2011 Frostburg COMPREHENSIVE PLAN

The Frostburg Plan

ADOPTED AUGUST 18, 2011 - CITY RESOLUTION 2011-33

W. Robert Flanigan, Mayor
Brian Alderton, Commissioner of Water, Parks and Recreation
Dennis M. Bridges, Commissioner of Public Works
Donald L. Carter, Jr., Commissioner of Finance
Walter P. Mackay, Commissioner of Public Safety

The 2011 Frostburg Plan represents a partnership with the Appalachian Regional Commission and the Maryland Community Development Block Grant Program under the Sustainable Communities Initiative Program, administered by the Maryland Department of Planning and the Maryland Department of Housing and Community Development, which agencies provided funding for professional engineering and planning assistance.

2011 Frostburg Planning Commission
Michael W. Shay, Chairman
Raymond C. Rase, Commissioner
Donald J. Sine, Commissioner
Conrad C. Best, Commissioner
Karen Krogh, Commissioner
Robert Moore III, Commissioner
Arthur T. Bond, Ex Officio Commissioner

Essential planning and engineering assistance was provided by the firm Davis, Bowen and Friedel, Salisbury, MD, Jerry Friedel, Principal; and Tim Bourcier, Senior Planner for DB&F, later principal of MPG Urban Planning Services.

The City expresses special thanks to the following for their key contributions over the many years that this plan was developed: Jim Cotton, Mayor and Ex Officio Member of the Planning Commission, 2004-2008; Jack Riley, previous Planning Commission chair, 2000-2008, Megan Clark, 2004 Community Development Intern; Joe Rogers, Community Development Planner, 2008-2011; Lois Deasy, University Neighbors and Kathy Powell, FSU liaison with University Neighbors, in addition to dozens of citizens who provided input and data to make this Plan a better document.

Finally, the City owes a debt to the work of Mrs. Elizabeth Van Newkirk. Betty's incredible understanding of the people and properties of historic Frostburg is reflected throughout the Plan by reference to Mrs. Van Newkirk's many writings and colloquies. As the City approaches the 200th anniversary of its founding, her dedication to research and scholarship is an inspiration to all.

RESOLUTION 2011 – 33

A RESOLUTION OF THE MAYOR AND CITY COUNCIL OF THE CITY OF FROSTBURG, ACCEPTING THE FROSTBURG PLANNING COMMISSION'S RECOMMENDATION AND ADOPTING THE 2011 UPDATE TO THE FROSTBURG COMPREHENISVE PLAN FOR THE PLANNING PERIOD FISCAL YEAR 2011 THROUGH FISCAL YEAR 2017.

WHEREAS: City of Frostburg ("City") has since 1964 provided a planned community pursuant to the provisions of Article 66B of the Annotated Code of Maryland; and

WHEREAS: The Frostburg Planning Commission (Commission") has collaborated with the City's Community Development staff, several University interns, professional consultants including Davis, Bowen, and Friedel, Inc., MPG Urban Planning Services, and S&S Planning and Design LLC, to complete a 2011 update to the 1995 Frostburg Plan, including complying with State legislation passed since 2006 mandating new plan elements and adding new State planning goals; and

WHEREAS: The Commission has held four hearing including an advertised public hearing and held the record open for public comment between May 25, 2011 and July 13 2011, and has received and considered State and local government comments pursuant to State law; and

WHEREAS, the Commission recommended by their Resolution 1-2011 of July 13, 2011, that the Mayor and Council adopt the 2011 Frostburg Plan as the official comprehensive plan for the City of Frostburg.

NOW, THEREFORE BE IT RESOLVED, that the Frostburg Mayor & City Council do hereby approve and adopt a new comprehensive plan for the City of Frostburg entitled the 2011 Frostburg Plan as recommended by resolution of the Frostburg Planning Commission on July 13, 2011.

Adopted this 18th day of August, 2011

MAYOR AND CITY COUNCIL OF FROSTBURG

BY _____
W. Robert Flanigan, Mayor

Attest:

_____
John R. Kirby, Jr., City Administrator

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PART I - INTRODUCTION

Guiding Principles, Standards, and Policies

This Plan represents an opportunity to review the tension between past successes and current challenges; to determine a balance between new development, renovation, preservation, and conservation; to balance Main Street progress with economic opportunities in University frontage corridors and gateway opportunity areas; while introducing new means of protecting sensitive lands and improving stream health; and continuing to provide a broad range of housing choices for both students, working residents, and seniors. If this can be done, the City will enhance its quality of life and grow its current reputation from that of a desirable 'destination' spot in Mountain Maryland to general recognition of Frostburg as the leading community in its region.

The Frostburg Plan is to be used to identify direction for changes to City ordinances needed to facilitate desirable outcomes, and to provide guidance to elected officials and staff in their daily activities that relate to development and land use; so that when projects or programs are brought forward, the ordinances operate…or official decisions are made…in a manner that is consistent with the Comprehensive Plan.

The framework for this Plan is based first of all on Maryland authorizing legislation, Article 66B of the Annotated Code of Maryland. This Plan is intended to be consistent with the principals and requirements of this Article and to further comply with all State laws regulating land use in Maryland. In addition, the City intends to have satisfactorily incorporated Maryland Department of Planning comments received during Article 66B review into this Plan, as well as the parallel Allegany County comments received.

Beyond Article 66B, the City has prepared this Plan by reference to other related State of Maryland planning initiatives and legislation, beginning with Smart Growth planning principles. This nearly 20-year old State initiative has recently been enhanced by legislation moving toward a consistent State-wide development or growth plan (Plan Maryland), emphasizing a Sustainable Communities paradigm. This approach seeks to maintain the best qualities found in Maryland's diverse regions, whether in a densely settled urban/suburban area, or the alternative small town or rural setting. Both Smart Growth and Sustainable Communities theory emphasize concentrating development and population growth on land already improved with infrastructure, while preserving most lands that have been traditionally rural in character. This anti-sprawl ethic supports the City of Frostburg's historical role as an employment, shopping, and residential center for northwestern Allegany County and northeastern Garrett County, and reinforces the City's key role of regional water system provider in northwest Allegany County to historical but unincorporated residential communities surrounding the City.

In addition, the City has taken note of and seriously responded to the House Bill 1141 requirements initiated in 2006 session of the General Assembly. This has led to formal and detailed consideration of future annexations in a new Municipal Growth Element, including an analysis of existing potential properties available for development within the existing City limits, that is to say: without annexation. Planning also includes a detailed analysis of the capacity of existing services and gives the City a framework for reviewing annexation requests that had not existed prior to this growth planning requirement. The requirement also led to a comprehensive, integrated, and detailed Water Resources Element that addresses the three major

systems of water control and begins to address the missing item of watershed pollution. The City's initial September 2009 element submission in response to this legislation has been updated to 2011 in this Plan.

The latest legislation affecting this Plan process is the Smart, Green and Growing series of initiatives that emphasize certain aspects of smart growth, including downtown revitalization, historic preservation, and begin to integrate incentives for environmentally friendly redevelopment schemes into the older Smart Growth framework. In response, the City has consolidated its discretionary elements and presents a first Sustainable Frostburg Element, focusing on Community and Economic Development, Tourism, and Historic Preservation. This element puts the State's focus on 'urban survivability' into the context of creating a successful municipal economy, including an effective and flexible housing market, and puts the issues of improving the downtown core front and center for the planning period. In this element the City continues to hold up both the regulatory and incentive sides of historic preservation. This first effort is to set a framework for a Sustainable Community Plan submission to the State in January 2012 that will be even more centered on downtown revitalization and a strategic plan to create a more vibrant downtown commercial destination while preserving the diverse architecture of the Main Street district.

St. Michael's Church and campus on Main Street is an important asset to Frostburg and supports the integrity of its Historic District.

The State planning framework underpinning the development of Plan Maryland has twelve overlapping planning visions intended to guide local comprehensive planning:

1. Quality of Life & Sustainability: A high quality of life is achieved through universal stewardship of the land, water, and air and protection of the environment.
2. Public Participation: Citizens are active partners in the planning and implementation of community

initiatives.

3. Growth Areas: Growth is concentrated in existing population and business centers.
4. Community Design: 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.
5. Infrastructure: Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient and environmentally sustainable manner.
6. Transportation: 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. Housing: A range of housing densities, types and sizes provides residential options for citizens of all ages and incomes.
8. Economic Development: Promoting job growth, business vitality and employment opportunities for Marylanders is essential to continue Maryland's prosperity.
9. Environmental Protection: Land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources.
10. Resource Conservation: Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.
11. Stewardship: Government, business entities and residents create sustainable communities by balancing efficient growth with resource protection.
12. Implementation: Strategies, policies, programs and funding for growth and development, resource conservation, infrastructure and transportation are integrated across local, regional, state and interstate levels.

Consistent with these 2009 visions are older 'Smart Growth' planning directives as supported Maryland's Priority Funding Area (PFA) program with four goals and ten principles:

GOALS

· Support existing communities by targeting resources to support development in areas where infrastructure exists;
· Save our most valuable natural resources before they are forever lost;
· Save taxpayers from the high cost of building infrastructure to serve development that has spread far from our traditional population centers; and
· Provide Marylanders with a high quality of life, whether they choose to live in a rural community, suburb, small town, or city.

PRINCIPLES

· Mix land uses;
· Take advantage of compact building design;
· Create housing opportunities and choices;
· Create walkable communities;
· Foster distinctive, attractive communities with a strong sense of plan;
· Preserve open space, farmland, natural beauty, and critical environmental areas;
· Provide a variety of transportation options;
· Strengthen and direct development to existing communities;
· Make development decisions predictable, fair, and cost effective; and
· Encourage community and stakeholder collaboration in development decisions.

Land Use Element goals, among dozens listed in the Part III Recommendations section, that respond to the above include:

- Protect community character and historic sites.
- Actively cooperate with Allegany County's planning process.
- Carefully consider the need/justification for any annexation proposed.
- Preserve and expand allowances for mixed uses along major street and highway corridors.
- Ensure any annexation is organic to existing infrastructure.
- Improve requirements for landscaped buffer zones and natural area preservation as part of a development plan review process.
- Preserve riparian lands to protect watersheds and allow for trail linkages along stream corridors.

It cannot be overlooked that the State framework calls on communities to preserve natural areas and commit to an ethic of environmental stewardship, especially with regard to protecting water resources and restoring the health of the Chesapeake Bay, including the western-most tributaries, all four of which (Sand Spring Run, George's Creek, Jennings Run, and Braddock Run) have headwaters that begin near Frostburg draining the eastern slope and foothills of Big Savage Mountain. In defined growth areas, planning boards are encouraged to mix land uses and increase densities to concentrate growth in suitable areas and to divert development pressure from sensitive lands, forests, and agricultural uses.

The Frostburg Plan uses the State's planning framework summarized above as a primary co-determinant of policy, the other determinant being local grass roots input and coordination with Allegany County planning.

Planning Resources

Since the most recent plan of 1995, there have been significant changes within Frostburg. This new Frostburg Plan must not simply update but rather use the 1995 plan as a resource. As a snapshot of the City taken 16 years ago, the current plan is most useful as a means of recognizing longer term trends to help prepare for the 6-year planning cycle ending in 2017.

This Plan is prepared by City development staff with technical help for baseline parcel planning, new Plan initiatives addressing sustainability, and especially assistance with the HB 1141 elements created in 2009 (Water Resources Element; Municipal Growth Element). The City has the advantage of recently completing two major infrastructure studies; a water capacity study completed in 2008, and a sewer control plan update completed in 2009. The latter measures progress made since 2003 under a court-ordered sewer separation mandate, addressing impacts of sewage overflows into the George's Creek and Wills Creek sub-watersheds.

A typical progress review by Public Works Director Chris Hovatter overseeing Frostburg's combined sewer separation program. The work in progress is on Alley 44 at Broadway.

The City recognizes the assistance of Davis, Bowen and Friedel, Inc. in 2009 for the HB 1141 elements, led by Senior Planner Tim Bourcier; and S&S Planning Services, LLC in 2007 for assembly of demographic data and preparation of a land use database supported by an updated land use map. Davis, Bowen and Friedel, Inc. was retained to advise the Commission on zoning recommendations focusing on mixed use, form-based zoning options, and administrative alternatives where major changes were in discussion. Mr. Bourcier has provided important

contributions on mixed use development and University Neighborhood impacts as a subcontractor to Davis, Bowen and Friedel, Inc. via his 2010 firm, MPG Urban Planning Services. The City also recognizes the important contributions of written material available from long-time resident and historian Betty Van Newkirk, who has written countless detailed histories of Frostburg, its sites and people, covering both the macro and micro level of history.

The City has consolidated and reorganized discretionary planning into two elements:

- Sustainable Frostburg element combines former economic development, housing, and historic preservation elements into a single element narrative intended to promote private investment, job creation, and a more sustainable financial future for the City based on wise use of existing land and resources; and

- A Public Services element to examine the City's administrative capabilities in providing key services including infrastructure – water, sewer, and streets; public safety; parks and recreation; and the needs of educational service providers, including the Allegany County Board of Education and Frostburg State University.

In addition to responding to the Smart, Green and Growing legislation as discussed above, the intent of the Sustainable Frostburg element is to inventory the City's property assets that support job creation and its tax base, and address sectors including student, workforce, senior, and professional class housing resources; tourism; historic preservation; Main Street redevelopment; University business corridor plan; Arts and Entertainment district plan; FSU's Allegany Business Center; and 'gateway' business locations near the two Frostburg interchanges connecting to I-68 to the south as well as the old National Highway gateways to the east and west.
The City will continue to refine the Sustainable Frostburg element into a more robust 'sub-plan' using the Sustainable Community Plan format, intending to create a strategy to address long-term issues that are hindering the revitalization of downtown Frostburg highlighting historic preservation and façade improvements, tourism linkages, arts and entertainment opportunities, upper story residential redevelopment, vehicle parking needs and alternative options, as well as defining which cluster of commercial uses would thrive if properly marketed. As noted, additional planning work is already underway in 2011 to upgrade this element to meet the more specific planning mandate in early 2012 for HB 475 (the Sustainable Communities Act of 2010).

Plan Organization

The Frostburg Plan has three major sections:

- Part I - Introduction, which contains an overview of the City including updated demographic information and discusses the major land use sectors that influence growth and redevelopment in the City. This also contains a narrative describing how the City was organized within the Plan since the 'neighborhood' organizational framework is not used.

- Part II - Elements, which addresses each of the seven mandatory element required by State law; and the two consolidated discretionary elements as described above; and

- Part III – Recommendations, in four sections: a) issues and challenges seen in the residential and commercial sectors of Frostburg's economy; b) recommendations stemming from Element policies and

goals; c) recommendations for a general approach to revisions of the Zoning Ordinance and other City land use ordinances; and d) recommendations for capital projects to be supported with partnership funding as opportunities arise during the extended planning period of 2012-2018.

