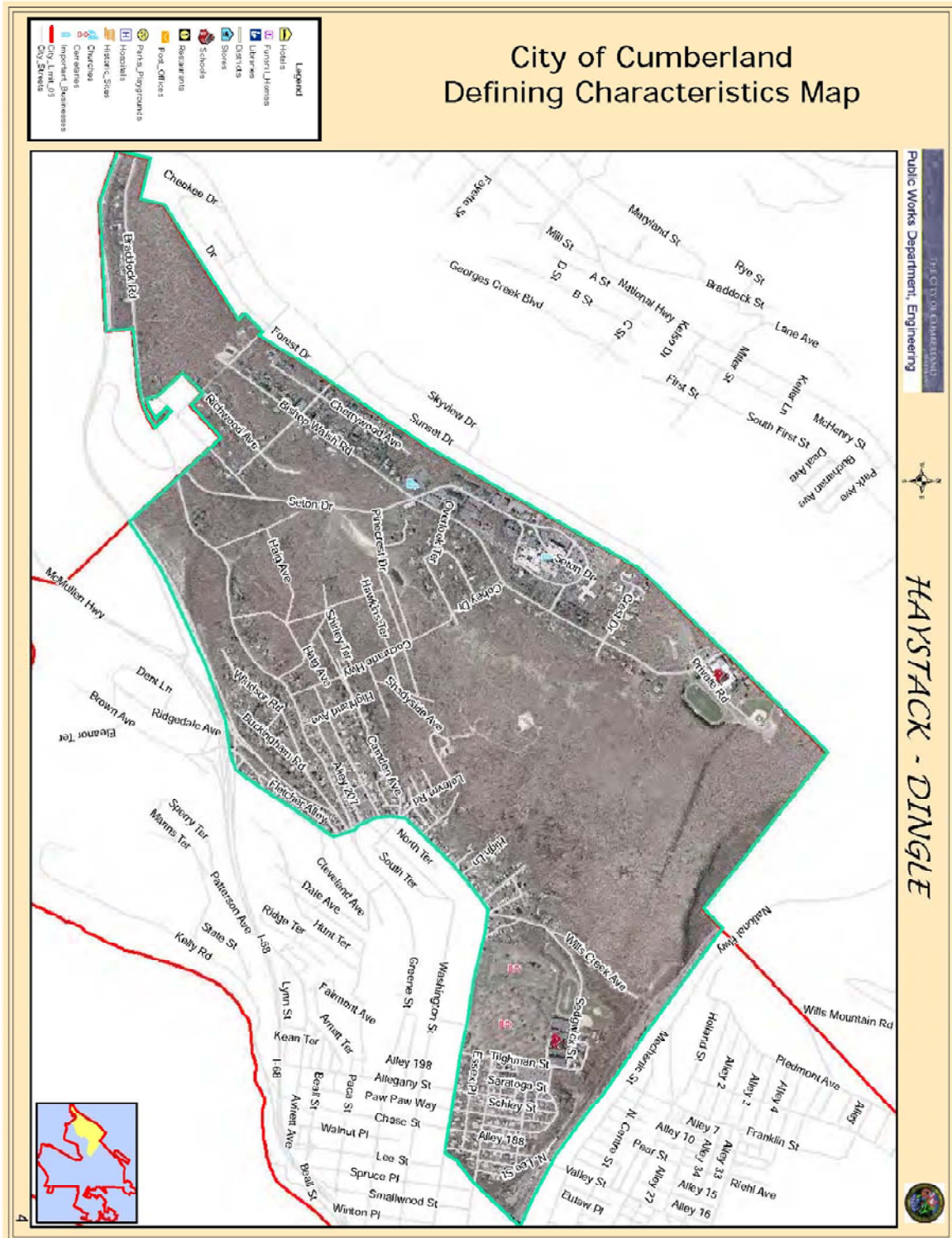
2013 Comprehensive Plan: *Neighborhood Element*