The City in Brief

Location and History

Frostburg is located in the western portion of present Allegany County, formerly in the center of old Allegany County as created in 1789, until Garrett County was created in 1873, leaving the City within 2 miles of the western Allegany County line along Big Savage Mountain, dividing the two westernmost counties in Maryland. The original Frost Town was situated along a ridge that runs perpendicular to Big Savage Mountain. This ridge provides the high ground serving as a division point for head waters of four drainages: George's Creek to the south; its tributary Sand Spring Run to the west; Jennings Run to the north; and Braddock Run to the east. Sand Spring Run flows to a confluence with George's Creek, which becomes a direct tributary of the North Branch of the Potomac River, while Jennings Run and Braddock Run flow into Wills Creek near the Narrows before reaching the Potomac at Cumberland.

Although Braddock's Road, the French and Indian War military road constructed for the British and Colonial effort against the French at the Forks of the Ohio, passed through the south end of the future City, settlement of and the place name for the region referred to as Mount Pleasant came 65 years later in direct response to planning for the National Road, the nation's first Federally funded roadway, authorized by Congress in 1806. The roadway from the Chesapeake region to the Ohio Country began construction in Cumberland in 1811 and opened through Frostburg in the founding year of 1812.

The Frost Mansion, Erected 1843

Frostburg began as a land speculation by the early settler Frost family, specifically laid out by Meshach and Catherine Majers Frost. Mr. Frost, son of Josiah, an early settler west of Cumberland, was one of a few large landowners in the region at the time a specific route was disclosed for the National Road. The Stockton Stagecoach Company began operations on the ridge in 1818. In 1819 Meshach Frost, then patriarch of the Frost family, rented a Frost-constructed building to Stockton that operated as a tavern and inn and was known as Highland Hall. The National Road carried farm produce and raw materials to the eastern markets from the Frostburg area as the road progressed west towards Wheeling on the Ohio River, reached in 1818. Postal service began in 1820 at the Frost development known informally as Mount Pleasant, and the US Postal Service identified the community officially as Frostburg at that time, although for many years maps showed "Frost Town." Incorporation finally came in 1878.

While the roadway continued to be a major travel corridor west for passengers, raw materials began to shift to the Chesapeake and Ohio Canal (completed in 1850 to Cumberland) and competing railroads, led by the

Baltimore and Ohio Railroad which reached Cumberland in 1842. Following completion of the B&O to the Ohio River in 1852, a major slump in National Road commercial travel occurred, and Highland Hall was sold to the Catholic Church's St. Michael Parish for a new church and rectory, beginning an important complex in downtown Frostburg reflecting a more settled community.

Major coal interests at this time facilitated rail service west from Cumberland. Two competing lines were extended into the George's Creek region where synclinal geology gave relatively easy access to major coal seams, including the Pittsburgh "Big Vein" seam. Frostburg was well positioned - at the intersection of the axis of coal reserves and the National Road - to serve as a center for mining activity throughout the rest of the 19th century and well into the 20th century. In 1845 Meshach and his son Josiah Frost began a successful local coal mining company. In 1864 fire clay deposits were located on Big Savage Mountain north of Frostburg, leading to construction of two refractories in the nearby communities of Zihlman and Mt. Savage, providing bricks for the local construction trades and export. By the early 20th century, the City had two railroad stations, reflecting the older local railroad operated by mining interests (the Cumberland and Pennsylvania or C&P Railroad), providing regional passenger and commercial connections; and a competing line to the B&O, the Western Maryland Railway (WMRY), providing interstate connections for goods and passengers to and from the Pittsburgh region. The C&P Railroad tunneled directly through the ridge upon which the National Road rested, crossing from the Jennings Run to the George's Creek drainage at that point. By the early 20th century, 95% of the City's surface area was situated over deep mining tunnels, although most mine entry points were outside of the City limits.

Miner families were interested in education and self improvement. To this end, in 1898 the community raised funds to purchase parklands to allow the State to appropriate funds for a building to establish Maryland's second Normal School for teacher training. Old Main, completed in 1900, still exists and is actively used as part of a State University campus containing just over 5,000 students and nearly 900 faculty and staff.

The Normal School was converted to a State Teacher's College in 1935. After World War II, the Teacher's College was permitted a 2-year and then a 4-year liberal arts program. From the beginning, Frostburg was an attractive community in which to raise children, and once raised - especially for those interested in becoming public educators - to attend college. In 1963, Frostburg State College came into being. As the State facilitated institutional growth, the State College became the centerpiece of Frostburg's economy, replacing extraction and transport of raw materials and overshadowing its regional market role and the older traveler-based economy.

During the middle part of the 20th Century, many wage earners commuted to Cumberland-area industrial and commercial job. Local retail and service firms were able to thrive to serve both working families and the growing student market. This established the pattern that remains today: a local economy dominated by a combination of goods and services for bedroom community residents, students, and university staff, with a reliance on direct and indirect 'college town' jobs. In 1987, the State consented to add Frostburg State University to the State's university system, driving an expansion to the current level and adding many important academic and administrative buildings.

As Cumberland employment began to decline in the 1970's, Frostburg was able to grow on the strength of College/University expansion until the 1990's, when growth began to level off. Annexations added land area, especially to the south and east. In addition, a partnership with the County and its Industrial Foundation created a Business Park and new buildings were constructed for business occupancy to allow for economic diversification. In 1999, the University, County, and City worked together to create the Allegany Business Center at FSU, creating a technology park designed to attract employers that saw value in connections to University programs, students, and faculty. In 2000, the City annexed Centennial Hill, a residential

community on the northern end of Sand Spring Hill, adding several hundred residents in the northwest sector and adding land for future subdivisions. In 2004, designs for a master-planned residential community at the former Layman Farm began to gel on 136 acres near MD 36 interchange with I-68. Construction on 'Prichard Farm' community began in fall 2005.

In early 2000, Frostburg was the second most-populous City in Allegany County at 8,198 over a final adjusted number of 7,873. Due to minor student declines and a distressed regional economy after the post-September 11, economic difficulties, State Planning population estimates showed Frostburg's population declining by 376 persons (4.6%) from April 2000 to July 2009, which was the third highest number of persons lost during the period among State municipalities, trailing only Baltimore and Cumberland. However, the 2010 Census population indicated 9,002 residents. The City believes that the population increase is a combination of an improved student count and steady underlying non-student growth in the past decade (5 persons/month average). This is supported by signs of commercial growth appearing in the final years of this planning period as retirees and e-economy workers discover the housing values and quality of life in Frostburg and the University's enrollment has grown after the 2007 recession under President Gibralter's leadership.

The trend seen of economic revival driven by returning residents and retirees if accelerated by the creation of alternative energy firms complements a higher base of University students in 2011. An optimistic outlook is tempered by uncertainties remaining from the great national recession of 2007. The affects of the great economic downturn hamper financing at the beginning of this planning period for new development or business expansions. This comes when the average consumer is saving and postponing expenditures with uncertainty ahead. In this environment new building permits and plans for major residential development, business expansion, and redevelopment projects have slowed. While there remain several active residential developments and student housing construction remains active as the University has increased enrollment, Frostburg cannot determine if it is positioned to continue slow but steady growth or whether a population plateau or decline is coming. This Plan intends to lay the groundwork for slow, steady growth, as this is the best outcome for our citizens.

A bright spot is Forbes Magazine's selection of the Cumberland metro area (includes Frostburg) as the #3 "best place to live cheaply' in September 2011. This includes a factor for schools and public safety as well as real estate costs. Frostburg is the most desirable sub-community in the Cumberland metro market, featuring a state-of-the-art high school and the most secure and efficient water supply and delivery system in the region. The depressed real estate values were derived from hardship; but the community's survival was bolstered by conservative economic values. This now presents a great opportunity for retirees and relocating families if sufficient 'starter' jobs can be created or the groundwork is laid for microenterprise development to facilitate this trend.

The City's position is improved as noted by the relatively minor degree of housing disruption of foreclosures and blighted properties due to the aforementioned conservative lending community and the strong real estate market (owner-occupied unit vacancies are at 2% per census data). This reflects the region's respect for underlying value; a 'conservative' outlook kept through hard times has served the population well.

The need for economic diversification to increase job opportunities and tax revenues is the biggest challenge to a successful future for the City, coming at a time of increased State concern over watershed protection, new environmental policy initiatives that constrain growth, putting additional pressures on local Western Maryland economies with historically weaker location-driven attributes. Therefore, a major goal of this Plan is to facilitate economic activity across the board.

Natural Features and Climate

The City of Frostburg lies mostly between 1,850-2,300 feet above sea level in the Appalachian Plateau, a province of the Appalachian Mountain chain. Sediment deposits in the Mississippian, Pennsylvanian and Permian periods, beginning over 250 million years ago, formed the plateau. The land is generally a series of northeast-to-southwest hills and valleys that were created as a result of millions of years of surface upheavals and subsequent erosion. Most of Frostburg is underlain by shale and sandstone of the Conemaugh and Monongahela formations. Two small pockets of the Permian Undifferentiated Formation underlie isolated hills in the eastern portion of the city.

The Appalachian Plateau District includes Frostburg in the same geological zone as Garrett County, which is characterized as a 'highlands' with rolling summits and shallow valleys at a higher base elevation than the Ridge and Valley District that lies east of Dan's Mountain in central and eastern Allegany County. For this reason, Frostburg has a notably different climate than Cumberland, and its position on a ridge outcrop - as opposed to the valley towns to the north and south - gives Frostburg a distinctive climate. Precipitation and temperature patterns in Frostburg differ from the rest of Allegany County and are similar, although not quite as severe in winter or as cool in summer, as neighboring Garrett County. Average temperatures range from winter lows in the low to mid teens to summer highs edging near 90 degrees F. Below zero temperatures in the winter are more common than 100 degree F in the summer. Spring and fall temperatures are noticeably cooler than in the balance of Allegany County.

The unusual synclinal (trough) layering of rock underlying George's Creek and Jennings Run allow these streams to cut more steeply into the earth than is typical of the high plateau region, and Jennings Run and Braddock Run each cut a separate gorge through the "Allegheny Front" (Piney and Dan's Mountains) east of Frostburg. Therefore, steep slopes that are more common to the east are also found in the Frostburg region, whereas they are not as common to the west. The beginning points of the streams create a bowl-like setting in several locations, so that center of town is "high and dry" but gives way to stream activity falling away at the margins. Due to the City's location at the top of drainageways, flooding is not a typical problem, but when it does occur it can be exacerbated in the outlying areas by runoff over steep slopes, as is especially noticed in the adjoining community of Grahamtown, below Spring Street.

Precipitation is relatively evenly distributed throughout the year. May and June are the wettest months. February is the driest month. Summer thunderstorms with heavy rains and winds are common from May through August. Average annual snowfall is about 49 inches. Hurricane force winds do not reach this far inland, but heavy rains can be encountered from both Atlantic and Gulf storms. Tornados are infrequent, but have been known to occur, typically tracking from the west. The area is seismically stable; the Appalachians are known to be one of the oldest and most stable features on earth with respect to plate tectonics. The 5.8 magnitude earthquake on August 23, 2011 in Mineral,Virginia, a town east of the Blue Ridge mountains, was felt in many parts of Frostburg, but no direct damage was found compared to damage down in communities east of the mountains, as the fault lines run parallel to the mountain ridges. This was true for the Blacksburg, VA 5.9 quake as well where intensity was directed toward the coast and away from the mountains.

Demographics and Analysis: Population, Income, and Housing Data

The City of Frostburg's population has experienced both increases and decreases over the past 70 years (Table 1).

Frostburg grew during the 1930s' but declined during the 1940's and 1950's. In comparison, Allegany County's population increased from 1930–1950, but then dropped from 1950–1960 reflecting a decline in

industrial activity and has continued to decrease following major plant closings in the 1980's.

Table 1 POPULATION TRENDS, 1930-2010

YEAR	TOTAL FROSTBURG POPULATION	PERCENT CHANGE FROSTBURG	ALLEGANY COUNTY
1930	5,588	—	—
1940	7,659	+37.1	+10.0
1950	6,876	-10.2	+3.0
1960	6,722	-2.2	-6.0
1970	7,327	+9.0	-0.1
1980	7,715	+5.3	-4.2
1990	8,069	+4.7	-7.0
2000	7,873	-2.4	-2.1
2010	9,002	+14.3	+0.0 (0.02)

Source: U.S. Census; 2010 Census Population, February 2011

While the county's population continued to decline, Frostburg's population has increased every decade since 1960 until the 1990-2000 decade reflecting a major influx of student residents and several annexations. With the large increases in off-campus housing in the 1980's and 1990's, the Census began a period of where counting student residents in off campus locations became problematic. Confusion over the Census home and the fact that many students left before enumerators could access the then-vacant Frostburg apartments are the main factors in what the City believes to be a major undercount. In the 2010 Census, despite targeted efforts, this trend continued with perhaps 1,000 students living off campus being incorrectly counted at their parents' home.

Despite the bulge in college-age residents, strong growth was seen across most age cohorts (see Table 2).

Table 2, Population Comparisons, US Census 2000 and 2010, by Age Cohort

Cohort	2000	% of Total	2010	% of Total	2010 Change	% Change	
Age 0-9	509	6.5%	607	6.7%	98	19.3%	
Age 10-19	1568	19.9%	1890	21.0%	322	20.5%	
Age 20-24	2128	27.0%	2423	26.9%	295	13.9%	
Age 25-34	657	8.3%	803	8.9%	146	22.2%	
Age 35-44	694	8.8%	611	6.8%	-83	-12.0%	
Age 45-54	612	7.8%	756	8.4%	144	23.5%	
Age 55-64	506	6.4%	703	7.8%	197	38.9%	Baby Boomers
Age 65-74	478	6.1%	487	5.4%	9	1.9%	
Age 75+	721	9.1%	722	8.0%	1	0.1%	
Total Pop.	7873		9002		1129	14.3%	

Source: U.S. Census; 2010 Census Population, February 2011

The City has confirmed with University records that the Census number for persons in residence halls was highly accurate at 1,951. Therefore, the undercount is found by analysis of the college-age cohorts and considering University headcount records for 2010. This is analyzed in detail in the Municipal Growth Element. Table 3 shows the history of enrollment at Frostburg State University during the period.

This leaves 4,654 – 130 = 4,524 Frostburg residents – 130 counted at home or relative's house = 4,394 – 1,951 in residence halls on campus = 2,443 off campus Frostburg residents not living at home. This number varies during the school year as student populations are very volatile, including transfers in and out, dropouts, and late enrollments.

Table 3 indicates second semester headcount growth of 422 (+10%) from 2000 to 2010 during the Census period, while fall enrollment increases by 326 (6.9%). Certainly this growth does not explain the 1,129 population increase, which is 14.3%. Municipal Growth attempts to analyze how much of this growth is related to a better student count versus underlying growth in the year-round population, and what contribution is made by annexation of the Centennial Hill area in 2001 and an extension of Braddock Heights Street on Welsh Hill in 2004.

It is noted that over the last four Census periods Allegany County has dropped 6.8% of its population while Frostburg has experienced a 16.7% increase, which does not include the uncounted students, so that Frostburg now officially accounts for 12% of the County's population.
The future population of the City is likely to remain closely tied to the fortunes of the University, but there are opportunities to see steady growth if the City can use its assets to good effect. These include a University partner with progressive leadership, outstanding housing affordability and a range of housing settings and unit types, available and affordable business sites, new flexible zoning tools planned, a stable and moderating climate, and a stable and sufficient water supply.