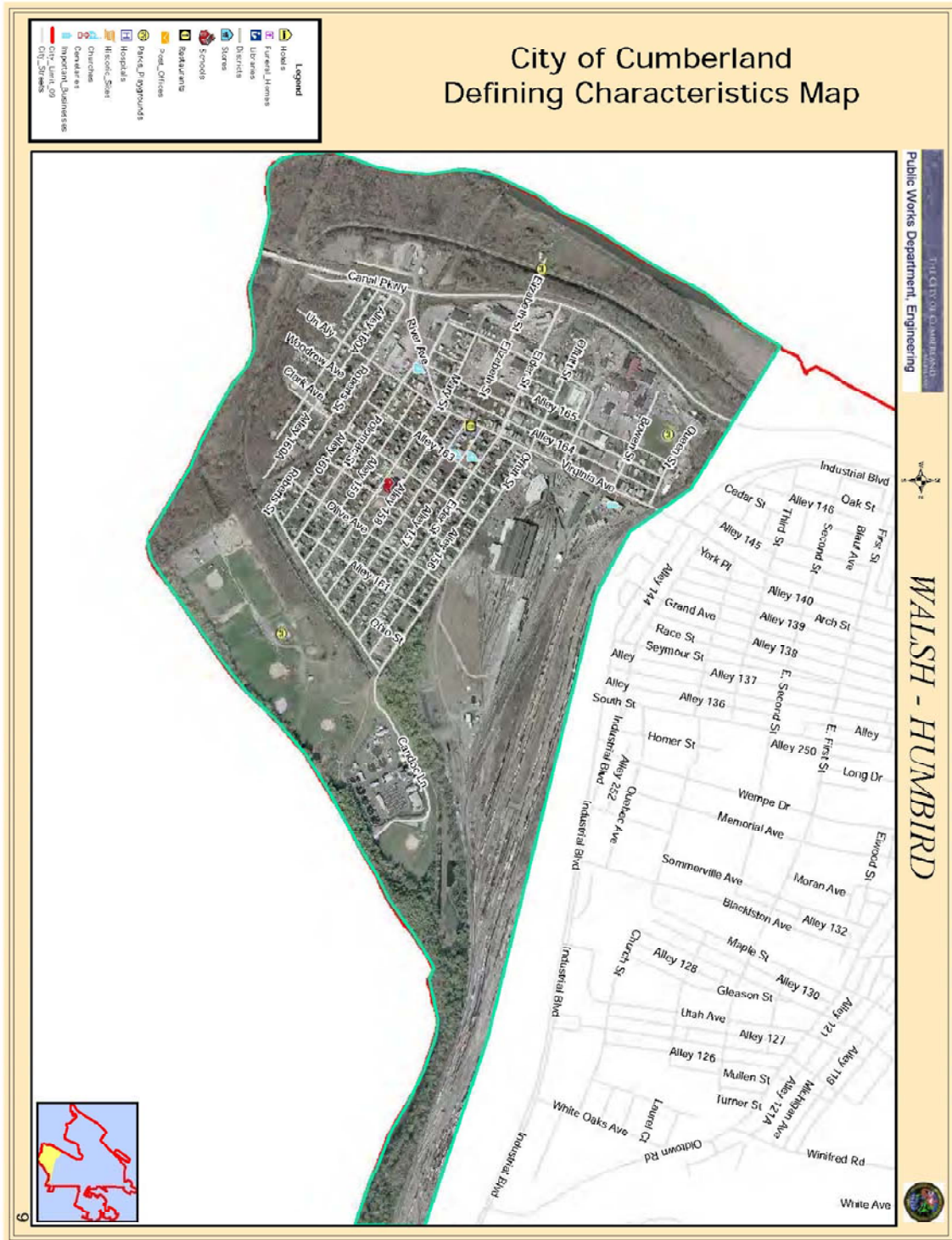
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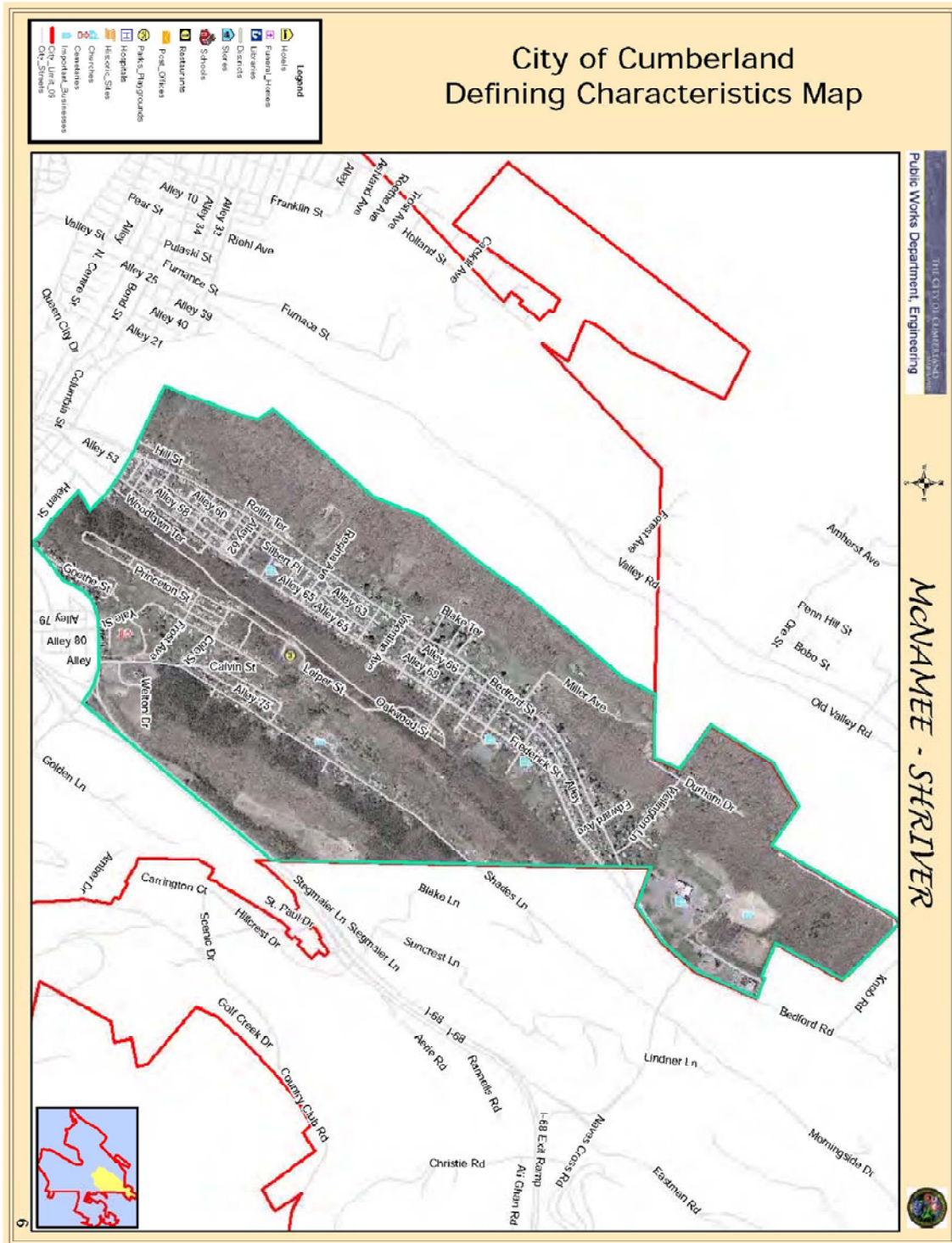
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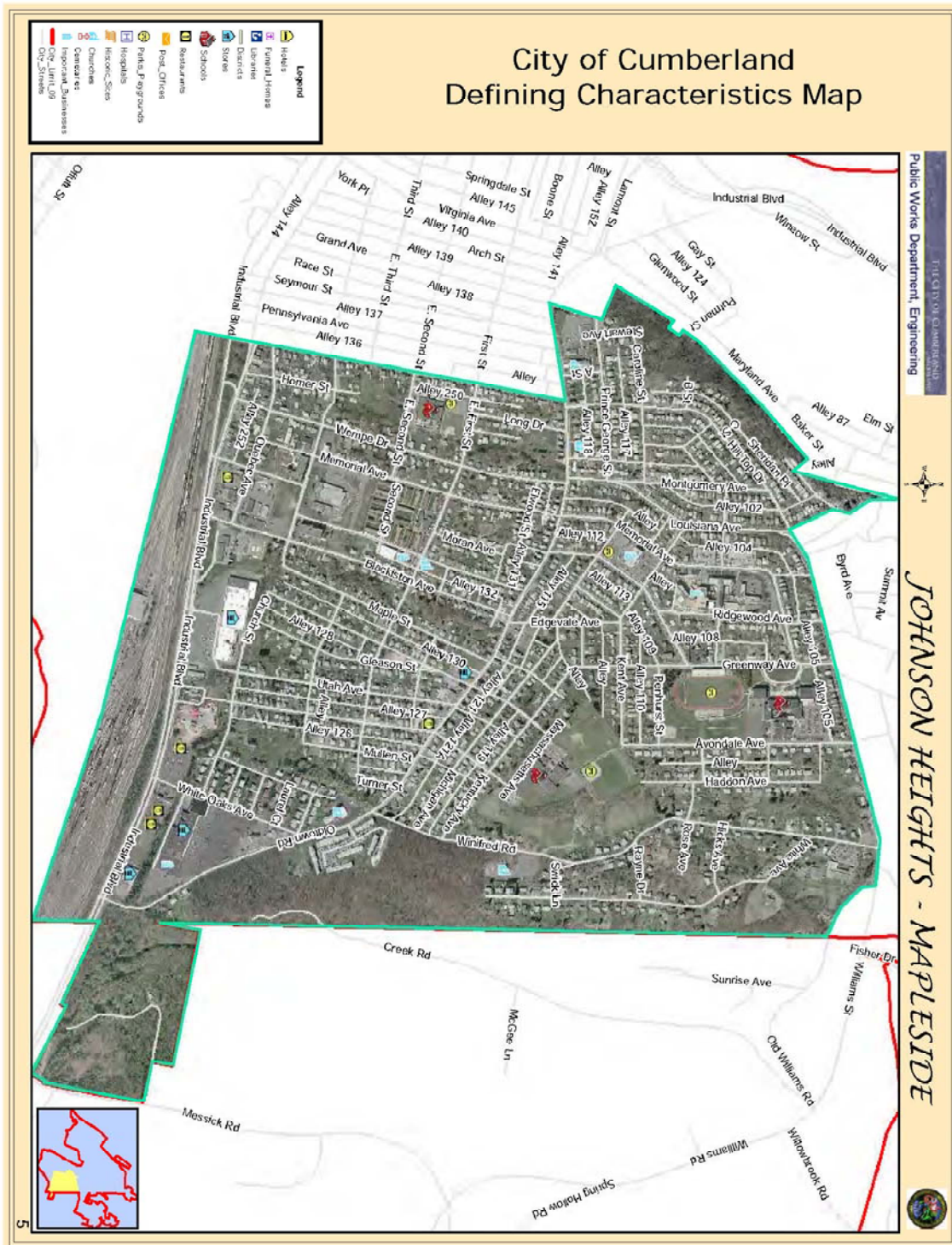
2013 Comprehensive Plan: Neighborhood Element



2013 Comprehensive Plan: Neighborhood Element



2013 Comprehensive Plan: Neighborhood Element



2013 Comprehensive Plan: *Neighborhood Element*

Appendix F

Adoption Resolutions

2013 Comprehensive Plan: *Neighborhood Element*

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 DECEMBER 2011 NEIGHBORHOOD ELEMENT OF THE CITY OF CUMBERLAND'S 2013 COMPREHENSIVE PLAN IN ACCORDANCE WITH THE PROVISIONS OF ARTICLE 66B, REVISED, ANNOTATED CODE OF MARYLAND.

- WHEREAS, Article 66B 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, Section 3.07 (a) of Article 66B of the Annotated Code of Maryland authorizes and empowers Planning Commissions to adopt a Comprehensive Plan as a whole or in successive parts; 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, City staff has prepared and recommended a neighborhood element as the first of two volumes that will collectively comprise the 2013 Comprehensive Plan for the City of Cumberland, the said neighborhood element being set forth in the document titled "2013 Comprehensive Plan: Forging Our Heritage Into Prosperity, Neighborhood Element, Volume 1 of 2, December 2011", an attested copy of which is attached hereto as Exhibit 1, the said document hereinafter being referred to as the "Neighborhood Element"; and
- WHEREAS, The said Neighborhood 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 Planning Commission, said submission having been effected through the Statewide Clearinghouse Process in compliance with Article 66b, Section 3.07 (c) of the Annotated Code of Maryland; and
- Whereas, The purpose of the Neighborhood Element is to provide input to the subsequent City-Wide Element regarding important neighborhood issues and needs that should be addressed by the Comprehensive Plan; and

2013 Comprehensive Plan: *Neighborhood Element*


WHEREAS, The City of Cumberland Planning and Zoning Commission held a public hearing on September 12, 2011 regarding the proposed Neighborhood Element; and

WHEREAS, The Planning Commission has carefully considered the Neighborhood Element and find 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 City of Cumberland Planning and Zoning Commission as follows:

1. The Planning Commission finds, based on public input received to date and in light of the fact that no requests for changes have been made by the Maryland Department of Planning, adjoining planning jurisdictions or affected State agencies, that no additional changes or additions to the Neighborhood Element are warranted at this time; and
2. The Planning Commission approves the Neighborhood 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 as the first volume of the 2013 Comprehensive Plan; and
3. This Resolution and the aforementioned Neighborhood 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 17th DAY OF October,
IN THE YEAR 2011, DULY ATTESTED BY THE SECRETARY OF THE PLANNING COMMISSION.