As a university town, the Census tables show the expected bulge in population among the age groups engaged in post-secondary education. Census data also indicate a higher than average population of senior citizens, especially the longest living seniors, although the percentage is declining in relation to total population from 25.4% being 55+ in 1980 to 21.2% in 2010. An expected rise in the number of residents from the 'baby boomer' era may signal Frostburg's attraction for former residents or community-shopping households looking for a stable and affordable community within a reasonable distance of metro centers.

The population continues to show the impact of the student body within the total population: median age decreased from 26.9 in 1990 to 23.5 in 2000, but settled at 22.9 in 2010. Many faculty and administrators have been commuting from outside of the City, and growth elsewhere has been stagnant during the past 12 years. While it is not possible to know the exact percentage of students in the total Census count for Frostburg, there were at well over 4,000 students attending FSU in 2010 and living in the City, both in residence halls, homes, and the majority on the private market as noted above.

Table 3 Frostburg State University Enrollment Summary

Comprehensive Plan Period: 2000 – 2011					Frederick	Off Site						
	Unofficial Counts in Green Highlight				Closed	Ed Begins		Recession				
Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Fall Headcount												
Total FSU	5351	5283	5457	5469	5327	5041	4910	4993	5215	5385	5470	5429
Change from Prev.		-68	174	12	-142	-286	-131	83	222	170	85	-41
Fall Frostburg HC	4754	4718	4847	4931	4950	4703	4598	4657	4827	5008	5080	4919
Change from Prev.		-36	129	89	14	-247	-105	59	170	181	78	-101
% HC Frostburg	88.8	89.3	88.8	90.3	92.9	93.3	93.6	93.3	92.6	93.0	92.9	90.6
Hagerstown/Other	597	565	587	533	377	330	308	331	367	339	350	339
Off Campus/Online	0	0	0	0	0	8	4	5	31	38	40	171
Graduate Students	917	929	913	881	805	720	658	658	633	630	604	698
% Graduate of Total	17.1	17.6	16.7	16.1	15.1	14.3	13.4	13.2	12.1	11.7	11.0	12.9
Spring Headcount	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total FSU	4768	4918	4974	4987	4858	4840	4600	4585	4667	4805	5034	5144
Change from Prev.		150	56	13	-129	-18	-240	-15	82	138	229	110
Spring Frostburg HC	4187	4334	4395	4415	4392	4456	4269	4278	4325	4445	4654	4748
Change from Prev.		147	61	20	-23	64	-187	9	46	120	209	94
% HC Frostburg	87.8	88.1	88.4	88.5	90.4	92.1	92.8	93.3	92.7	92.5	92.5	92.8

Source: (need source)

Underlying population growth rested on several developments in addition to minor infill. Annexation in 2000 of land developed from 2002 through 2011 at an extension of Braddock Heights Street on Welsh Hill; development during the decade of the popular Timber Ridge subdivision in the northwest highpoint near the top of the City's watersheds; and annexation of the existing old County development called Centennial Hill with 105 developed lots in 2001 helped grow the underlying population. A new development planned in 2003-04 at the Prichard Farm area in the southeast brought in about 26 new residential units beginning in 2005 through 2008. Added to a similar number of homes at the Sand Spring Subdivision at Braddock Heights during the period and sale of all 22 lots added at the Timber Ridge subdivision account for 179 parcels counted in 2010, accounting for about a 376-person increase, at 2.1 persons/parcel.

The local student population by official headcount peaked in the fall of 2010 at 5,470, or about 5,080 in Frostburg after removing the Hagerstown center and off-campus and on line students as noted in Table 3. This number is reduced by losses over gains to about 4,654 as noted based on fall – spring averages.

Household data is shown in Table 4.

Table 4, Household Data for Frostburg, US Census 2000 & 2010

Census Year:	2000	2010	Change	% Change	% 2000 Population	% 2010 Population
Total Households	2840	3184	344	12.1		
Pop. In Households	6188	6792	604	9.8	78.60	75.45
Pop. In Group Qtrs.	1685	2210	525	31.2	21.40	24.55
Pop. In Dorms	1475	1951	476	32.3	18.73	21.67
Pop. In Nursing Fac.	210	235	25	11.9	2.67	2.61
Other Group Qtrs.	0	24	24	100.0	0.00	0.27
Non-Family Households	1588	1820	232	14.6		
Pop. In NF Households	2543	2859	316	12.4	32.30	31.76
Family Households	1252	1364	112	8.9		
Pop. In Fam. Households (incl. unrel.)	3645	3933	288	7.9	46.30	43.69
Average Household Size	2.18	2.13				
Average Family Size	2.85	2.78				
2010 Comparable Data	Frostburg	Cumb.	AllCo	Maryland		
% Pop. In Households	75.45	97.00	89.45	97.60		
% Pop. In Group Qtrs.	24.55	3.00	10.55	2.40		
% Pop. In Dorms	21.67	0.60	2.77	0.83		
% Pop. In Nursing Fac.	2.61	1.64	1.01	0.48		
% Pop. Non-Family HH	31.76	24.59	18.73	15.79		
% Pop. Family HH	43.69	72.41	65.80	81.82		
Average HH Size	2.13	2.19	2.30	2.61		
Average Family Size	2.78	2.89	2.86	3.15		
Median Age	22.9	41.4	40.9	38.0		
% Pop. 65+	13.4	19.6	17.8	12.3		
% 75+	8.0	10.6	8.8	5.6		

Source: U.S. Census; 2010 Census Population, February 2011

A household includes both family and non-family types, including single-occupancy households. The number of households in Frostburg increased steadily from 2,424 households in 1980, 2,773 in 1990, 2,840 in 2000, to 3,184 in 2010. This tracks growth in student population as the University was established. From 2000 to 2010, Frostburg's family households increased by 8.9% while non-family households increased by 14.6%. While 55.9% of households were non-family in 2000, the ratio increased slightly to 57.2 in 2010.

Both student and senior citizen household formations drive household size down. As households grow smaller, the demand for smaller dwelling units grows; new construction is focusing on single or double bedroom flats. Supporting this is the University's attempt to attain a more academic student body; academically-oriented students prefer privacy and quiet. A demand for senior apartments was

demonstrated by the Braddock's Greene project, which is income-limited under LIHTC regulations. A large number of interested seniors were over income for that development in first marketing.

Frostburg represents a predominantly European settlement pattern, mostly from West European nations - German, Irish, English, Italian, Scots, and Welsh immigrants are the most important - during its early history connected to mining and railroad development. A community of African Americans was established in the west end, which continues. The growth of the university has given Frostburg a greater ethnic and cultural diversity than is usually seen in the Allegheny Mountain region. Since the 2000 Census, the University has made special efforts to recruit minority US students and foreign students, and diversity is growing. Faculty members hired to work at the University also contribute to a broader ethnic representation. The 2010 Census indicates a very large upswing in diversity, with African American, Asian, and Hispanic residents seeing over 100% increase in numbers. This is attributed primarily to the aforementioned FSU outreach and recruitment of minority students and faculty in the past decade, and to some degree a better count of students in general. African Americans have more than doubled since 2000 to 1,124 in 2010, or +620. White residents increased 379 during the same decade but fell as a percentage of total population.

Table 5, Frostburg Population by Race and Hispanic/Latino Data

US Census 2000 and 2010

Frostburg	2000		2010		Number	Percent
USCensus	Percent	Number	Percent	Number	Change	Change
% White	90.4	7,119	83.3	7,498	379	5.3
% Black	6.4	504	12.5	1,124	620	123.0
% Am. In.	0.2	18	0.2	16	-2	-11.1
% Asian	1.0	77	1.7	157	80	103.9
% Pac. Is.	0.1	7	0.1	7	0	0.0
Other	1.9	148	2.2	200	52	35.0
TOTAL	100.0	7,873	100.0	9,002	1129	14.3
Hisp./Lat.	1.2	96	2.2	199	103	107.3

	2010	2010	2010	2010
	Frostburg	Cumberland	Allegany County	Maryland
	Percent	Percent	Percent	Percent
% White	83.3	89.4	89.2	58.2
% Black	12.5	6.3	8.0	29.4
% Am. In.	0.2	0.2	0.1	0.4
% Asian	1.7	0.9	0.8	5.5
% Pac. Is.	0.1	0.1	0.1	0.1
Other	2.2	3.1	1.8	6.4
TOTAL	100.0	100.0	100.0	100.0
Hisp./Lat.	2.2	1.2	1.4	8.2

Income data, available from the American Community Survey 5-year estimate summary, is regretfully not reliable for Frostburg. The summary in Table 6 shows that incomes continue to be skewed by students, who report income as if the respondent is an independent participant in the local economy. Most students are not paying directly for their education, which is the main focus of their activity; revenue-producing activities play for the most part a minor role or only during summer break (25% of the year) other than graduate students. Faculty and staff salaries at the University do offset this anomaly to a degree; there is a bump in low six figure salaries shown in Frostburg. The student rental market provides a livelihood for a substantial number of local residents who are landlords, rental agents, and those in the trades who provide maintenance services to the property owner. Much of the student's actual limited income is discretionary and can be used to support the arts and entertainment district offerings in downtown. However, mean earnings in Frostburg are less than 50% State mean earnings. Mean retirement earnings, while slightly above Allegany County, show a drop over the decade versus a strong increase in the State's mean retirement income, widening the income gap for this increasingly important figure. Median income figures show that households are considerably lower than the County, but the family's incomes are somewhat higher. Both are near 50% of the Statewide medians:

ACS Median Household Income: Frostburg: $32,500; Allegany Co.: 36,810; MD: $69,475
ACS Median Family Income: Frostburg: $52,137; Allegany Co.: $50,960; MD: $104,763

Table 6	**HOUSEHOLD INCOME**					
	1999	2009	**Allegany Co.**		**State of MD**	
	# - % Frostburg	# - %	1999 %	2009	1999 %	2009
Less than $10,000	642 23.5	484 17.2	13.7	09.7	06.9	04.9
$10,000 to $14,999	408 14.9	272 09.7	10.4	07.5	04.2	03.5
$15,000 to $24,999	404 14.8	435 15.4	17.2	15.6	09.5	06.9
$25,000 to $34,999	286 10.5	327 11.6	14.7	14.9	10.7	07.9
$35,000 to $49,999	238 08.7	400 14.2	16.8	14.8	15.4	12.1
$50,000 to $74,999	419 15.3	418 14.8	16.9	17.5	21.6	18.4
$75,000 to $99,999	178 06.5	202 07.2	05.9	10.5	13.6	14.3
$100,000 to $149,999	132 04.8	209 07.4	03.0	06.7	11.6	17.5
$150,000 to $199,999	017 00.6	052 01.8	00.5	01.7	03.5	07.6
$200,000 or more	006 00.2	019 00.7	00.7	01.1	03.0	06.8
Mean Earnings	$37,390		$41,238		$51,854	$66,315
Mean Social Security Income	$44,191		$89,646			
Mean Retirement Income	$10,643		$11,486		$15,000	$11,170
	$14,962		$14,950			
	$18,582		$15,690		$15,126	$21,370
	$17,204		$26,439			

American Community Survey, 2005-2009 and US Census 2000

Frostburg had a total of 3,023 housing units in 1990 which was reported after revision at 3,123 after the 2000 Census, and now reported at 3,497 in the 2010 Census Summary File 1. The rate of increase has grown from 10 units/year - barely above demolition rates - to 37.4 units/year, reflecting the population growth indicated and need for housing for students, University staff seeking to reduce commutes, and others moving in or back to Frostburg.

Vacancy rates increased from 8 percent (250 units) in 1990 to 10 percent (307 units) in 2000, but declined to 9% in 2010, showing a consistent rate a bit lower than the State average. Some degree of vacancy is desirable to provide a choice of housing in the market; however, a focus on abandoned properties may be appropriate, given the growth in 'other vacant' units from 20% of vacancies to 25% from 2000 to 2010. However, the City's rate remains below the state average and well below the Cumberland figure which is over 50% of vacancies in 2010. The high number of vacant rentals likely reflects the volatile student rental market and perhaps timing of the survey question. Many landlords tend to hold units off the market in favor of a more lucrative student tenant rather than rent to non-student renters.

Rentals occupied an increasing share of occupied units, from 44% in 1990 to 55% in 2000, leveling off at 55.3% in 2010. It is striking to see that the owner/rental percentage switched between the 1990 and 2000 data, reflecting a combination of conversions of owner housing to rental housing, and new construction of rental housing units during this decade, some to accommodate the student market; others being subsidized units. The actual projected percentage based on the City's Rental Housing Code records is about 57%, although the difference may be in family-owned properties occupied by students that the City construes to be rentals unless the occupant is on the deed.

Despite the high percentage of rentals, single-family homes are the most common housing type in Frostburg, comprising 62% of all housing units in 1990 and 57% of all housing units in 2000. This data is now part of American Community Survey, which indicates an estimate of 57.3% through 2009, including 8% that are attached dwellings with one unit. A single-family oriented community during its founding years, the trend continues toward building multi-family rental units, as lots for sale in subdivisions are becoming scarce and financing is more available for commercial developments in this area. A total of 231 multi-family units were constructed since 1990 versus 70 owner occupied homes. This trend has continued in the first decade of the 21st century by permit data. One result is a broad range of housing types in a small town setting.

Housing costs in Frostburg, represented by the 2000 median value of an owner-occupied home, were 16% higher than Allegany County's median ($82,500 in Frostburg; $71,100 in Allegany County). The 2010 ACS estimate was $133,200, a major increase from 2000. The median monthly rental cost was 2% lower at $374 for Frostburg than the County's $381; 2010 ACS indicates $455, which is very affordable and contained over the decade if true. Statewide values are significantly higher due to residential market demand in the Baltimore-Washington corridor. The housing market differential has escalated since 2000, leading to downstate interest in investment and retirement opportunities in our region, which interest has been dampened by the National Recession. Housing prices have held steady unlike the extreme fluctuations seen in down-state properties during the housing recession; assessments in 2010 indicated a flat or slightly lower property assessment, requiring a slight rate increase to keep a constant yield.

As is typical in Western Maryland, Frostburg has an older housing stock. Frostburg has a slightly more modern profile than Allegany County, but the percentage of houses constructed before 1939 in Frostburg is three times higher than the State average (37.7% versus 12.5%). Trends in the housing market have been toward new construction; whether infill or in planned communities, rather than renovation of older homes.

Rental affordability data in ACS, measured by gross rent as a percent of household income, indicates that 38.6% of tenants paid over 35% of their income for rent. Only 13.1% of owners paid over 35%, while 48.8% paid less than 20% of income for owner costs. The rental anomaly reflects the student's income without consideration of the source of the rent payments, which in most cases are paid by a third party. This region is becoming known as one of the most affordable housing markets in the country.

Table 7 Housing Occupancy

	2000 Frostburg	% of All Units	2010 Frostburg	Change	%Change	% of All Units	Cumb.	All. Co.	Maryland
Total Dwelling Units	3123		3497	374	12.0				
Occupied DU's	2840	90.9	3184	344	12.1	91.0	84.5	87.6	90.7
Owner Occupied	1340	42.9	1423	83	6.2	40.7	55.6	69.2	67.5
Renter Occupied	1500	48.0	1761	261	17.4	50.4	44.4	30.8	32.5
Vacant Units	283	9.1	313	30	9.0	8.9	15.5	12.4	9.4
		% of Vac.			% of Vac.	% of Vac.	% of Vac.	% of Vac.	% of Vac.
Vacant, For Sale/Sold	82	29.0	74	-8	-9.8	23.6	17.6	20.3	17.8
Vacant, For Rent/Leased	127	44.9	130	3	2.4	41.5	22.8	19.5	29.5
Vacant, Seasonal	17	6.0	28	11	64.7	8.9	6.7	17.8	25.1
Vacant, Other	57	20.1	81	24	42.1	25.9	52.9	42.3	27.6
Owner-Occ. w/Mort.						58.8	58.8	57.3	78.8
Owner-Occ. Free & Clear						41.2	41.2	42.7	21.9

American Community Survey, 2005-2009 and US Census 2000

Table 8 2010 Census Data, Non-Relatives in Residence

City of Frostburg			2000	2010	Change	% Change
Lodgers			47	50	3	3.0
Housemates			812	811	-1	0.1
Unmarried Partners			144	214	70	48.6
Other			30	105	75	250.0
Households w/Unrelated Per.			592	741	149	25.2
Unrelated Per. In Non-Fam. HH			955	1039	84	8.8
Unrelated Per. In Family HH			78	141	63	80.8

Source: 2000 and 2010 US Census

Table 9 SELECTED HOUSING CHARACTERISTICS -Frostburg, Allegany County and Maryland

CHARACTERISTIC	FROSTBURG		ALLEGANY COUNTY	MARYLAND
	2000	2010	2010	2010
Total Housing Units	3,123	3,497	33,311	2,378,814
Occupancy & Tenure Occupied Units (% total units) Owner Occupied (% tot.) Renter Occupied (% tot.) Vacant Units (% tot.)	 2,840 (91%) 1,340 (43%) 1,500 (48%) 283 (9%)	 3,184 (91%) 1,423 (41%) 1,761 (50%) 313 (9%)	 29,177 (88%) 20,182 (61%) 8,995 (27%) 4,134 (12%)	 2,156,411 (91%) 1,455,775 (61%) 700,636 (29%) 222,403 (9%)
Units in Structure (%) 1 2-9 10 or More Mobile Homes/Other Struc. 2010 is ACS Est. from 2009	 1,720(57%) 925 (30%) 353 (12%) 35 (1%)	 2,004 (57%) 1,050 (30%) 439 (13%) 0	 25,358 (76%) 4,821 (15%) 1,690 (5%) 1,276 (4%)	 1,686,401 (73%) 221,665 (9%) 364,502 (16%) 40,334 (2%)
Median Value Owner Occupied Unit Renter Occupied Unit 2010 is ACS Est. from 2009	 $82,500 $374	 $133,200 $455	 $92,100 $480	 $326,400 $1,042
Year Structure Built Built 2000 to March 2010 Built 1980 to 1999 Built 1950-1979 Built 1949 or earlier ACS Estimate from 2009		 05.8% 22.5% 34.6% 37.1%	 02.5% 13.6% 37.4% 46.5%	 09.9% 30.5% 41.0% 18.6%

Source:U.S. Census 2000 – 2010 American Comm. Survey 05-09

Old Orchard, Wes End near High Street

Organizing the Community in 2011

There are five sectors with common land use issues and challenges that are discussed below. Issues and challenges relating to these five common sectors return in Part III, Recommendations. The City has decided to organize the discussion using 'sectors' with common issues and challenges rather than focus on specific but somewhat arbitrary neighborhoods in this Plan. The City is relatively small to have designed neighborhoods and in any event the City is not organized formally by neighborhoods. Only one group, University Neighbors, has expressed a desire to focus on a sub-area for planning purposes. This is respected in the following presentation. In the pasts, remainder 'neighborhoods' were shown that made no sense as a coherent organizing factor. Residential areas overlap to some degree, and west- and east-end residential areas are very similar despite being bisected by Main Street for example. The following text therefore sets forth the rationale for organizing this Plan by areas or economic sectors with similar development patterns.

FROSTBURG STATE UNIVERSITY – THE UNIVERSITY NEIGHBORHOOD

It is hard to recognize and measure all of the ways that the University System of Maryland impacts the City. There are in 2010 more resident students (officially 5,429 in fall of 2010, of which about 5,080 attend Frostburg campus) than permanent residents while school is in session, so that the summer session returns Frostburg to a state of tranquility and peace, or boredom and ennui, depending on one's point of view. The summer exodus changes the character of the City and the pace of life.

University policies – for example a) the number of on-campus residence hall rooms built as a ratio of students in attendance; b) the degree of *in loco parentis* oversight of student behavior; c) the degree of

emphasis on academic programs and freshman class selectivity; and d) the attention paid to community development partnerships with local governments - all have a disproportionate impact on City life. President Gibralter's October 2010 convocation speech addressing selectivity and his direction to the Dean of Students office to tie academic discipline to community behavior both point to a new direction for the University that may affect both enrollment and the behavior of future students if successful. The City welcomes these initiatives, but will need to address a likely slowdown in University growth in the housing sector.

OLDER RESIDENTIAL NEIGHBORHOODS

The City has developed as a center for residential life, first for mining families and the retail and service community that grew up around mining; later as a bedroom community, a place for those who preferred the western climate and pace to Cumberland's industry and bustle; and finally for students, faculty, and staff of the growing Teacher's College. Historically, the residential neighborhoods have been loosely defined, and have not generated representative organizations, with the exception of a group who formed as 'University Neighbors' in the south end - with a boundary roughly equivalent to the higher density residential zoning surrounding FSU.

The 'close in' neighborhoods fall to the south and north of Main Street, being US Route 40; the original National Pike. The City is also divided at Center Street between east and west. Since the north side is limited by topography, there are three natural divisions:

West Side

The most extensive of the old neighborhoods is centered on the location of the Frost Mansion in the southwest quadrant, which is the southern portion of Sand Spring Hill. A smaller area bounds Main Street to the north. Many of the city's prestigious and historic homes are located in this area, especially Frost Avenue and West Main Street.

Since Main Street effectively divides Sand Spring Hill in half, these neighborhoods are effectively separate; but they are similar in topography and density. The corridor along West Main Street presents a residential streetscape from the vicinity of the Sand Spring Run crossing east to Water Street with a few scattered businesses between the west city limits commercial areas and downtown.

East Side

As with the west side, there is a significant residential community south of Main Street. However, the east side is constrained by the former C&P Railroad right-of-way, making it secondary in scope and prestige to its west side counterpart. This neighborhood is oriented toward the high school, which since the 1940's has been located at the east end of town south of Route 40. Modern housing has been built further from town center but close to the high school since the mid 20th century. On the north side, a narrow band of residences follows the ridge parallel to Main Street up the slope to the Mt. Pleasant Cemetery, where the land falls steeply outside city limits toward Jennings Run.

The residential character of Main Street east of downtown is challenged here. The eastern city limits begins the town's main highway commercial district where reconstructed MD Route 36 brings traffic from the Interstate to meet Route 40 near the high school. Residential properties are subject to commercial pressures on the east side along Main Street. However, there remains a strong residential neighborhood between Sleeman and Mt. Vernon Streets, and the north side remains residential to Baptist Street.

South Side

South of the Main Street central business district, a residential neighborhood was built extending to and slightly beyond the former Loo Street (now College Avenue) and an early 20th century park complex. This parkland was the site of the Normal School, the original Beall High School, and later hosted the University, Beall Elementary School, and a public housing authority complex of 100 units. The recreation focus moved west to the area that had been a watering station for mining, with construction of a swimming pool and later ball fields built in the floodplain of Sand Spring Run near the old Armory that now houses a popular gymnasium as well as State offices.

As the Teacher's College grew, expansion of residences east of Bowery Street and down Midlothian Road occurred, and the neighborhood filled out to be a major residential center, rivaling the southwest hillside for population. This neighborhood includes a broad range of housing styles, but is predominantly made up of single-family dwellings, with scattered commercial properties on Bowery Street, College Avenue, and Center Street, which move most of the traffic in this sector of the City.

The older residential neighborhoods make up arguably the most important feature of Frostburg, and they need to be preserved and enhanced. Numerous individual historic houses are found, and portions of all three neighborhoods are included in a National Register Historic District centered on Main Street.

NEW RESIDENTIAL NEIGHBORHOODS

Each of the three historical neighborhoods has seen new residential development at their outside edges. These were areas annexed into the City for services after development and City maintenance of supporting infrastructure. In addition, new development has occurred on both sides of the Grahamtown/Wright's Crossing enclave – along the base of Welsh Hill and across the valley east of Cherry Lane, the latter on the historical Layman Farm, sold in the 1990's by the Prichard family and known presently as Prichard Farms.

West Side

Along the upper end of the Sand Spring Run watershed at the northwest corner of the City after annexation, several additions have been constructed, including the modern Frost Elementary School, the sports fields, walking paths, and multi-age playground at the Glendenning Recreational Complex (RecPlex) expansion of older Lion's Field, and the Crestview - Timber Ridge subdivisions. Near the high point of Sand Spring Hill, the highest point in the City, there are outstanding views of forests, fields, and rooftops over to the ridge and valley province to the east; but with quick access to downtown and US Route 40 within 5 minutes, with an elementary school and parks just down the street.

East Side

The east side was expanded by construction of a major subdivision in the 1980's at "Eckhart Flats" being centered on Victoria Lane up onto a major hill that was annexed to the northeast sector of the town. This area has scenic overlooks of the high school and adjoining commercial areas to the south, and the early settlement that became Eckhart Mines to the east and adjoining ridgelines.

South Side

Residential construction has followed University expansion to the south to both the east (Braddock Estates) and west (Bobcat Court). The former was designed for professional workers and their families, but also included upscale apartments for single professionals. The latter is a student rental complex, located near the on-campus concentration of residence halls. The Braddock Estates development was

facilitated by the completion of I-68 in the 1980's, which placed an intersection at Midlothian Road, leading to an improved accessway into the University area and the south end of Frostburg, later being designated MD736, renamed redundantly Braddock Road. Later, a smaller scale subdivision was completed on the opposing bank of Sand Spring Run on a portion of Welsh Hill overlooking campus athletic fields. The 28 lots in Sand Spring Subdivision are proposed to be expanded in a larger Phase II development beginning in 2011-2012 if the financial markets recover and Frostburg maintains a positive outlook for residential growth. Additional sections at Braddock Estates have been proposed for development on the opposing hill as well.

Southeast

To the east of the Braddock Estates/Braddock Heights developments, located adjacent to the Maplehurst Golf Club, an old farm operated by the Layman family located near the original roadway down the George's Creek coal basin was put on the market for development in the 1990's. In anticipation of a market breakthrough in affordable western Maryland, Frostburg's first master planned community was proposed by Frostburg Associates and accepted by County and City officials in 2005, and the Prichard Farm development was begun, named for the most recent owner and seller of the property. Approximately 450 lots of varying styles and density were approved with sewer tap reservations; many of the housing choices were designed to appeal to seniors and retirees. The Prichard Farm community, in the middle of its first subdivision, began to experience difficulties. In 2007 as the Great National Recession began, development was halted. New initiatives have been brought forward by the original lender group in 2010 with the assistance of one of the original principals of the original Associates. A new plan was in place as of September 2010 featuring a continuation of both senior and family neighborhoods. There is the expectation of an ultimate market recovery within the first subdivision leading to progress on other sub-plan areas. The unit density is now just over 300 units, and the time schedule for build-out is scaled well back from the 43 units/year goals of the original Associates.

COMMERCIAL DEVELOPMENT, DOWNTOWN

Frostburg has a small but significant downtown, with many buildings developed in the latter half of the 19th century into the early 20th century during the coal boom. As a Main Street Community, Frostburg has created an independent Frostburg First entity to promote and support the redevelopment and marketing of downtown.

While the historical value of the buildings contained in the National Register Historic District cannot be questioned, the lack of investment capital needed to maintain these aging structures is a major constraint and constant concern. Downtown property owners will need financial assistance for the immediate future as well as key public supporting investments to build and sustain a customer base. In several cases, new investment will be necessary, with the hope that the buildings can be preserved before they become unmarketable or at risk of demolition by effective abandonment and neglect.

Downtown needs to come to terms with the location and number of parking spaces for customers, employees, and upper story tenants. On-street parking does well for many existing stores and restaurants, but long-term parking for office workers and upper story residents, as well as employees for office or service uses, appears to be a major limiting factor to re-creating a healthy downtown environment. A partial section of downtown is receiving a planning study focus in 2011 to address these issues, as well as impacts to adjoining close-in residential neighborhoods.

Trends in community development indicate that interest is picking up in historic shopping districts, and

more persons may be willing to sacrifice convenient and "free" vehicle parking for this experience. Interest in alternatives to driving to massive markets and big box stores, and renewed interest in dining, the arts, and urban entertainment venues can help build momentum. Frostburg is well positioned to incorporate the arts community into a downtown revival. However, these trends are not prevalent among the permanent residents, who lived their life during the age of the automobile. The critical 5-block distance to the edge of the University and the loss of Frostburg's youth to jobs elsewhere means that building momentum on demand for urban living styles among the younger generations will not be an easy task in the short term.

COMMERCIAL DEVELOPMENT, GATEWAY AND HIGHWAY LOCATIONS

Highway commercial development built to provide easy customer access by automobile and truck delivery as an alternative to 'congested' downtown locations has developed at the east end, primarily along the MD Route 36 corridor, being the most recent road improvement, tying the Interstate to Main Street and meeting local traffic coming uphill along US Route 40 from LaVale, Clarysville, and Eckhart. A highway-oriented business park has also located in this area. Annexation and land use has evolved in this area to include two existing commercial plazas, in place; and one office park under development. Two subsidized housing complexes are included, plus a nursing home and two lodging chains. This is an attractive area due to the confluence of Interstate traffic, northern Georges Creek traffic, and Frostburg region traffic, which can reach these locations in 5-10 minutes drive from any point in the immediate Frostburg area.

Maplehurst Country Club along New Georges Creek Road, MD Rt. 36 linking Interstate 68 to East Main Street

A secondary concentration exists at the west end of US Route 40, but these businesses are geared toward local business opportunities, and do not depend on traffic from the west to any extent. These businesses do have a common theme with the east end: more flexibility for vehicle access and disintegration of Main Street pedestrian connections.

Pressures exist at the margins to convert large homes from residential to commercial uses at both ends of the City.

Neighborhood-oriented commercial uses have disappeared, leaving locations that must be either converted for direct residential or side lot uses; or may become problem properties, prime for demolition due to the 1996 zoning ordinance land use restrictions.