Attest:


Robert Baldwin
Secretary



Thomas W. Farrell
Chairman

2013 Comprehensive Plan: *Neighborhood Element*

City of Cumberland

- Maryland -

RESOLUTION

NO. R2012 -01

**A RESOLUTION OF THE MAYOR AND CITY COUNCIL OF CUMBERLAND TO ADOPT THE
DECEMBER 2011 NEIGHBORHOOD ELEMENT OF THE CITY OF CUMBERLAND'S 2013
COMPREHENSIVE PLAN IN ACCORDANCE WITH THE PROVISIONS OF ARTICLE 66B, REVISED,
ANNOTATED CODE OF MARYLAND.**

WHEREAS, Article 66B 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, City staff has prepared and recommended a neighborhood element as the first of two volumes that will collectively comprise the 2013 Comprehensive Plan for the City of Cumberland, the said neighborhood element being set forth in the document titled "2013 Comprehensive Plan: Forging Our Heritage Into Prosperity, Neighborhood Element, Volume 1 of 2, December 2011", an attested copy of which is attached hereto as Exhibit 1, the said document hereinafter being referred to as the "Neighborhood Element"; and

WHEREAS, The said Neighborhood 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 Planning Commission, said submission having been effected through the Statewide Clearinghouse Process in compliance with Article 66b, Section 3.07 (c) of the Annotated Code of Maryland; and

FEB 14 2012

2013 Comprehensive Plan: *Neighborhood Element*

Whereas, The purpose of the Neighborhood Element is to provide input to the subsequent City-Wide Element regarding important neighborhood issues and needs that should be addressed by the Comprehensive Plan; and

WHEREAS, Section 3.07 (a) of Article 66B of the Annotated Code of Maryland authorizes and empowers planning commissions to recommend the adoption of comprehensive plans as a whole or in successive parts as well as recommending any amendments to those plans;

WHEREAS, The City of Cumberland Planning and Zoning Commission held a public hearing on September 12, 2011 regarding the proposed Neighborhood Element; and

WHEREAS, The Planning Commission carefully considered the Neighborhood Element and found 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; and

WHEREAS, Consistent with its findings, the Planning Commission passed a Resolution dated October 17, 2011, recommending that the Mayor and City Council adopt the Neighborhood Element; and

WHEREAS, The Mayor and City Council of Cumberland carefully considered the Neighborhood Element and made the same findings the Planning Commission did.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and City Council of Cumberland as follows:


1. The Neighborhood Element together with all text maps and descriptive matter contained therein, annexed thereto and/or made a part thereof; be and is hereby adopted as a part of the 2013 Comprehensive Plan for the City of Cumberland; and

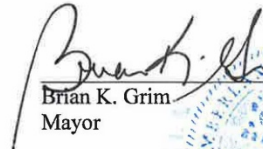
2013 Comprehensive Plan: *Neighborhood Element*


2. That this Resolution shall be certified to the Maryland State Agencies (including, the Maryland 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 14th DAY OF February,
IN THE YEAR 2012 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




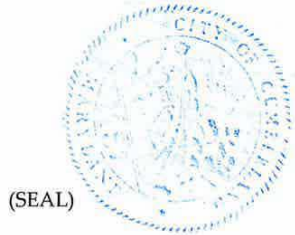
Introduction: December 20, 2011
Public Hearing: January 17, 2012
Enactment: February 14, 2012
Effective Date: February 14, 2012

2013 Comprehensive Plan: *Neighborhood Element*

Certified True Copy

I hereby certify that the attached is a true copy of the December 2011 Neighborhood Element of the City of Cumberland's 2013 Comprehensive Plan approved by the Mayor and City Council of Cumberland during their public meeting held February 14, 2012.

Witness my hand as City Clerk with the Seal of the City of Cumberland hereto affixed this 27th day of February, 2012.



Marjorie A. Eirich, City Clerk

The image shows a handwritten signature in blue ink, which appears to read "Marjorie A. Eirich". The signature is written over a horizontal line.



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

Mayor and Council of the City of Cumberland:

Brian Grim, Mayor
Nicholas Scarpelli, Council Member
David Kauffman, Council Member
Mary Beth Pirolozzi, Council Member (2011-2012)
Harold “Butch” Hendershot, Council Member (2011-2012)
David Caporale, Council Member (2012-)
Nicole Wagoner, Council Member (2012-)

City of Cumberland Municipal Planning Commission:

Tom Farrell, Secretary
Shawn Grove (2011-2012)
Robert D Baldwin (2011-2012)
John B. Gilmore (2011-2012)
Donald Hedrick (2011-2012)
Albert Keener, Chair (2012- 2013)
Mark Fisher, Vice-Chair (2012-)
Lex Merrill (2012-)
Victor Rezendes (2012-)
Nicholas Scarpelli, Ex-Officio (2012-)



City Administrator – Jeff Rhodes

The preparation of this document required extensive assistance and input from a number of key city staff many of whom served on a special Planning Coordination Committee created to oversee the writing of this plan. This plan acknowledges the following staff and non-city officials, each of whom made significant contributions of time and work assistance in the preparation of this plan element:

Planning Coordination Committee:

William “Shannon” Adams, Cumberland Fire Department
Capt. Greg Leake, Cumberland Police Department
Lee Borrer, Community Development Division
David Cox, Building/Zoning Officer
Kathy McKenney, Historic Planner/Preservation Coordinator
Terri Hast, Economic Development Division
Shawn Hershberger, Economic Development Director
Dave Curry, Public Works Operation Manager
John Chapman, Assistant Director of Public Works



Diane Johnson, Director of Parks and Recreation
Raquel Ketterman, Environmental Technician
David Dorsey, Allegany County Planning

Other city staff who contributed to this plan:

Jeff Rhodes, City Administrator
John DiFonzo, Director of Engineering
John DeVault, Engineering Specialist
Rhonda DeVault, Codes Technician
Amy Baker, GIS Technician

Maryland Department of Planning Staff:

David Cotton, Western Maryland Regional Office
Mark Goldstein, Baltimore Office (Census data)

History Advisors & Contributors: (not employees of the city)

Dan Whetzel, Allegany County Public Schools
Joe Weaver, Allegany College of Maryland History Professor
James Rada, Author & Contributor to the Cumberland Times-News
Steve Colby, Member, Cumberland Historic Preservation Commission
Al Feldstein, Maryland Department of Planning – Western Maryland Regional Office

Primary published/printed sources of background and historical information used/cited in this plan:

The History of Cumberland, William H. Lowdermilk, 1878
Allegany County – A History, Stegmaier, Dean, Kershaw, & Wiseman, 1976
A Photographic History of Downtown Cumberland, Maryland, Dan Whetzel, 2005
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U.S. Census of Population and Housing, U.S. Census Bureau & American Community Survey
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2004 Cumberland Comprehensive Plan, Wallace Roberts and Todd, LLC
Cumberland Trails and Bikeway Master Plan, Whitney, Bailey, Cox, & Magnani, LLC, 2008
2009 Comprehensive Plan Update, City of Cumberland, 2009
City of Cumberland National Register of Historic Places nominations for various neighborhoods
Herman and Stacia Miller Photo Collection, courtesy of the City of Cumberland
Albert and Angela Feldstein Collection

Cumberland Planning Commission Public Hearing – October 21, 2013

Mayor and City Council Public Hearing – December 3, 2013

Adopted by the Mayor and City Council – December 17, 2013

First printing – January 2014

Revisions: January 2016 (Economic Development & Revitalization Chapter)



Table of Contents

- I. Introduction 1
 - A. Legislative Framework 2
 - B. Purpose of the Plan 4
 - C. Overall Plan Vision 4
- II. Demographics 7
 - A. Historic Population/Household Trends & Characteristics 8
 - B. Employment/Economic Trends & Patterns 14
 - C. Projections 17
- III. Natural & Historic Resources 19
 - A. Sensitive Resources & Habitat Areas 20
 - B. Agricultural, Forest, and Mineral Resources 25
 - C. Historic Resources 27
- IV. Water Resources 31
 - A. Water Supplies 31
 - 1. Treatment Facilities 33
 - 2. Distribution System 33
 - 3. Analysis of Demand Trends 35
 - 4. Improvement/Expansion Plans & Needs 38
 - 5. Service Capacity Analysis 39
 - B. Wastewater Treatment & Disposal 40
 - 1. Wastewater Collection System 40
 - 2. Sewer Treatment Facilities 42
 - 3. Analysis of Current Flow Trends 43
 - 4. Improvement/Expansion Plans & Needs 43
 - 5. Service Capacity Analysis 45
 - C. Stormwater Management 47
 - 1. Receiving Waters 48
 - 2. Estimated Flows/Discharges 48
 - 3. Water Quality Management Issues 49
- V. Community Facilities & Services 53
 - A. Police Department 53
 - 1. Service Standards & Needs 54
 - 2. Future Growth Needs 57
 - B. Fire & Emergency Medical 57
 - 1. Service Standards & Needs 58
 - 2. Future Growth Needs 59
 - C. Schools 60
 - 1. Service Standards & Needs 61
 - 2. Future Growth Needs 61

D.	Parks & Recreation.....	62
1.	Service Standards & Needs	67
2.	Future Growth Needs	69
E.	Libraries.....	69
1.	Service Standards & Needs	70
2.	Future Growth Needs	72
F.	Municipal Financing Strategies	72
VI.	Transportation	77
A.	Transportation Facility Inventory.....	77
B.	Roadway Network.....	77
C.	Bridges	86
D.	Pedestrian Facilities	86
E.	Bicycling Facilities.....	88
F.	Parking	90
G.	Transit Services	94
H.	Rail Transportation Services	96
1.	Freight	96
2.	Passenger/Transit	98
I.	Air Transportation Facilities.....	99
J.	Multi-Modal Facilities	101
VII.	Housing	105
A.	Housing Characteristics.....	105
B.	Household & Occupancy Trends.....	110
C.	Housing Affordability	113
D.	Housing Programs	115
E.	Neighborhood Nuisance Abatement (Code Enforcement).....	116
F.	Future Housing Needs.....	118
VIII.	Economic Development & Revitalization	123
A.	Overview	123
B.	Historic Economic Trends & Evolution.....	124
C.	Current Economy	125
1.	Economic Base	125
2.	Employment/Wage Characteristics & Trends.....	127
D.	Economic Initiatives	128
1.	Incentive/Support Programs & Resources.....	129
2.	Revitalization & Redevelopment Projects	131
E.	Economic Development Goals/Strategies	135
IX.	Municipal Growth	137
A.	Existing Land Use	138
B.	Future Development Needs.....	141
C.	Development Capacity Analysis.....	142
D.	Future Land Use	144

E.	Annexation Plan	150
F.	Sensitive Areas Impacts	155
G.	Rural Buffers & Transition Areas.....	157
H.	Plan Implementation	158
X.	Appendices	165

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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 an 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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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	% OF		OTHER			
	WHITE	TOTAL	BLACK	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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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).

2013 Comprehensive Plan: City-Wide Element#

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).

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: 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

2013 Comprehensive Plan: City-Wide Element#

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.

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.



North Branch of the Potomac River

A. Sensitive Resources & Habitat Areas

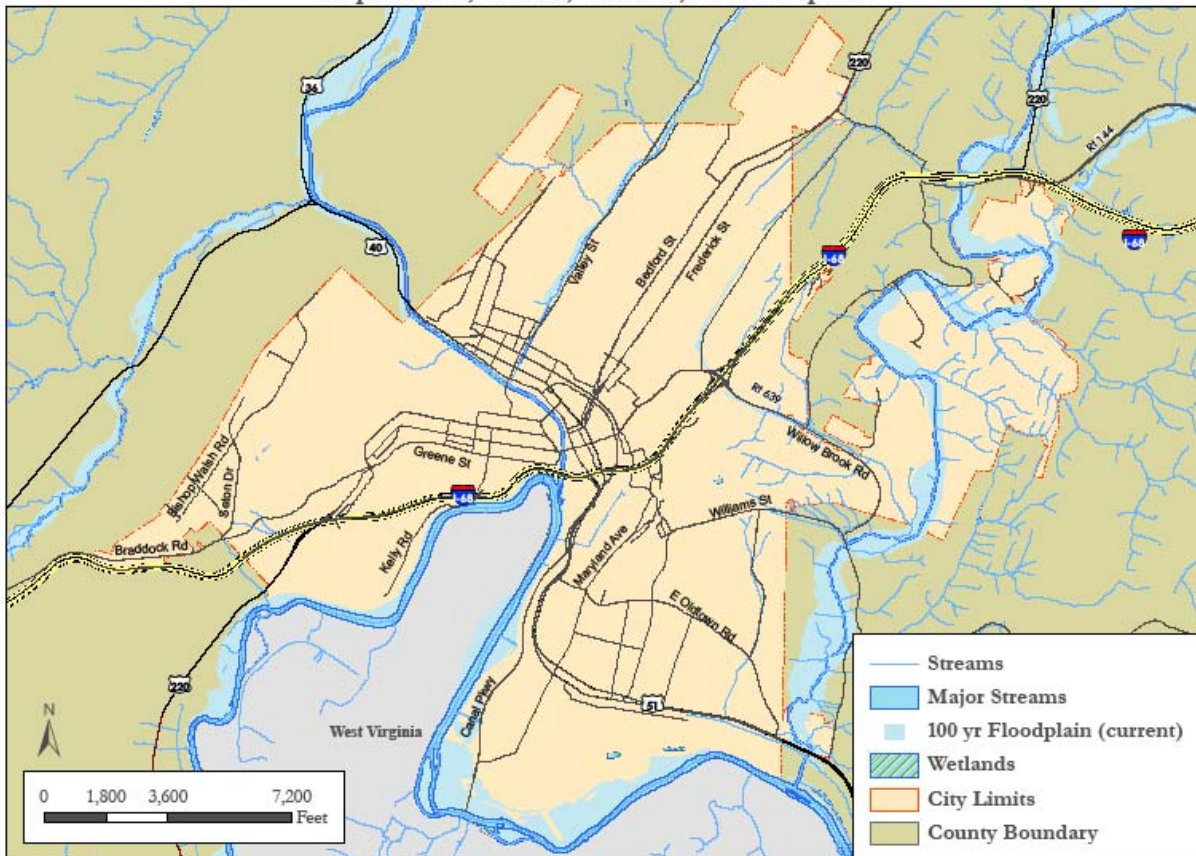
Under The Land Use Article of the Annotated Code of Maryland, a municipal Comprehensive Plan must consider measures to protect environmentally sensitive areas that could be impacted by planned development within the city and its municipal growth area. Maryland law directs that this assessment should 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

2013 Comprehensive Plan: City-Wide Element#

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 floodplains 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

2013 Comprehensive Plan: City-Wide Element#

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.

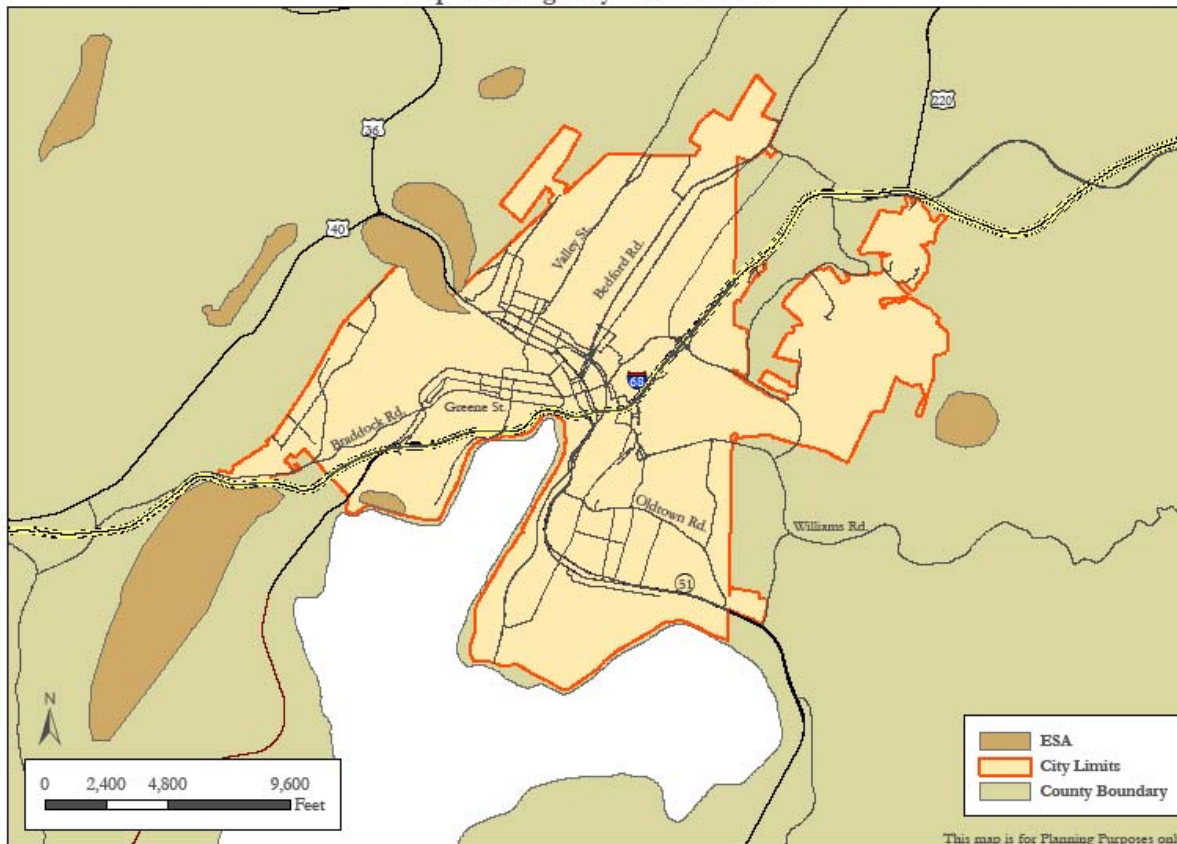
With regard to threatened and endangered species habitats, the city contacted the MD Department of Natural Resources (DNR) to access data from their Ecologically Sensitive Areas (ESA) database. This database contains information on known rare and endangered species habitats as well as potential habitat 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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

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.