Development at the southern access road, Braddock Road from the Midlothian Road exit of I-68, is pending based on a groundbreaking research park investment in the University's Allegany Business Center. Commercially-zoned land in the area between Sand Spring Run and the interstate is zoned for development, beginning with a 50-unit senior rental project, Braddock's Greene, opening in December 2010 near Braddock Estates. Additional land in ABC@FSU would support two more technology sites before additional infrastructure would be needed (Phase II area).

PART II – PLAN ELEMENTS

Element #1, Land Use

Land Use Goal:

Promote revitalization of the city's established historical town center and residential neighborhoods while maintaining the character and diversity found therein, encouraging appropriate infill, supporting private employer locations near transportation hubs at gateway locations and along designated transportation corridors, expanding mixed use along Main Street and University frontage streets, and home occupation opportunities in historical neighborhoods, and protecting environmental resources.

Land Use Narrative:

The City has relied on "Euclidean" zoning to implement its land use policies as has much of the nation, which approach is based on separation of commerce from single family residential neighborhoods; emphasis on control of dwelling unit density in relation to lot area; setback restrictions; emphasis on uniform patterns of development that rely on use of increasingly diverse personal vehicles, replacing transit and pedestrian access to retail and service business and employment centers. This approach focuses on permitted uses, 'special exception' uses, and a limited number of prohibited uses within the framework of separation of low density from high density residential, and residential from retail, service and industrial uses. The theoretical underpinning of this type of zoning was in reaction to urban slums and blighted areas with overcrowding, connected buildings with little or no yard areas, limited light and ventilation, as well as a history of destructive fires that took many lives. The regulations later became very adapted to the suburban development model, with large lots and generous yard areas separated from the urban core.

This approach in Frostburg has supported annexations that facilitated new single family residential developments at the periphery of the City. It has also encouraged the development of gateway commercial areas with some higher density multi-family apartments along the modern highway connection into Frostburg that replaced the historical southern road down the George's Creek valley after the Interstate system was built past Frostburg in the 1970's. The use of traditional land use implementing regulations has been less successful in the older, historical neighborhoods whose lots were not laid out to conform with traditional lot area and setback theory. This has been an obstacle to the larger, planned development at the Layman/Prichard Farm. Frostburg must find a way to deal with the inflexibility of 20th Century land use theory in the context of the historical core of the City that was founded over 100 years prior to the landmark Euclid, Ohio court case.

The issue that drives policy in Frostburg circa 2011 is job creation and economic development. Therefore, the key to a successful planning cycle will be finding ways for families or retiree households to earn a living, including finding ways to support a viable and successful University community while growing new employment opportunities in downtown, gateway areas, transportation corridors, and in appropriate home occupation settings. The Plan should a) support lands set aside for commercial and light industrial use; b) find new ways to capture the economic resource provided by student residents; c) facilitate new jobs in the green economy at the Allegany Business Center at FSU or elsewhere; d) remove longstanding barriers to redevelopment of the central business district; and e) ensure that land use regulations do not hinder micro-business formation in reasonable settings.

The City is positioned to offer both owner-occupied and renter-occupied units in a variety of affordable price ranges and styles. However, population growth will be minimal unless the economy can provide employment opportunities beyond those related to the University in the coming planning period.

Existing Land Use

Use of land in Frostburg is shown at Map #1; zoning at Map #2. The rough estimate is that 42% of the land is residential; 32% is set aside for institutional, governmental open space, or utility uses, of which the largest user is the University with 260 acres which is about 14% of the total area of the City; another 20% is vacant land, not programmed for agriculture or recreation; and no more than 6% is in active commercial or industrial use.

The vacant lands are in two categories. Some of the land protects steep slope areas or watershed corridors and should remain vacant and protected. Other lands are parts of inactive farmlands at the periphery of the City that may be well suited for 'organic' continuation of urban development with proximity to public infrastructure.

In terms of area and scope, the commercial center for Frostburg is no longer downtown, but the eastern gateway area where US Route 40-A meets the relocated MD 36. This location also supports additional commercial activity in the adjoining County areas, making the concentration of commercial activity even more apparent.

Residential areas continue to dominate Frostburg, but the presence and growth of the University have made that 'residential and office' setting the single most important land use in the City, dominating life in Frostburg much as a major factory or corporation would dominate small towns in the 20th century. Although directly owning about 14% of the land in Frostburg - which portion is tax exempt and not subject to land use regulation if the use is for public education - the University has a major impact on about a quarter of the residential area surrounding the university, putting the total area dominated by University use at about 25%.

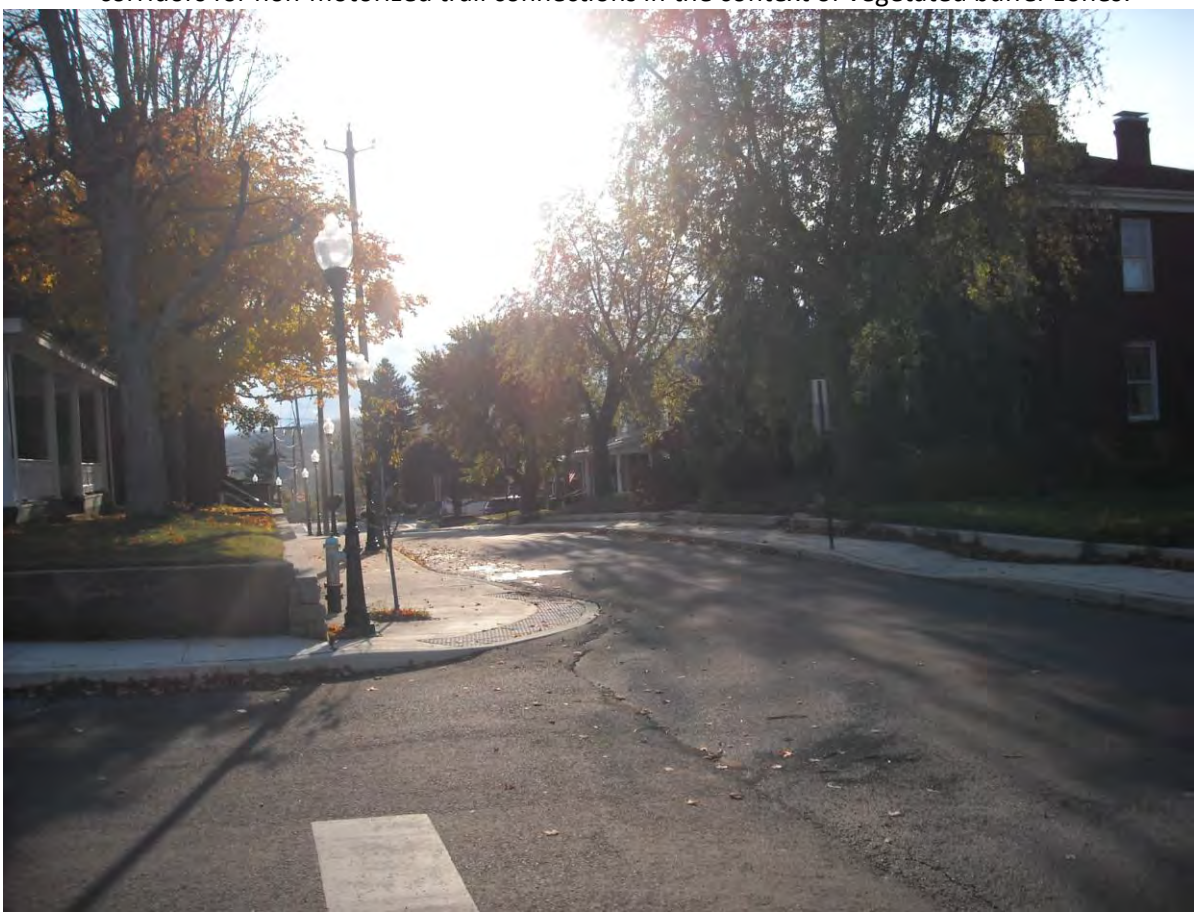
Welsh Hill Commons, Infill Student Housing Under Construction 2008

Mixed commercial and residential uses are in the town center, although a few residential lands away from Main Street have allowed commercial development on a limited basis on corner lots (R3) or as an alternative to residential use (Residential – Office). The latter has not produced any mixed use development to date.

Future Land Use:

The City policy in this Plan as visually shown at Map #3 takes future land use in several new directions:

- expanding areas that allow mixed uses and small scale commercial activity, especially along the frontage streets adjoining the University but also including the access corridors to FSU;
- encouraging development of appropriate vacant lands that are compatible with the City's vision for slow steady growth and allowing for flexible planned commercial developments to occur at these locations;
- allowing sufficient residential growth while protecting existing residential housing stock and preserving the character of historic neighborhoods to maintain a variety of options and prices within the City's housing stock to accommodate persons and families moving to Frostburg; and
- preserving vacant or underused properties that protect sensitive areas while using stream corridors for non-motorized trail connections in the context of vegetated buffer zones.



Broadway at Charles Street

The Plan retains the underlying goal of maintaining the character of a small city oriented to a desirable residential quality of life, but wishes to add more flexibility for small business owners to operate in a variety of settings and expects land developers to demonstrate sensitivity to the City's history, a sound understanding of local and regional market dynamics, an expectation of high quality end products, and a commitment to protection of the natural environment.

Land Use Policies:

Encourage growth that will preserve the scale and density of development that gives Frostburg its distinctive character.

Encourage major new development, whether residential, commercial, or mixed use, to locate at master planned sites that continue logical extensions of public services unless the private sector agrees to finance necessary extensions.

Support small scale infill development that is consistent with and does not harm the historic fabric of traditional neighborhoods.

Provide new zoning districts to allow appropriate scale commercial activity along University frontage streets to spur redevelopment and encourage a more attractive, vibrant connection between University and City.

Recognize and maintain current landscapes and forms in the historic neighborhoods, while allowing more flexibility in planned developments at the margins where the fabric of the core community is not harmed, subject to careful transition zone planning.

Allow larger scale commercial, multi-family housing, and light industrial uses within planned developments on or near the National Highway – New George's Creek Road gateway area to the east; or near the interchange gateway areas of Interstate 68 south of the City, using vacant or underdeveloped land.

Continue to focus off campus student housing near the University, allowing higher density housing in close proximity to the campus at locations that provide both direct connections to the University and access to collector streets; while restricting density in other past student neighborhoods where a blend with owner-occupied homes is desired.

Maintain low density zoning districts in the other traditional residential neighborhoods, with consideration of allowing duplex units by right while retaining restrictive housekeeping unit limits.

Develop and apply neighborhood design standards to protect the historic character of the constructed environment in University neighborhoods from inappropriate architectural styles and forms.
Continue to promote redevelopment of historic downtown properties by public-private funding partnerships for façade upgrades; upper story re-development; and business development that mixes arts and entertainment uses, specialty retail, and visitor services; and by identifying opportunities for supportive public improvements when affordable.

Create a strategic plan for Main Street that will determine how to provide or facilitate necessary parking for employees, customers, and residents; provide maximum use of tax incentives; develop a downtown resident base as customers to support and sustain business activity; and improve visitor access and

amenities.

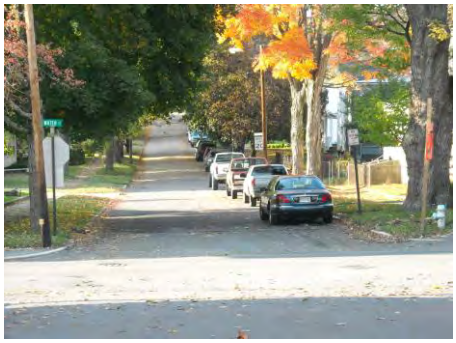
Strictly limit growth of non-conforming land uses and prohibit new uses when they change the character of the neighborhood.

Identify and promote vacant parcels for infill potential; target City resources to facilitate private redevelopment of underused buildings or commercial sites.

Focus code enforcement efforts on a) eliminating blighted properties by aggressively pursuing ineffective or missing property owners with all legal means available so that new owners can redevelop with rehabilitation or removal with infill; b) protecting the University Neighborhood by upholding property standards with an effective and consistent rental housing registration and inspection regimen; and c) concentrating City resources on addressing the trash problem through education, good regulations, and consistent, effective enforcement of the local refuse ordinance.

Work with the County to encourage appropriate land use in the areas surrounding the City and discuss coordinated planning for consideration of future annexation when that is consistent with identified long term growth needs in both the City and County plans.





Land Use Categories:

Land use categories have been reviewed in terms of traditional and possible new zoning groupings as well as overlays that would add new features to City land use regulation. The following is a summary by land use typology for proposed consideration looking toward the comprehensive rezoning process to occur largely in 2012. Descriptions of each land use category follow. Locations are described generally; for a more accurate location, consult Map #3, Future Land Use.

Category

Residential
Single Family Residential Developments
Neighborhood Residential
University Residential
General Residential

Mixed Use
Residential/Office
University Corridor
Downtown

Commercial and Industrial
Highway Commercial
Gateway Corridor
Technology/Light Industrial

Public Land Conservation
Open Space/Programmed Recreation
Open Space/Nature Preserve

Overlays

Master Plan Overlays
Planned Neighborhood Development
Planned Campus Development
Planned Interchange Development
Primitive Campground

Form-Based Overlays
Traditional Neighborhood Design
Historic Preservation District

Special Protection Overlays
Floodplain
Gateway Buffer Corridors

Residential Land Uses

The plan includes four categories of residential uses: Single Family, Neighborhood, University, and General; and three categories that include residential uses as part of the expanded mixed use areas: Residential/Office, University Corridor, and Downtown. In addition, two planned development overlays may accommodate larger areas where significant property can be developed under a regulated master plan: Planned Neighborhood Development and Planned Campus Development.

Single Family

Single Family areas contain residential subdivisions providing modern single-family homes at a density of approximately three dwelling units per acre. The south-lying areas have additional adjoining land available for development, while the north-lying areas abut County lands, with the largest potential for expansion and annexation being in the northwest. Protection of sensitive areas will be an important part of any future development in these areas. The locations for this use are:

- Braddock Estates/Braddock Heights/Braddock Road Opposite the University (south)
- Crestview/Timber Ridge (northwest)
- Victoria Heights/Mt. Pleasant East (northeast)

Neighborhood Residential

The Neighborhood Residential areas are traditional neighborhoods of Frostburg. Recognizing the single-family character of these areas, regulations should be designed to preserve and protect this use. Regulations allow smaller lots and a denser configuration of 4-5 dwelling units/acre in keeping with historical development patterns. Commercial uses, multi-family housing development, and conversions of single-family dwellings to multi-family uses are not permitted, but duplex units are well represented and are allowed. Limits on the number of unrelated occupants that may live in a dwelling are at the legal minimum of two/unit. A brief description of Neighborhood Residential areas follows:

- The West End (Sand Spring or Centennial Hill), including land between Water Street and Shaw Street on the north, excepting the Health System complex, and Water Street and Wenks Lane on the south.
- The East End (Eckhart Flats) between the Memorial Cemetery/Mountain Ridge High School area and Bowery Street to the south, and Victoria Heights to Depot Street to the North.
- The residential enclave behind and north of downtown, including the Uhl Street and Welsh Street area and a portion of North Water Street north of Fairview to Depot Street.