Maryland's Allegheny Mountain Ridgelines

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

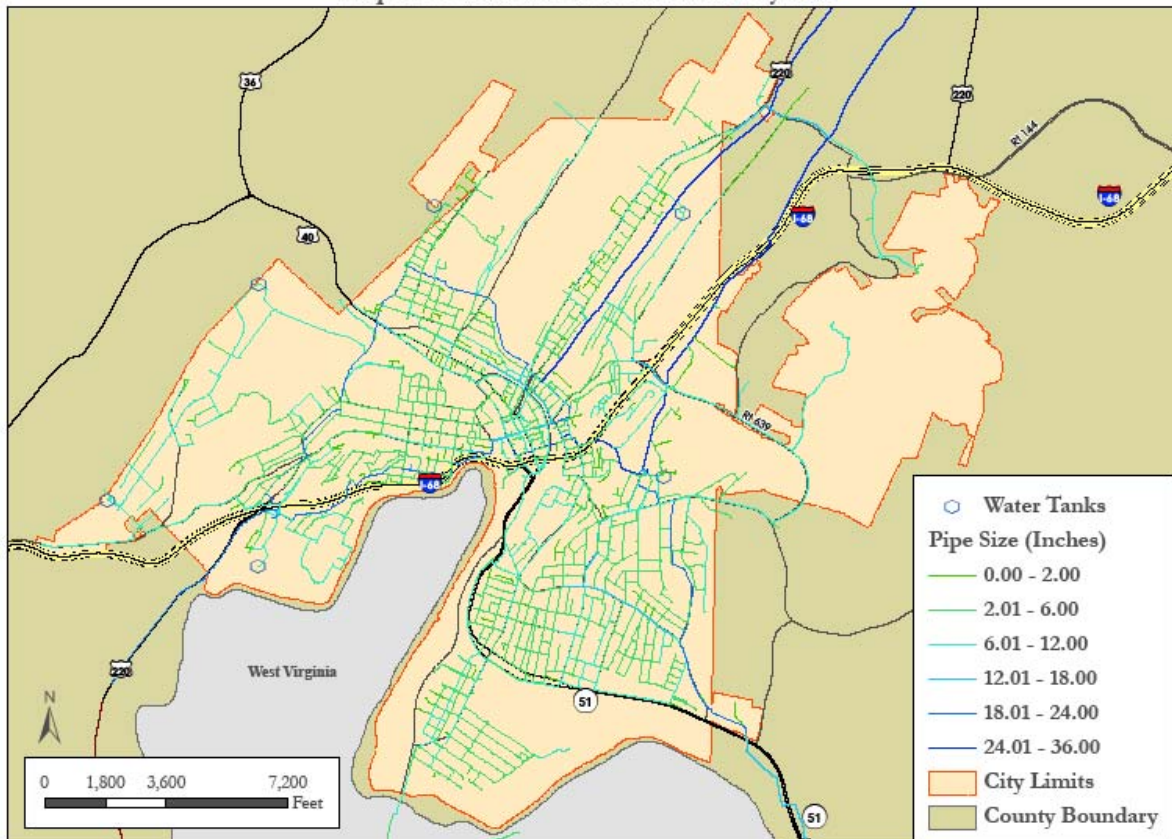
2013 Comprehensive Plan: City-Wide Element#

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



2013 Comprehensive Plan: City-Wide Element#

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 Cependale, 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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

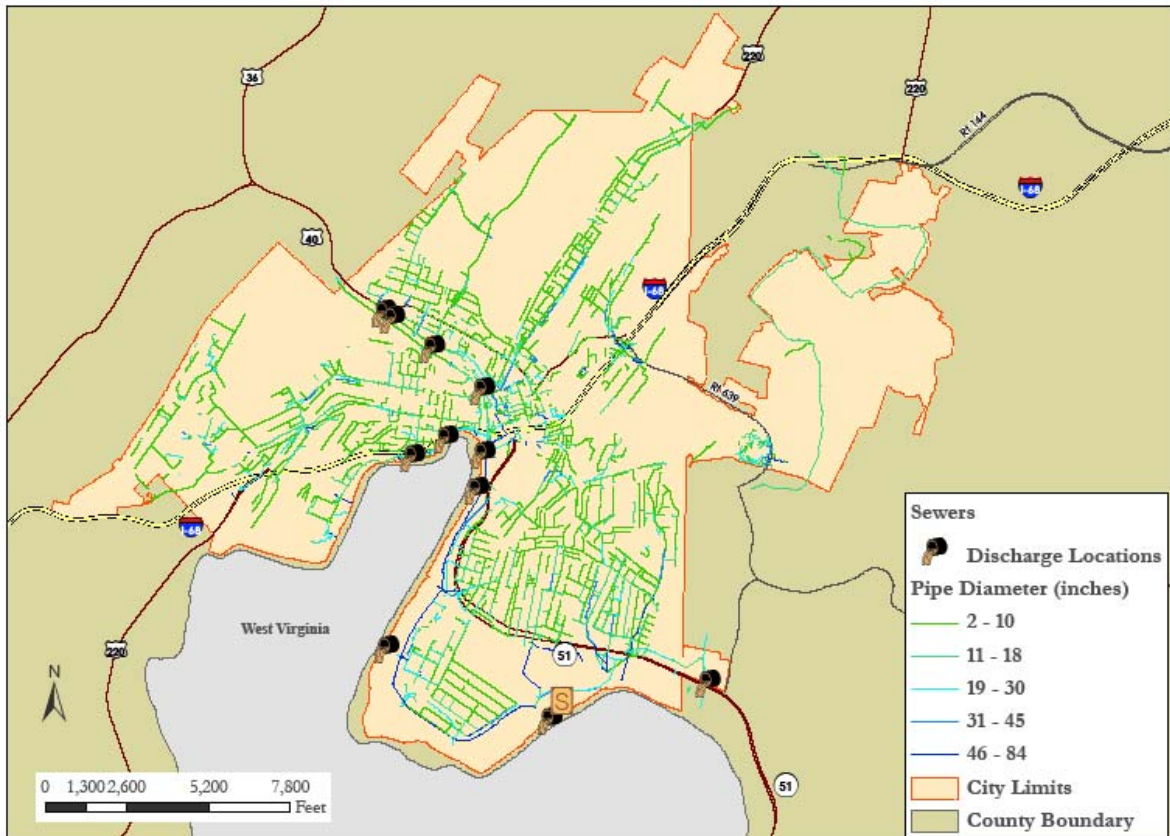
Many of the existing lines are old and in need of replacement. Line replacements are routinely undertaken in conjunction with major road projects, such as the Maryland Avenue and Virginia Avenue street improvement projects, and as breaks occur. No other major or neighborhood-specific improvement needs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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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):

2013 Comprehensive Plan: City-Wide Element#

- 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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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,

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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	<i>Urban Plaza</i> - 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	<i>Urban Plaza</i> - (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	<i>Urban Plaza</i> - 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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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 Nemaquin 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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

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



Washington Street Library

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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 and 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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

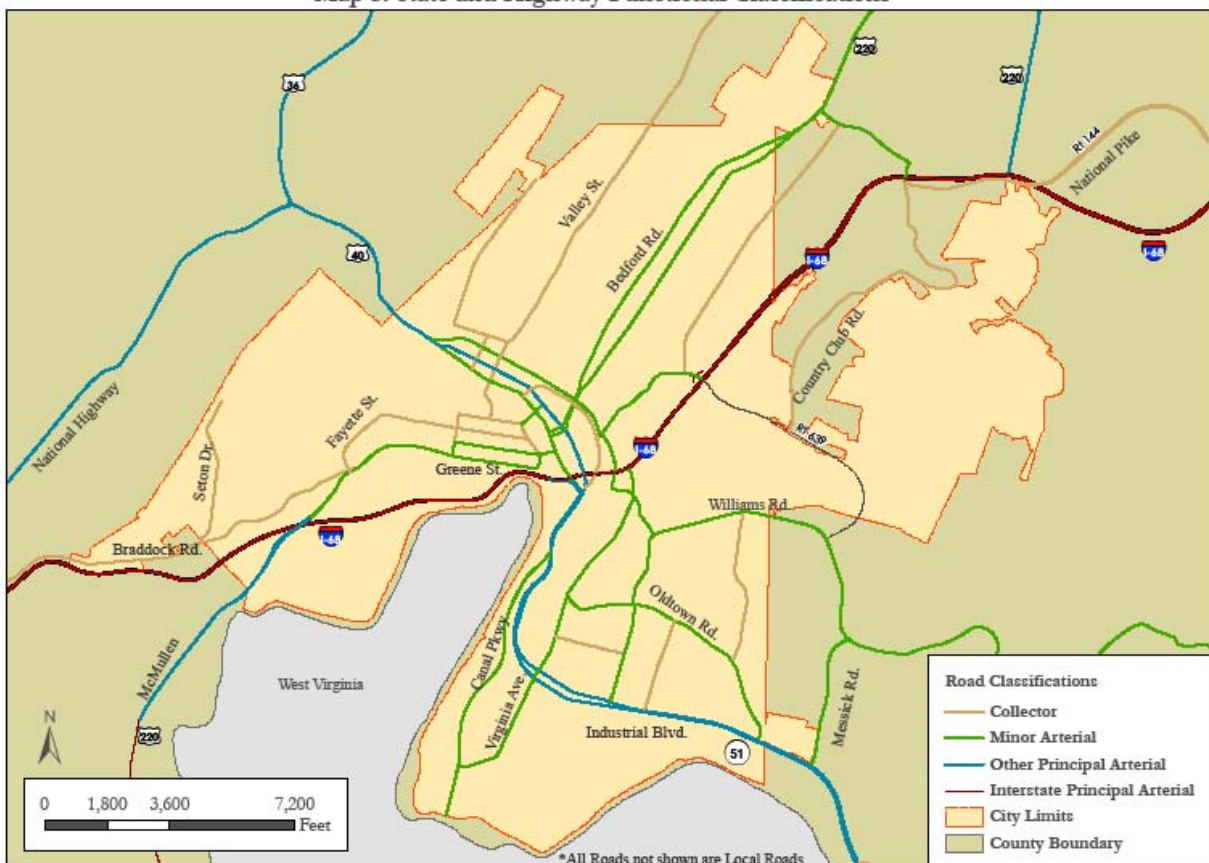
The relative hierarchy of streets and highways is determined by a system commonly known as "Functional Classification." Through this system, streets are grouped into classes or categories based on the type of transportation service they typically provide. These classifications are defined by the Federal 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:

2013 Comprehensive Plan: City-Wide Element#

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



2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

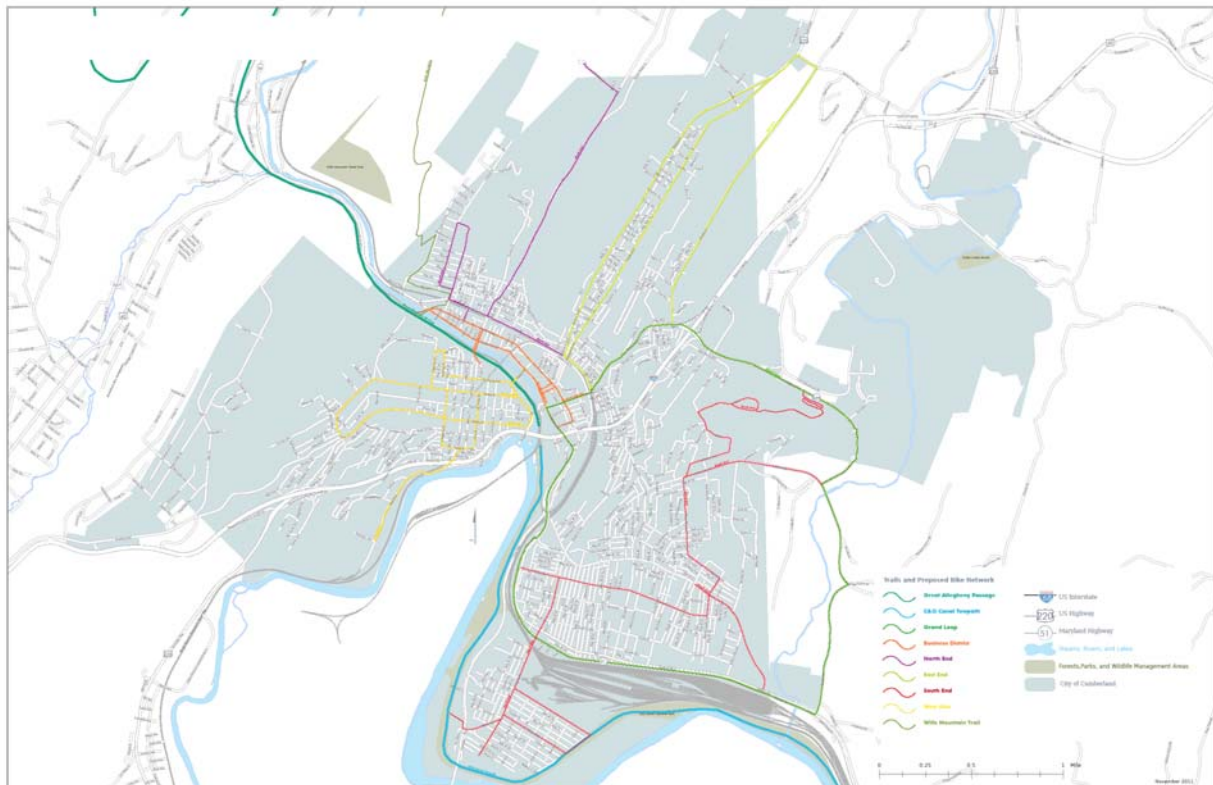
The terminus point for the C & O Canal Towpath Trail in front of the Western Maryland Scenic Railroad station also serves as the zero mile marker for the Great Allegheny Passage Trail, which (when completed in or around June 2013) will travel roughly 150 miles through the Allegheny Mountains to downtown 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

2013 Comprehensive Plan: City-Wide Element#

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,

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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 (PVRTA), 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. PVRTA charges an extra fee for each such deviation from the predetermined bus route.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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,

2013 Comprehensive Plan: City-Wide Element#

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,

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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 PVRTA 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:

2013 Comprehensive Plan: City-Wide Element#

- 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

2013 Comprehensive Plan: City-Wide Element#

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)	MANUFACTURED 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.

2013 Comprehensive Plan: City-Wide Element#

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

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

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

2013 Comprehensive Plan: City-Wide Element#

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



North Mechanic Street Home

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.

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*

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

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



Fort Cumberland housing complex

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

2013 Comprehensive Plan: City-Wide Element#

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):

	NUMBER OF	OCCUPIED UNITS	VACANT	VACANCY
YEAR	HOUSING UNITS	(# OF HOUSEHOLDS)	HOUSING UNITS	RATE (%)
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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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).

2013 Comprehensive Plan: City-Wide Element#

- 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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

- **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 to \$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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

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 remainder 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—



Townhome Redevelopment on Decatur Street

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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 pursue 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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

- **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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

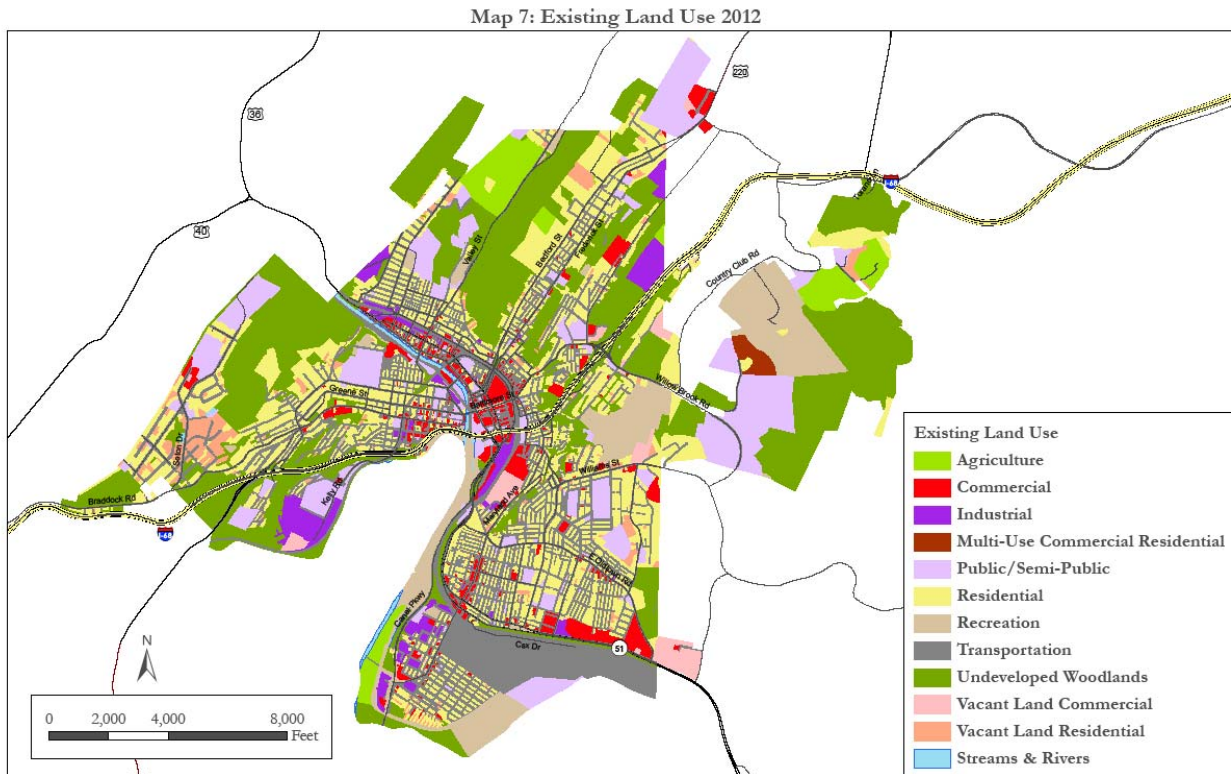
GOALS

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.**

2013 Comprehensive Plan: City-Wide Element#

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.



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.

2013 Comprehensive Plan: City-Wide Element#

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

Land Use	Estimated Acreage		% Of Total Acres	
	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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