University Residential

The "University Neighborhood is one of the historic center-city residential districts that has become dominated by demand for off-campus student housing to the point where a high percentage of homes are rented as student housekeeping units, each with 2-5 students, or in some cases demolition and rebuilding of student rental housing of an institutional nature. Because of the informal living arrangements of student tenants, unit density is similar to the Neighborhood Residential use, but since each student is an autonomous actor, the impact is much more intense ('bedroom' density). The boundary of this area is described as follows:

- The Center City neighborhood between the University and Main Street, bounded by Water Street to the west, and Bowery Street to the east, but including also Spring and Hill Street area between Park Avenue and the old C&P Railroad corridor (Paul Street).

General Residential

These areas are appropriate for a variety of housing developments focusing on multi-family housing serving retirees, limited income working families, and those seeking affordable housing; but also allowing for a larger scale planned residential development. Townhomes, garden apartments, and mid-rise apartment buildings are provided at a density allowed of approximately 6-10 units per acre, but planned developments would contain more green space/outdoor recreation areas and a mix of housing types so that density would be closer to the Neighborhood Residential use following application of overlay regulations. Areas appropriate for this use include:

- Land on either side of Shaw Street at Main Street and adjoining land northwest of Shaw Street to the Recreation Complex.
- Land below Spring Street down Welsh Hill to the City Limits near Grahamtown over to Welsh Hill Road and back to Warn's Lane.
- Land along both sides of Grant Street south of Blair Street.
- The self-contained Frostburg Village site between S. Broadway and S. Water Street.
- Area east of Lower Consol Road between Sand Spring Run and the University's State Street Parking Lot centered on Bobcat Court.
- Land on the north side of Village Parkway and Bishop Murphy Drive, which contain existing multi-family apartments with some possibility of expansion.
- Former Prichard/Layman Farm west of Maplehurst Country Club north of MD 36.

Mixed Land Uses

Residential/Office

The character of the Residential/Office area is residential, originally single-family homes, but includes the ability to allow office and limited commercial and higher density residential uses in a setting of very large frame houses that may be more feasibly used in alternative settings. This use could be expanded to include a large sector of Main Street depending on the desires of the residents and property owners. Residential/Office areas include at this time:

- The north side of East Main Street between Baptist Street and Lee Street.
- The south side of East Main Street from Bowery Street to the first alley west of Grant Street.
- Expansion of R/O west of Water Street along Main Street has been requested.

University Corridor

This is a proposed new use closely associated with the University Residential use to allow development of small scale retail and service uses along the E. College Avenue and Center Street blocks that front the University and which form the main interface between the City and the University. Flexibility to use or develop land for students and their families and visitors along with residential uses would lead to new investment and a more attractive and dynamic public place, especially if supported by City improvements in the right-of-way.

Downtown

The Downtown area is the focus for the revitalization of historic Frostburg. The Downtown area contains institutional and government uses, as well as spaces suitable for retail, service businesses, restaurants, and offices. Religious institutions are located on the fringe of the downtown district and are an important link between the residential neighborhoods and the town center. Unique upper-story spaces provide revitalization opportunities that will also support business revitalization by providing owner cash flow and a customer base for shops, restaurants, and service businesses. The arts and entertainment district designation and the Great Allegheny Passage and Scenic Railroad linkages will provide new opportunities and challenges in the planning period. The region's dependency on privately owned vehicles for transportation, including the student population, means that parking remains a key issue for this district even as measures are taken to review pedestrian, bicycle, and transit options.

Downtown includes:

- Main Street and Mechanic Street from Bowery Street to Water Street on the south side.
- Main Street and First Street from Depot Street to Water Street on the north side.
- Water and Broadway to Ormand Street on the south side.
- Water and Fairview Street including the Western Maryland Health System Nursing and Rehab Center on the north side, but not the portion of North Water beyond the first properties at the Fairview intersection.
- The Center/Maple Street area south of Mechanic Street to Aspinal Street.
- The Old Depot area north of 1st Avenue to the former C&P Railroad Depot and the commercial complex surrounding the Depot Hotel.

Commercial and Industrial Land Uses

Highway Commercial

Highway Commercial areas are located along Frostburg's arterial roadways and are appropriate for a wide variety of commercial uses, including planned commercial centers focused on vehicle access. Areas include:

- Frostburg Plaza/Sheetz Plaza;
- Route 36 East, excepting the Business Park; and
- Main Street near East and West city limits.

Neighborhood-oriented commercial sites have disappeared from the landscape, but there do remain buildings constructed for commercial use in the historical residential areas that do not respond to highway traffic and are not part of downtown. These buildings in many cases are vacant, underused, or are poorly adapted to residential use. In-town commercial areas occur primarily along collector streets such as Bowery Street, Grant Street, Hill Street, College Avenue, and Water Street. Since these properties tend to be "spot" oriented, single lots or otherwise limited in scope, the category of Neighborhood Commercial should be discontinued, but individual properties may be given flexibility to be used as they were designed consistent with traditional neighborhood development overlay review within the University Corridor areas, or allowing small scale commercial properties to be reestablished where the buildings are clearly designed for commercial use.

Gateway Corridor

Gateway commercial corridors are located at the two State highways connecting regional traffic from Interstate 68 and points south down George's Creek into Frostburg along minor arterial roadways as are appropriate for a wide variety of commercial uses if attractively planned to welcome visitors and reflect Frostburg's civic pride and visual beauty. Areas include:

- Property bordering Braddock Road (MD 736) north of the I-68 Interchange 33 to Technology Drive; and
- Property bordering New George's Creek Road (MD 36) northeast of the I-68 Interchange 34 to but not including Frostburg Business Park and Maplehurst Country Club frontage.

Technology/Light Industrial

This category accommodates planned parks or substantial tracts suitable for business and industry, with a focus on the technology sector. These areas provide flexibility but require well-planned access and landscaping designs.

Allegany Research Properties building at the technology park on University land overlooking the main campus: Allegany Business Center at FSU.

Technology/Light Industrial areas include:

- The Frostburg Business Park;
- Private land west and to the rear of Gateway Corridor along MD 736 near Interchange 33; and
- Allegany Business Center at Frostburg State University west of Braddock Road.

Public Land Conservation

Open Space/ Programmed Recreation

This category indicates land set aside for public parks or recreation complexes including lands set aside for active outdoor recreation activities with or without impervious development so that the land is substantially preserved from intensive urban development. This includes land dedicated to public open space but within private developments and recreational trail corridors in public ownership or leased and maintained for public use. These areas include:

- Frostburg Community Park between South Water Street and Sand Spring Run;
- Glendenning Recreational Complex located west of Shaw Street;
- Frostburg Trailhead at the Great Allegheny Passage and connecting bike trail to Depot Street;
- West End Park, open fields and pavilion, W. Mechanic Street at Wenks Lane;
- Programmed playground areas within Prichard Farm community;
- Playgrounds on Mt. Pleasant Street and on Cemetery Road; and
- Calhoun Field Dog Park near Warn's Lane and Glen Street.

Open Space/Land Preservation

This category indicates land that is owned or should be considered for ownership by the public sector to preserve important natural features and habitat that should not be developed due to the presence of sensitive land uses, particularly land a) within a FEMA-designated floodplain, b) containing delineated wetlands, c) featuring remnant wooded areas or especially woods connected to wider forested lands, or d) characterized by steep slopes and poor soils such as could not reasonably support development. These lands are best owned by the public or alternatively could be protected by a preservation easement. These areas include:

- Natural preserves in the Victoria Lane/Grandview Drive community;
- Natural preserves in the Prichard Farm community that are not programmed;
- West End Park, Sand Spring Run bottomland sector below W. Mechanic Street at Wenks Lane;

- Riparian corridors related to and expanding upon FEMA- designated floodplain areas associated with Sand Spring Run and George's Creek as updated by June 2011 and including a 50-foot buffer from centerline;
- Wetlands associated with both floodplains as well as ponds and reservoirs as shown in the Sensitive Areas map;
- Forest corridor on hillside between Linden and South Water Street opposite the Frostburg Community Park;
- Steep slope land north of MD 36 east of Cherry Lane;

Overlays

Planned Neighborhood Development

This overlay will provide flexibility in developing larger undeveloped tracts of land for primarily residential uses under a master plan review that protects the watershed, maximizes open space, and integrates the development with the roadway system and adjoining neighborhoods. The master plan is to consider appropriate commercial and institutional uses as well as the dominant residential use.

Two techniques that are stressed in this overlay are clustering and open space development. Clustering permits developers to group homes together on smaller lots or in denser housing configurations in exchange for setting aside significant permanent open space. Open Space Development is an approach that considers the significant physical and historical features of the site in determining the density and location of development that the site can support. The Open Space Development process requires close coordination between the developer and municipality to expedite reviews and control development costs, but the concept results in a site-sensitive design that improves the quality of life and marketability within the development.

Planned Residential areas may include:

- The approved Prichard Farm master planned community and the adjoining but not approved Maplehurst Country Club area at the southern headwaters of George's Creek; and
- The undeveloped portions of the Braddock Estates and Braddock Heights subdivisions overlooking Sand Spring Run near confluence with George's Creek.
- The remaining undeveloped land near the Crestview/Timber Ridge subdivision in northwest Frostburg if these parcels should be combined with annexation lands to form a larger tract.

Planned Campus

This overlay will provide flexibility in developing larger undeveloped tracts of land for primarily student residential uses under a master plan review that protects the watershed, maximizes open space, and integrates the development with the roadway system and adjoining neighborhoods, with special attention to physical connections with the University and to the transit system.

Two techniques that are stressed in this overlay are maintenance of a residential setting that provides for special student needs by providing an option between the residence hall experience and the experience of living in a traditional city neighborhood.

Planned Campus areas may include:

- The Bobcat Court area;
- The Welsh Hill Commons area; and
- Center Street between Park and College Avenue.

Planned Interchange

This overlay will provide flexibility in developing larger undeveloped tracts of land for primarily commercial uses under a master plan review that protects the watershed, maximizes open space, adds roadway buffers, and integrates the development with the roadway system and adjoining land uses. The master plan is to consider appropriate residential uses as well as the dominant commercial use.

Two techniques that are stressed in this overlay are emphasis on attractive landscaping and signage that protects viewshed values and creates an attractive setting for visitors and residents using gateway roads from the Interstate into Frostburg; and effective stormwater management deemphasizing creation of a high percentage of impervious surfaces pursuant to environmental site design techniques. Flexibility with respect to massing and orientation of buildings will be permitted upon plan review.

Planned Interchange areas may include land north of Interstate 68 along MD 36 and MD 736 with suitable underlying zoning, and may include Municipal Growth Area #1 south of Interstate 68 along MD 36.

Traditional Neighborhood Design

This overlay is recommended to address infill development within a traditional residential neighborhood. This overlay is shown on properties where design guidelines may be useful to address vacant lots and demolition/rebuild projects within the traditional City neighborhoods by request. Overlays should be done with the interest and consent of a majority of the neighborhood's property owners and residents. If general interest is expressed, a survey of the property owners and tenants within the proposed area should be part of the overlay process.

102 wood street in the University Neighborhood

Primitive Campground

This overlay sets criteria for siting of campgrounds within the City to serve users of the Great Allegheny Passage that intersects with the Frostburg Trail below the Old Depot. The criteria are a based on serving hikers and bicycle users, not recreation vehicle access. A campground overlay has been approved on the grounds of the former Depot Hotel.

Depot Inn Campground Access

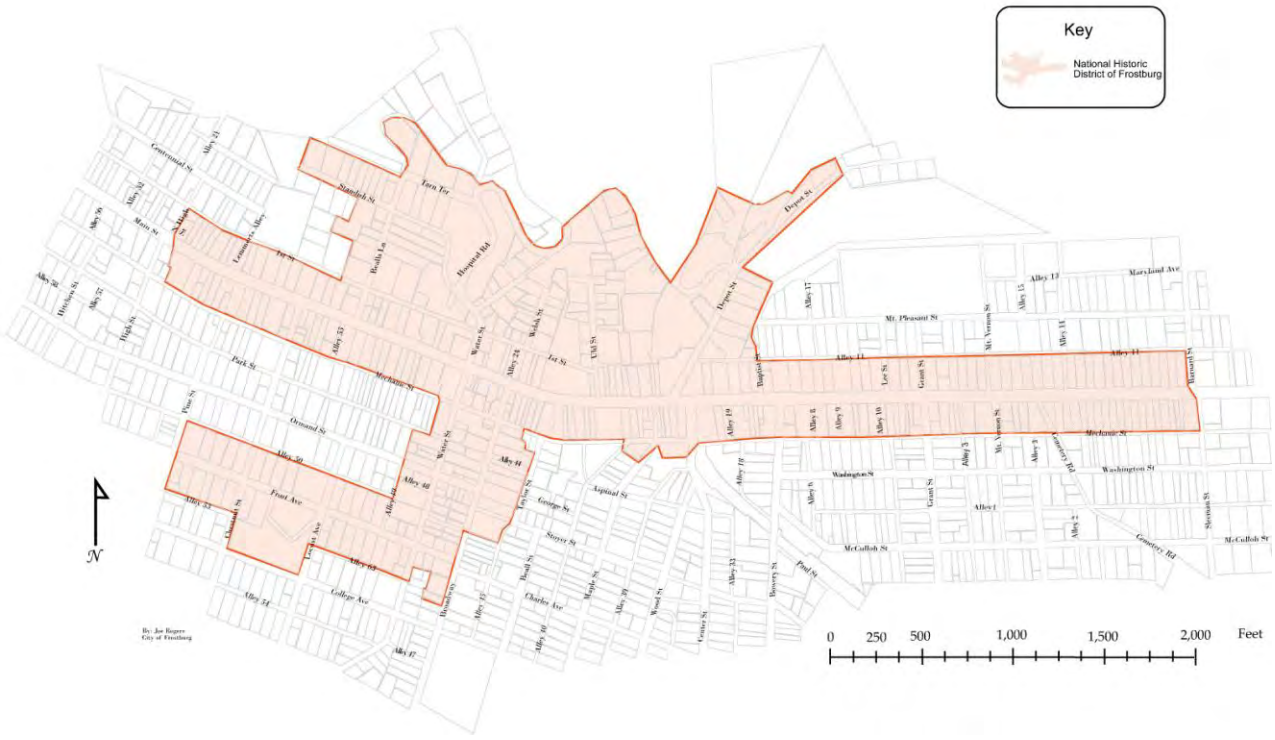
Traditional Neighborhood Design

This overlay is recommended to address infill development within a traditional residential neighborhood. This overlay is shown on properties where design guidelines may be useful to address vacant lots and demolition/rebuild projects within the traditional City neighborhoods by request. Overlays should be done with the interest and consent of a majority of the neighborhood's property owners and residents. If general interest is expressed, a survey of the property owners and tenants within the proposed area should be part of the overlay process.