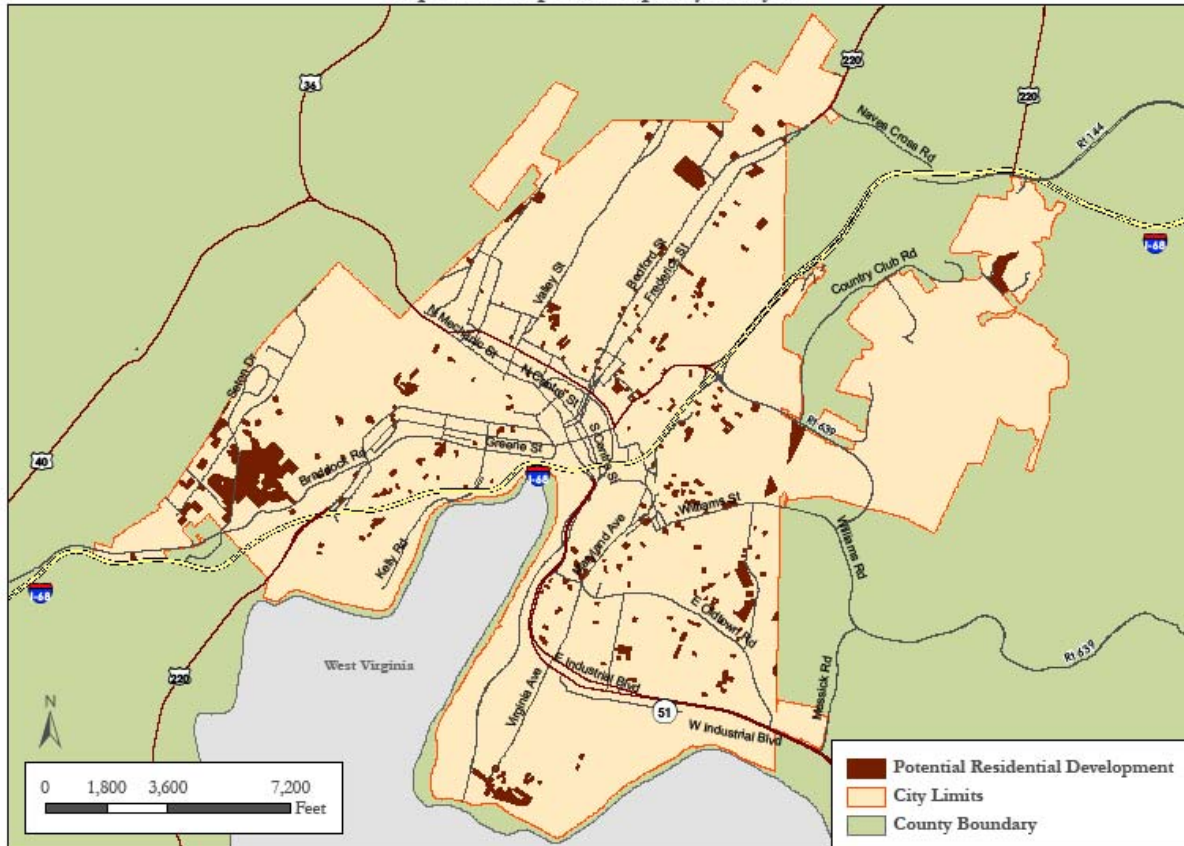
The resulting map of potential future residential development opportunities that emerged from the city’s analysis is presented in Map 8 below. This map illustrates that most of the future residential development potential is concentrated on the city’s west side and more specifically within the Haystack/Dingle 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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.



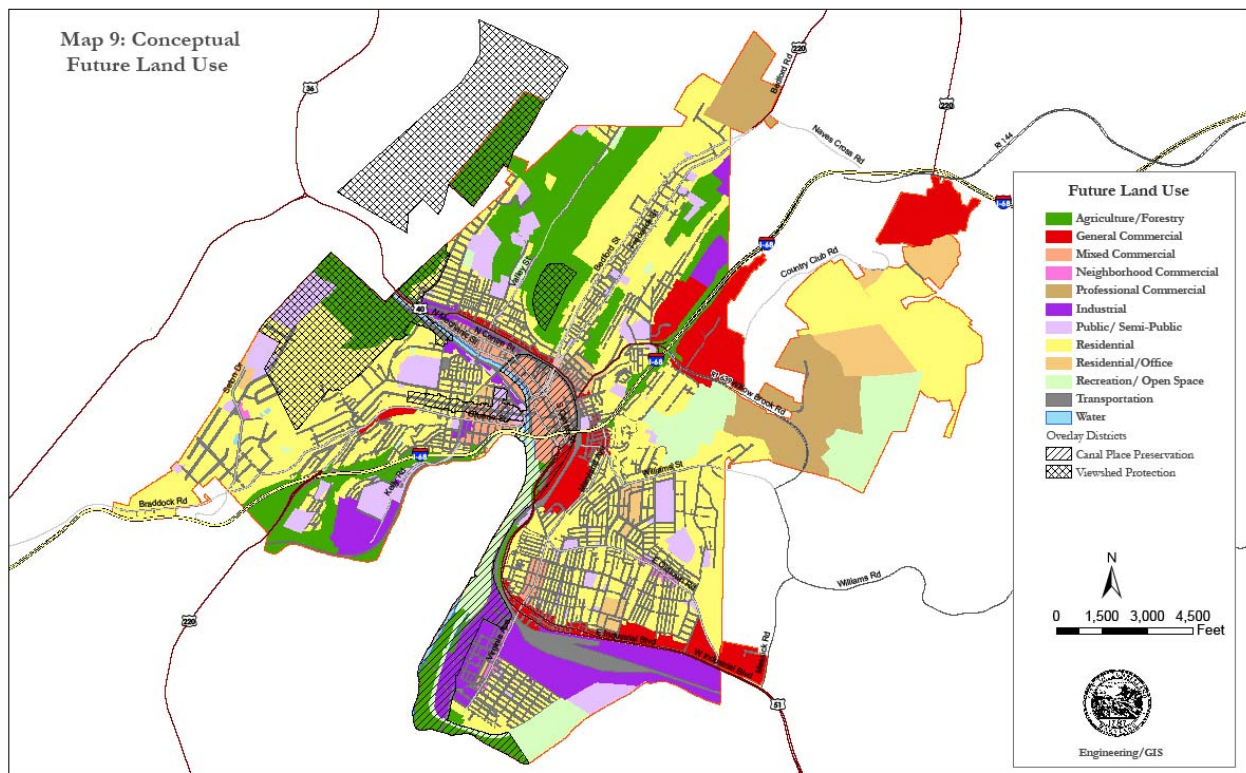
The new Western Maryland Regional Hospital

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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-

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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.

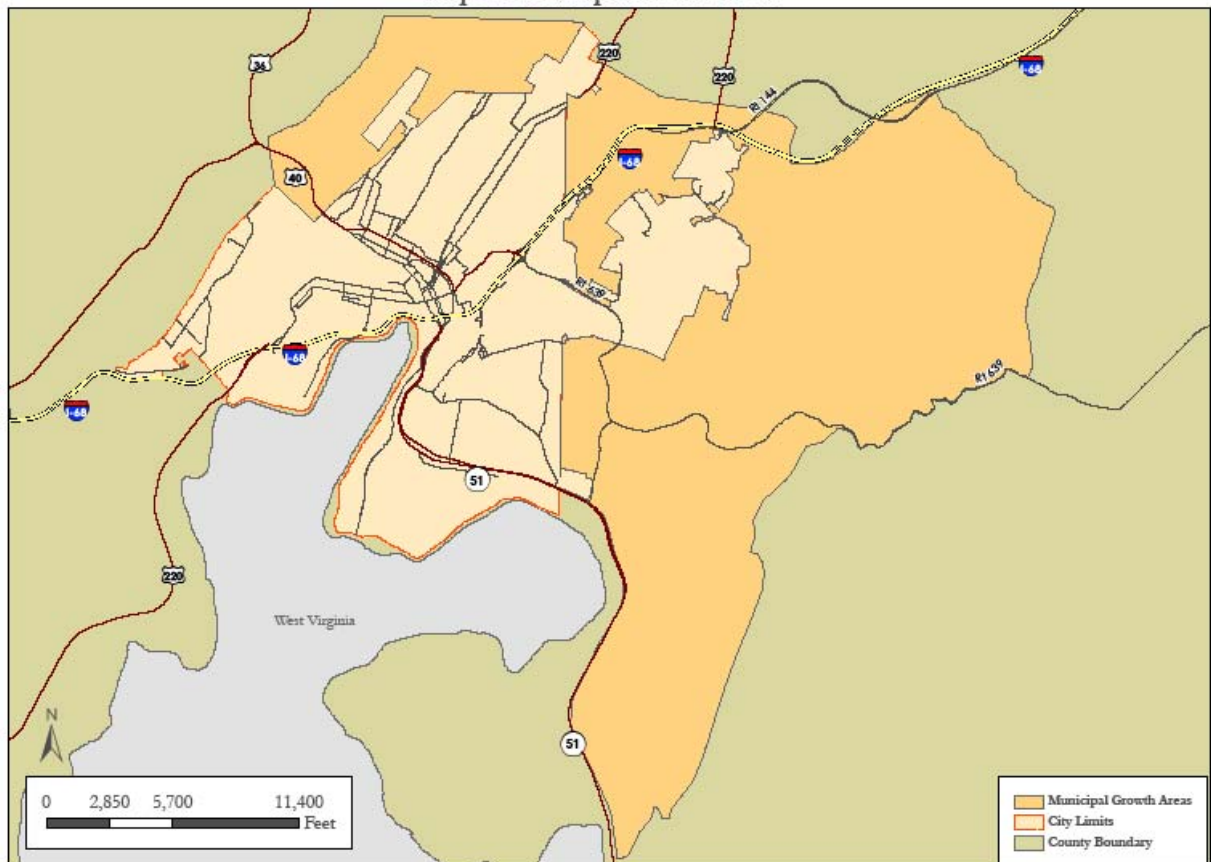
Another factor that complicates the city's ability to project how much development will occur within the designated future growth area is the prevalence of steep slope, floodplain, and wetland constraints to development. As noted throughout this plan, these environmental constraints to development compromise—to 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

2013 Comprehensive Plan: City-Wide Element#

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



2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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).

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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:

2013 Comprehensive Plan: City-Wide Element#

- 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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

- 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,

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

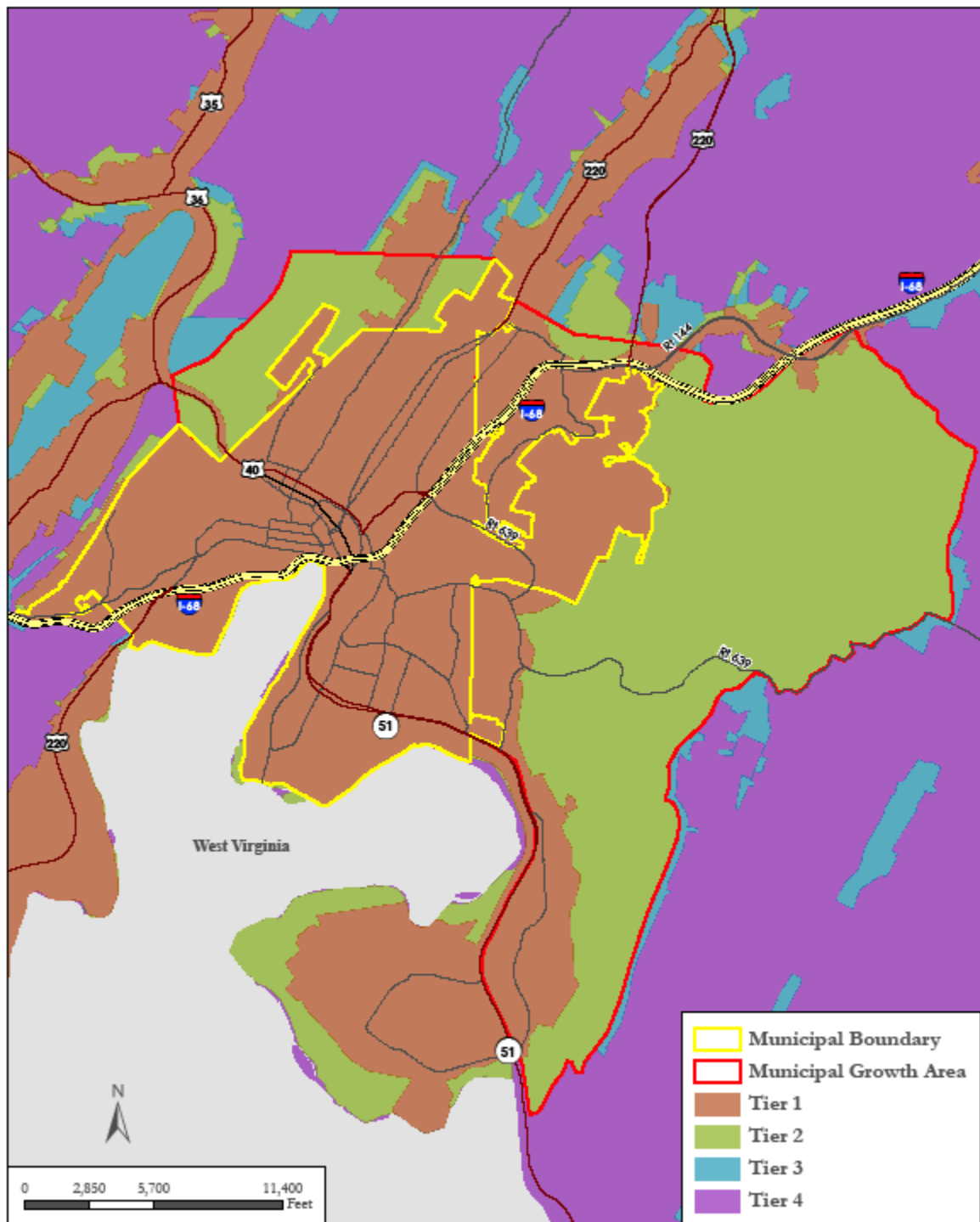
- 5.9.3. Rezone the Cumberland Country Club property to Office-Residential to improve zoning consistency in the Willowbrook Road Corridor and to better reflect actual development potential. This property was zoned “Conservation” when it was annexed to ensure consistency with the applicable county zoning 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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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.

2013 Comprehensive Plan: City-Wide Element#

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 rationale 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

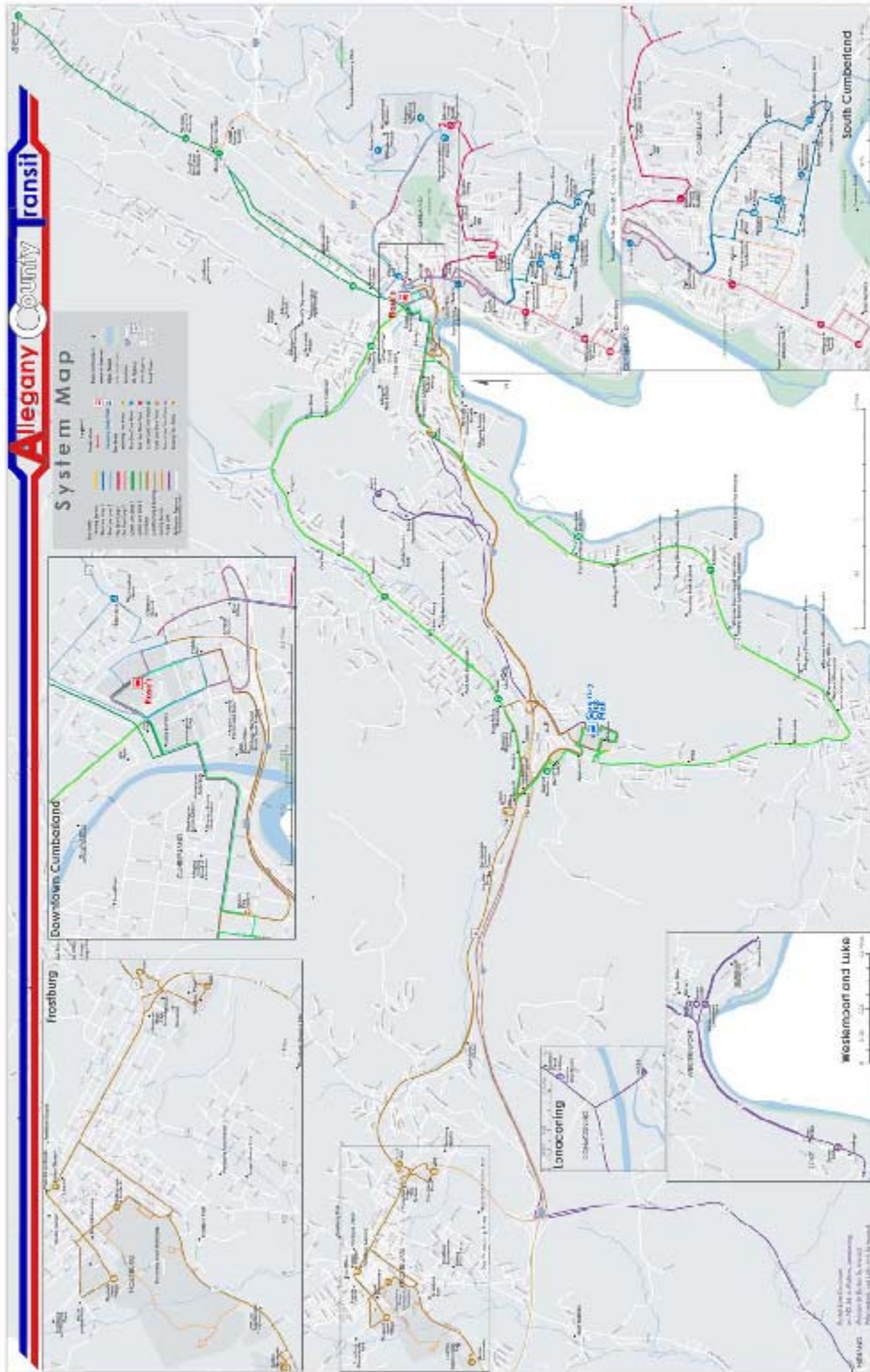
2013 Comprehensive Plan: City-Wide Element#

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
Allegheny Transit System Bus Route Map

2013 Comprehensive Plan: City-Wide Element#



Appendix D
Cooperative Economic Development Agreement Fact Sheet



CDFS-1561-08

Industry Attraction Series

Cooperative Economic Development Agreements

David Civittolo

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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

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- 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

Cooperative Economic Development Agreements—page 2

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>

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Keith L. Smith, Ph.D., Associate Vice President for Agricultural Administration and Director, Ohio State University Extension

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**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

2013 Comprehensive Plan: City-Wide Element#

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.

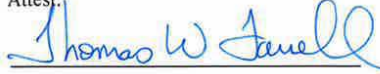
NOW, THEREFORE, BE IT RESOLVED by a majority vote of the Planning Commission as follows:

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.

2013 Comprehensive Plan: City-Wide Element#

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

DEC 17 2013

2013 Comprehensive Plan: City-Wide Element#

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.

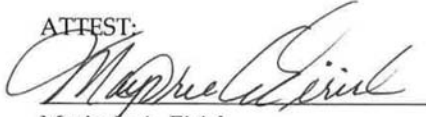
NOW, THEREFORE, BE IT RESOLVED by the Mayor and City Council of Cumberland as follows:

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.

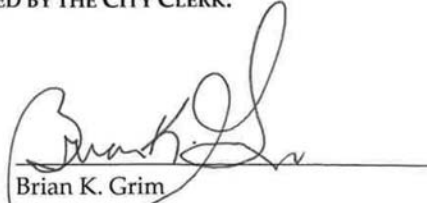
2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

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

2013 Comprehensive Plan: City-Wide Element#

- 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.

2013 Comprehensive Plan: City-Wide Element#

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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2013 Comprehensive Plan: City-Wide Element#

- 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.

2013 Comprehensive Plan: City-Wide Element#

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