Historic Preservation

This overlay that has a long history in Frostburg encompasses the National Register Historic District established in 1981, which brings with it regulations for intensive regulation of significant and contributing properties and protection of the historic streetscapes in the old center city area. The Historic Preservation overlay includes the area set forth in State records. A property map showing the boundaries of this overlay district follows:

City of Frostburg Historic District Boundary



Floodplain

This existing overlay is required to comply with Floodplain Management regulations by incorporating review of proposed projects or uses that involve new structures, grading, additions to existing structures, or storage of material in the 100-year floodplain as delineated by the US Army Corps of Engineers. The review process will require partnership with Allegany County Land Development Services under the County's umbrella Floodplain Management Ordinance. A mapping update of the official floodplain areas has been made available in draft and is anticipated to be finalized by early 2013.

Gateway Buffer Corridor

This proposed overlay would add special landscaping and viewshed protection requirements to the primary vehicle entry corridors to Frostburg from Interstate 68, at Exits 33 and 34 and north as would require vegetated setbacks, special signage requirements, commercial entrance guidelines, and control of location and massing of new structures and control of vegetation to avoid harming existing viewshed values.

Undeveloped Land

A few major undeveloped tracts of land remain in Frostburg. Scattered, smaller residential parcels within the City remain vacant and undeveloped as analyzed in the Growth Element later in this Plan. Remaining larger tracts as shown in Map #1, Existing Land Use, include:

- Along Braddock Road near the southern border of Frostburg State University;
- Between Bobcat Court and the University near Sand Spring Run;
- Between Braddock Road and Welsh Hill Road near Grahamtown;
- Phase II area of Prichard Farm development;
- University land in the rear of the Allegany Business Center at FSU; and
- Interior lots at the Frostburg Business Park and adjoining land to I-68.

The majority of these tracts have either specific owner-initiated development plans that have been discussed with the City, are on the market for major development, or are planned for long range development. It is conceivable that the City's technology, light industrial, and highway commercial lands could be largely committed in the next planning cycle, excepting the University-controlled property. Because of the uncertain future for private investment based on the Prichard Farm master plan and the available land for new residential growth, plus available in-city lots and redevelopment potential of focusing on blighted properties, the City seems well positioned for residential needs if growth slows down and becomes marginal. The City needs to work with the County to plan to identify appropriate land and strategies to enhance commercial and business opportunities to keep the region's economy strong and diversified. If a modest residential growth trend seen in the 2010 Census picks up in the planning period, this would whittle away the remaining vacant tracts that are not sensitive sites. In that event it would be important to consider Municipal Growth Area #1 as an alternative to inorganic sprawl at farmland or other parcels in western Allegany County or inappropriate development of steep slope or floodplain buffer areas.

Element #2, Transportation

Transportation Goal:

Provide for the safe and efficient movement of people and goods into and within the Frostburg area.

Transportation Narrative:

The City features a 19th century street grid laid out with 90-degree intersections with the National Highway which began construction in 1811 in Cumberland; through Frostburg in 1812, the founding year. The National Highway (also called locally the National Pike or National Road) crossed the NE/SW-oriented ridges and valleys on an east-west axis, creating the familiar 'up and down' sequence of climbing and descending remembered in Allegany County with 'Route 40' days before the Interstate highways came to the region.

While travelers on the National Turnpike brought visitors to Highland Hall in what became downtown Frostburg, important connections followed with the development of coal and fire clay mining in the valleys to the southwest and northeast between Big Savage Mountain to the west and Dan's and Piney Mountains (Allegheny Front) to the east. These connections included both railway and roadway, as local rail service was a great time saver for travelers in the 19th and early 20th century before the personal automobile became widespread. The main arterial roadway north and south of Frostburg became State Route 36. The original road is reflected by State Route 936 (Grant Street in Frostburg) connecting down the George's Creek valley. At North Water Street, the historic route remains State Route 36, leaving Main Street and descending from the center ridge of Main Street and running to Mt. Savage in the Jennings Run valley before following Jennings Run to the southeast and running to Wills Creek and the Narrows 2 miles west of Cumberland.

The parallel rail route, with passenger service into the 20th century, was the Cumberland and Pennsylvania Railroad (C&P RR), which carried coal, other goods, and passengers between Cumberland and Westernport, with Frostburg being near the center of the line. The switchback construction used between Mt. Savage and Frostburg that required trains to back up before steaming forward, and the tunneling under the National Highway, are both historical engineering features of great interest.

Grant St., Old Georges Creek Road looking south down the valley (MD 936)

Once connected with neighboring 19th century mining and railroad communities that made up the coal basin as supplemented by fire brick works at Mt. Savage and Zihlman, Frostburg became a regional trading center for Western Allegany County. Additional road links were constructed as other company mining communities were built in close proximity to the City, the most prominent being Midlothian Road to the south.

Today, the minor arterial links of MD 936 and MD 736 reflect the historical links to George's Creek, while a new highway meeting the old and new

grade of US Route 40A at the east end of the expanded City limits from Eckhart Mines was constructed on a more modern grade running south to the Town of Midland where the three routes merged into one about 5 miles south of Frostburg.

The expansion and annexation of land surrounding Frostburg in all directions except north followed the availability of relatively flat, buildable terrain. Streets were extended into formerly rural 'County' areas, which can be seen by many rural lot sizes in areas that were not part of the 19th century City. However, the streets in the historical residential neighborhoods, east, west and south of Main Street are characterized by narrow rights-of-way, many streets missing sidewalks, and alleys that have street names and streets that function as alleys. Frostburg is generally laid out on a grid with an orientation to the NE-SW ridgelines and US Route 40 at right angle to the valleys so that property corners are close to ordinal points of the compass; not the lot frontages. A few cross-cutting streets reflecting historic destinations (Depot Street and Cemetery Lane) move through the grid.

Frostburg was served in the 20th century by an electrical trolley system which provided service to the east through LaVale to Cumberland; a similar system ran south down the towns of George's Creek to Westernport. In addition to the C&P Station, the City had a second railroad depot for the Western Maryland Railway (WMRY), which was constructed in early 20th century as a competing line to the B&O – based in Cumberland but which did not connect to Frostburg - connecting freight and passengers in Allegany County to both Pittsburgh and Washington DC.

All local rail service ended as competition from bus lines came into being. The only transit between communities in Western Maryland remaining is the Allegany Transit service, with oversight and funding from Allegany County providing limited public transit to points in Frostburg, LaVale and Cumberland. This service also runs special vans for disabled persons (Alltrans) throughout the County. Frostburg retains a few transit stops; the University has a contract for several stops to provide transport for students to commercial locations including Main Street in Frostburg, eastern Gateway shopping areas, and into the larger commercial centers of LaVale and Cumberland, 6 and 12 miles to the east.

Great Allegheny Passage – Frostburg Trailhead Dedication, 5-10-09

Amtrak remains in use along the B&O line, available from Cumberland. The WMRY alignment is now the Great Allegheny Passage rails-to-trails facility, one of the premier destination biking corridors in the County, which connects at Cumberland to the C&O Canal towpath. The former C&P RR alignment remains for the most part and is part of a City plan to extend a trail from the Passage trailhead north through the tunnel and loop to the south. A possible future extension for another multi-State trail using the C&P line to Westernport and abandoned lines down in the Blackwater area of West Virginia has been proposed. At this time, a short line user is reopening a portion of the

C&P RR about 3 miles south of Frostburg near Borden Shaft.

Frostburg has not traditionally had a local taxi service; however, a local resident is attempting to begin taxi service based in Frostburg in 2010 with an office on East Main Street, near Grant Street intersection. A Cumberland-based competitor is considering extending its taxi service into Frostburg as a result.

The nearest airport is the Cumberland Regional Airport, located in Mineral County, WV across the Potomac from Cumberland, Maryland, about 15 miles to the east of Frostburg. Most airline passengers use the metropolitan hubs at Pittsburgh, Washington, DC (usually Dulles), and Baltimore, and usually drive to these points, about 2-/12 – 3 hours distant. Connecting flights from Cumberland, which has a difficult approach in the mountains, have not been sustainable. Private aviation exists at Marsh Field, which is privately owned airstrip about 20 miles south of Frostburg.

A new urban bus service has just begun between Grantsville/Frostburg to Baltimore, with a limited number of stops to the east. The service was put together by Frostburg State students to provide an alternative to Amtrak for the majority of the roughly 5,000 students that live in central Maryland. In addition, Ira Bus Service, LLC, is located in Frostburg and provides transportation by appointment.
Interstate service for Frostburg was begun in the 1970's with construction of the National Freeway, which paralleled the National Road from I-70 at Hancock, MD to Keyser's Ridge and thereafter due west to Morgantown, WV, linking with I-79. This US Route 48 eventually became I-68. Frostburg had two connections, one an upgrade of the old Midlothian Road bringing travelers into the vicinity of the University and central Frostburg; and the other bringing travelers into the City at the eastern gateway with US Route 40 (which became Alternate Route 40), opening up additional 'gateway' land for commercial and industrial development. This led to the creation of the Frostburg Business Park, the Frostburg Professional Center, the Frostburg Shopping Center, and the Frostburg Plaza from Exit 34 (east); and the Allegany Business Center at FSU and the Braddock Estates development from Exit 33 (west). These gateway areas are now a major part of the City's potential growth and provide opportunities for employment in many sectors of the economy.

The current regional planning focus is for a 'north-side' oriented Interstate to provide better regional links within the Appalachian region to the Pennsylvania Turnpike and the Corridor C in northern West Virginia. Options under consideration began with a possible link to the south from I-68 near Exit 34. Planners initially have focused on options in the Cumberland-LaVale area to the east; however, it is conceivable that cost considerations could move back to the western point from Exit 34 as the most feasible route. If so, the City will need to expedite its Exit 34 corridor planning with Allegany County in response to a more dynamic interchange based on more valuable traffic counts. As of October 2011 there is no indication of a switch in corridor focus from the public meeting process.

Due to the 19th century surface infrastructure and the explosion of personal vehicles in the mid-20th century, coupled with the loss of year-round resident population and transit opportunities, the issue of access and parking on Main Street is a major issue for review in the viability of the old business district. Creating destination uses goes against most people's habits of driving for goods and services to the County's commercial centers in LaVale or those that have developed just outside the City limits. The City must account for access and parking requirements for employees, residents, and customers in downtown, and there are indications that the difficulty of finding solutions to the old infrastructure, hampered further by topography and weather, is a limiting factor for the Main Street program as efforts to make sustained progress in redevelopment continue into the 21st century.

Transportation Policies:

Provide for effective maintenance of all streets and sidewalks.

Propose street circulation or intersection improvement projects when safety or traffic problems are identified.

Improve pedestrian access by building sidewalks where gaps exist whenever possible.

Improve bicycle access by planning and implementing a network of paths through acquisition of buffer land near streams, using abandoned railway lines, and connecting to the Great Allegheny Passage along with dedicated street lanes as needed.
Work with Allegany County Transit to improve regional bus service.

Improve downtown parking by developing shared parking arrangements and new landscaped surface lots where feasible; and implement a consistent parking control plan.

The Street Network:

The street network shown on Map #4 reflects the Federal Highway Aid Classification System. Unlike land use maps, which are concerned with only the area within the city limits and identified annexation areas, functional road classifications are shown for County and State roads both in and outside of the City based on the County's Comprehensive Plan to indicate a cohesive regional network.

Cumberland Metropolitan Planning Organization Roadway Classifications

The City is part of the Cumberland MPO, wherein certain roadway routes are selected as crucial to urban life, making these roadways and streets eligible for funding. A condition analysis, identification of problem areas, and map follow:

MPO Streets in the City of Frostburg Limits, October 2011

Minor Arterial

Rt. 40 Alt. - Main Street	SHA Maintenance Condition: Excellent
Rt. 36 - North Water/Fairview/Hospital Road	SHA Maintenance Condition: Good
Bowery Street	City Maintenance Condition: Good
Center Street	City Maintenance Condition: Excellent-Good
Rt. 736 - Braddock Road	SHA Maint. To Bowery Ext. Condition: Excellent-Poor

Collectors

Park Avenue	City Maintenance Condition: Good-Poor
South Water Street to College	City Maintenance Condition: Excellent
Broadway to College	City Maintenance Condition: Excellent
Village Parkway	City Maintenance Condition: Good-Fair

Rt. 936 - Grant Street	SHA Maintenance Condition: Good
College Avenue, Center to S. Water St.	City Maintenance Condition: Good

Non-Freeway Principal Arterial

Rt. 36 -New Georges Creek Road to I-68 (except see below)	SHA Maintenance Condition: Excellent

Boundary Streets with Allegany County (one side City; one side County)

- Interstate 68 from point NW of Interchange 33 to point west of George's Creek underpass; and in vicinity of Interchange 34.
- Cherry Lane, North of Prichard Farm Entrance to 90 degree curve
- Hoffman Hollow Road, Village Parkway north & south to City Limits
- Rt. 36 – New George's Creek Road: a) north of Frostburg Business Park to Rt. 40 Alt. and b) opposite Maplehurst Country Club south of Frostburg Business Park
- Welsh Hill Road south of Spring Street to Maple Drive

Safety and Traffic Current and Future Problem Locations:

a) Rt. 736, Braddock Road: Braddock Street/Winner's View Terrace for existing and future growth near I-68; and Braddock Heights & Sand Spring Run Subdivisions oppose FSU parking, second access point for pending development;
b) Rt. 36 near Bishop Murphy Drive, Frostburg Professional Center for existing and future growth;
c) Cherry Lane and at Wrights Crossing and Cherry Lane as Prichard Farm development grows; and
d) Rt. 36 in growth area south of I-68 if development occurs.

With regard to other neighborhood collector streets important to the City, the Armstrong Avenue/Shaw Street pair, serving a popular annexed residential area in the northwest sector from W. Main Street, US Rt. 40A, are to be singled out for several problems: heavy use above the design for both streets; Shaw Street is one-way out and serves as the access point for two major institutional destinations, the Glendenning Recreation Complex and Frost Elementary school, as well as the Crestview-Timber Ridge residential subdivision complex, tacked onto the Centennial Hill community annexed in 2001. In addition to heavy use of both low volume streets, Shaw Street features a compressed bottleneck near its intersection with Main Street, and the line of site at this intersection is not optimal. The public route to the two Shaw Street destinations are from relatively distant Armstrong Avenue after which numerous low-volume cross streets may be used with no directional signage. Many visitors attempt to use one-way out Shaw Street, creating a traffic hazard close to the aforementioned bottleneck.

Other non-MPO streets with problems are:

High Street, a neighborhood collector on the west side that narrows down and has poor line of site and a narrow entrance to W. Main Street. In this case the street is two-way but with a marginal width to structures.

Maple Street is a one-way-in alley as it intersects E. Main Street in downtown on a grade. Properties on either side of the alley are built to the property line, and the uphill property is frequently hit by vehicles. The alley functions as a major collector street into the student neighborhood to the south and is heavily

used since Center Street nearby with three lane width is one-way out. This street is a pedestrian hazard along the Main Street sidewalk, which is in poor condition at this location, as is the Maple entranceway. When reaching Mechanic Street after one block, Maple Street expands to a more traditional street width and functions reasonably well.

Hill Street originally ended at the C&P Railroad. With the end of rail service, the street was continued and linked to an alley that exits to Grant Street. The two-way use of this alley portion of Hill Street is marginal with minimal shoulder to structures, and the exit/entrance point at Grant Street is hazardous. Since this street provides an alternate service to using Center Street and serves the Welsh Hill sector of the student neighborhood, it is used more heavily than it would be in original design.

Other streets with line of sight problems are Mechanic Street/Water Street; and First Street/North Water Street. Mechanic and First Streets are important rear collectors for the downtown area, and are in regular use.

A final problem area is the Depot Street 'offset' intersection near opposing Center Street at the east end of the core downtown area. This area is the most dangerous in town due to heavy use, destination point for visitors, both sides sloping up to the Main Street intersection, no signal control, and two busy private parking exits within 15 feet of the intersection on the east side of both intersections. Drivers using either approaching street must watch for the possibility of multiple movements coming from 5 different directions.

Principal Arterial

Interstate 68 is a high-speed, limited-access highway that is designed to serve motor vehicles traveling through Allegany County between major metropolitan centers. The highway is shown on the plan map because of its location at the south edge of the municipal boundary and its two important interchanges that create "gateway" connections to the City. While the boundary does not cross the Interstate, a City-owned and maintained waterline follows Maryland Route 36 past the easternmost interchange, and the City has identified a pre-consent to annexation policy for that area, meaning the City may grow across the Interstate at this location in the subject planning period.

Minor Arterial

Minor arterial streets carry traffic between regional activity centers into the city. These are several, and include:

- MD Route 36, both North up the Jennings Run valley toward Mt. Savage and South to I-68 interchange and down the George's Creek valley to Midland and points south.
- MD Route 936 south to Midland, the original route down George's Creek valley.
- MD 976, Braddock Road from the Midlothian Road interchange of I-68 carrying destination traffic to Frostburg State University and the south end of the City at Park Avenue and Bowery Street, connecting Frostburg with unincorporated upper George's Creek communities of Midlothian, Shaft, Carlos, and Klondike.
- Alternate US Route 40, East and West Main Street connecting to Eckhart, LaVale and Cumberland to the east, and Garrett County to the west. This serves mostly local or regional traffic, but can also serve as an alternate route for the principal arterial which replaced it.

Collector

Collector streets convey traffic to and from numerous local streets, connecting to the arterials for regional or long distance travel. Collector streets carry more traffic than local streets and can be targets for problematic spot commercial activity in the neighborhoods for that reason, and may also become congested depending on patterns of growth.

- Two one-way pairs – Bowery/Center and Broadway/South Water Street connect Main Street (Alt 40) to Frostburg State University or to College Avenue.
- College Avenue between South Water and Bowery Street.
- Victoria Lane/Grandview Street, which serves the residential community at the northeast end of the City.
- Welsh Hill Road/Park Avenue between Bowery Street/Braddock Road and MD Route 936 at Wright's Crossing.
- Shaw/Armstrong Street from Main Street serving the northwest residential sectors, including the Crestview/Timber Ridge development, the Recreation Complex, and Frost Elementary School.

Vehicle Parking:

Parking is a significant issue in the oldest areas of Frostburg. This includes the Main Street business district and the historical inner neighborhoods. The residential problem is exacerbated in the vicinity of Frostburg State University due to the typical "one car for one student" experience for those living off-campus. City policy toward parking has a major impact on both downtown development and land use in the residential neighborhoods, particularly through the Rental Housing Code, which provides a stricter requirement than the Zoning Ordinance at present.

Downtown merchants, city officials, residents, and workers have all commented on the lack of sufficient convenient parking in downtown Frostburg. Creating additional parking is a challenge since very few properties are unimproved with buildings or surface lots, and those remaining are too narrow to provide cost-effective solution. Measures such as negotiated shared parking on existing private lots, focusing on parking within reasonable walking distance, and a consistent policy for meter/control, including a pricing policy are ways to help resolve the problem.

Parking pricing and availability in downtown must recognize the variety of customer, worker, and renter needs and timing requirements. Gathering information on existing private and public lots might lead to better use, particularly of the large-scale surface lots that are privately owned, especially if timing can be worked out to serve different populations. Demolition of structures for new surface lots must be carefully evaluated to avoid damaging the historical streetscapes in downtown. While taking these measures, the City should not neglect to publicize the advantages of walking, biking, or using transit, especially for employees and workers, but also customers and student renters, while efforts should be made to improve the feasibility of these alternative transportation modes.

Parking Permit Program

In areas where residential parking is limited, particularly residential areas near the University, a Residential Parking Permit (RPP) program could be considered. Currently, students and campus visitors routinely park in off-campus neighborhoods beyond the capacity of off-street parking in this densely developed neighborhood; this becomes problematic for the residents, including some students. An RPP program would provide residents with increased access to parking spaces on the streets within their neighborhood. By working with Frostburg State University, an additional supply of on-campus student

parking could be identified (the large lot on College Avenue at Beall Street/University Drive is underused) so that an RPP program could be implemented for off-campus parking. The key to a successful parking program is administration and enforcement; if this approach is considered, the City must commit resources to vigorously enforce the permit program. Before deciding to implement, a field trip should be taken to see a program in operation and get feedback on how this works in practice.

Pedestrian/Bicycle Facilities:

In a college town with a large number of off-campus student housing, walking and bicycling should be the primary methods of transportation for a significant segment of the population. However, this is not the case. Most students bring their cars and use them for all kinds of trips. The City and State have recognized the need to provide safe walking and bicycling facilities in Frostburg by incorporating bike lanes into the streetscape design of Bowery and Center Streets between the University and Main Street; however, these are not widely used. The proposed Frostburg Trail connecting Bowery Street and points south to the Great Allegheny Passage has stalled due to the high cost of rehabilitating the C&P Tunnel and land acquisition challenges.

Frostburg Trail at C&P Depot – connector to Frostburg Trailhead of the Great Allegheny Passage

The City, in cooperation with the University, local merchants, citizens and the State, will continue to add and repair sidewalks as part of the combined sewer/stormwater separation project. Important sidewalk gaps and sidewalks in poor condition should be identified and built in or repaired.

Given narrow streets and heavy use in many neighborhoods, bike usage may be increased if most bike corridors are separated from the street and connect to destination points along either abandoned rail lines or stream corridors. A feasibility study for a bike network (see Map #5 for an initial layout) is warranted, if supported by community outreach showing interest and support for the improvement. If determined to be feasible and cost effective and with citizen support, the City's capital improvement program should show use of Federal and State grants to leverage design and construction. While certain segments could be constructed readily, the important connection to the Great Allegany Passage will require a partnership with Allegany County at the C&P Tunnel.

The Main Street to Frostburg State University connector streetscapes projects – the two 'one-way' pairings of Bowery/Center and S. Water/Broadway - were completed as of 2007. New and improved sidewalks, lighting and drainage structures with landscaping have been provided, along with bike lanes on Center and Bowery Streets.

The primary driver of capital construction in the City during the subject planning period will be elimination of combined sewers, meaning that opportunities for street improvements will shift into targeted neighborhood streets, beginning with Taylor Street, E. Mechanic Street, Maple Street, and Aspinal Alley. The City should take advantage of construction funding wherever possible to upgrade the condition of surface improvements as well as upgrading underground utilities in planning these projects.

Element #3, Community Facilities

Community Facilities Goal:

Inventory community facilities that provide buildings and services for Frostburg's citizens, businesses, and visitors; and identify gaps where facilities are or may become inadequate.

Community Facilities Narrative:

Community facilities are vitally important to maintaining and improving the public health, safety and general welfare of the residents of Frostburg. Community facilities are defined in Article 66B as parks and recreation areas, schools and other educational and cultural facilities, libraries, churches, hospitals, social welfare and medical facilities, institutions, fire stations, police stations, jails and other public offices or administrative facilities. These facilities are located at Map #6.

As Frostburg continues to grow, identifying and recognizing existing community facilities and their importance to the City and working to improve facilities when necessary will promote a positive business environment and demonstrate a desirable quality of life for City residents. Ensuring that residents have adequate recreational opportunities, necessary public safety, and high quality educational opportunities will promote growth opportunities in the City. A proper inventory of community facilities will also help guide Frostburg to become environmentally responsible by guiding planning for maintaining adequate public facilities in a priority funding area, intended to concentrate population and services and avoiding sprawl development.

This section provides an inventory and discusses the location of various community facilities throughout Frostburg and adequacy and capacity of those facilities. Map 6 indicates the location of community facilities discussed. This section will also detail the state of existing community facilities and recognize current deficiencies or areas where improvement or expansion is appropriate. This section will not focus on future growth or level-of-service standards for community facilities as those issues are more appropriately discussed in the Municipal Growth Element and the Water Resources Element.

Community Facilities Policy Statement:

The City must provide financial and administrative support to the network of service providers that administer community facilities, whether they be City departments, volunteer boards, non-profit organizations, or special purpose governmental entities to ensure that facilities are maintained in a sustainable manner and adequately support the services required by its citizens.

Inventory of Existing Community Facilities:

Education

Education is a primary public service. The County school system and Frostburg State University, owned and operated by the State of Maryland, have major facilities in the city. The following primary and secondary schools serve the residents of Frostburg and surrounding areas:

Beall Elementary (K – 5) Frost Elementary (K – 5) Mountain Ridge High (9 – 12)

In addition, Mt. Savage Middle School operates in the nearby community of Mt. Savage and serves City residents with students in the 7-8 grade. All three City schools are operating well within rated capacity and are projected to have unused capacity for at least the next ten years (Table 10).
Source: Allegany County Board of Education

In addition to public schools, the Saint Michael Parish school (Baltimore Archdiocese) on Main Street provides an active pre-school program, but closed its K-5 school in 2009. The Archdiocese's Bishop Walsh School is a K – 12 school in Cumberland that serves the Frostburg community and greater Allegany County with a private school alternative to the Allegany County Board of Education.

Table 10

School	Rated Capacity (Students)	2008-2009 Enrollment		Peak Projected Enrollment		
		Students	Percent of Capacity	Year	Students	Percent of Capacity
Beall (K-6) Elementary	373	367	98	2019	347	93
Frost (K-6) Elementary	294	236	80	2019	256	87
Mt. Savage Middle				2019		
Mountain Ridge High	1000	898	90	2019	787	78

Frostburg State University

The main campus of Frostburg State University (FSU) is the largest employer, the largest land user and the most significant single influence of the Frostburg community. The school was founded by the Maryland legislature in 1898 after residents privately raised the money to buy land for a "normal school." Residents again raised funds and manpower to help keep the school alive during the 1940's. Today, FSU is part of the Maryland state system of higher education and employs more than 700 people full time, including more than 240 faculty. The school also employs approximately 300 part-time faculty and staff.

The university is comprised of three colleges: College of Business, College of Education, and College of Liberal Arts and Sciences which offer degrees at both the bachelors and masters levels. FSU enrollment is officially at 5,428 students in fall 2011, with about 378 enrolled in FSU programs through the University System of Maryland-Hagerstown. The university experienced a significant growth spurt in the late 1980's. After a level period, enrollment began to growth with the 2007 recession and increased marketing in urban neighborhoods. According to university officials, the recent emphasis on selectivity is leveling the growth spike so that only minor (+136 by 2020) growth is expected, and more prominently at the Hagerstown graduate center.

The university's physical description includes 42 buildings at the main Frostburg campus comprising 1,319,000 square feet of floor space. The age and general condition of existing on-campus residence halls was noted as an issue of special concern in the 2001-2011 Campus Master Plan and the President has made this a focus of University planning in his 2011 fall convocation.

As with any college or university, the ongoing relationship of the institution to the community is of interest to both FSU and the City. Frostburg State, like other institutions of higher learning, is a tremendous community asset in many ways. The university provides outstanding cultural and educational opportunities for residents. Faculty and staff tend to locate near the institution, adding to the educational level and human resources of the community. The institution itself has significant human and financial resources which might be made available to the community. Finally, FSU has unique physical amenities, such as the performing Arts Center, the Fine Arts Center and the Planetarium, which often host programs and events open to the public.

Many "Town and Gown" issues relate to student behavior off-campus. On-campus housing at FSU

includes both residence halls and the public-private Edgewood Commons apartment complex, constructed on campus (405-bed capacity). The 2010 Census had 1,951 counted students and the University indicates a maximum capacity of approximately 2,200 students. Most upper class students live off-campus, some commuting from home or nearby communities but most living in private apartments. New off-campus student housing is one area in which the city exercises some control through zoning and subdivision processes. Most off-campus housing is concentrated in a three block deep semi-circle referred to as "University Neighborhood." Older homes in this area, many of them larger than needed by current residents, are under pressure for rental conversion or removal for new student housing. If a new residence hall is funded and built, which has been announced as a goal at 425 beds by 2015, housing will approach 50% capacity for Frostburg campus students assuming no major growth in student population over the planning period.

Libraries

Located at 65 East Main Street, next to the Frostburg City Hall, the Frostburg Library is a state-of-the-art facility constructed with the intention of merging the traditional library setting with new technology, providing the people of Allegany County and the community of Frostburg with access to the internet and computers. The 10,000 square foot building, which replaces the former 1960's library of less than half that size, includes a replica of a historic Toll House of the National Road, as well as a train theme in the children's section. An underground parking garage, with and elevator to the main level, is also available. There is a meeting room in the library for groups and organizations to use.

http://www.youtube.com/watch?v=XYir36EbC_E

The Frostburg branch is also the location for the Gates Computer Training Lab, a facility with two purposes: First, weekly classes of computer related content are offered free of charge to the public. Second, because the lab is a public access community facility, non-profit organizations and businesses are welcome to use the computers for their own educational and informational purposes.

Public Safety

Fire Protection

Frostburg's Volunteer Fire Company consists of approximately 70 members including 10 officers. The fire company operates two locations (at 22 South Water Street – Station #1 and 298 East Main Street – Station #2). Station #1 is in the process of relocating to 75 S. Water Street in 2011-12 to ensure that adequate facilities exist to protect the western sector of the City. The Company operates six pieces of apparatus including: two engines, one ladder truck, one medium duty rescue squad, one utility truck, and a command unit. The existing Fire Company facilities will meet the current needs of the City following the relocation of Station #1; future expansion could be necessary to meet needs if the community grows significantly.

Old Station #1

New Station #1 – under renovation

Inside Old Station #1

Police Protection

Located at 37 Broadway, The City of Frostburg has its own police department that serves the City and responds to calls in the surrounding areas if necessary. Maryland State Police also serve the residents and businesses of the City. Currently, the police department staffs 15 sworn officers (authorized at 16) and 4 support staff.

The International Office of Police Chiefs (IOPC) recommends that municipalities provide 2.5 officers for every 1,000 people in the community. Per Frostburg's past population estimate discussed in the Municipal Growth Element, 20 officers were sufficient to meet the IOPC goals. However, the new Census indicates that 22-23 are needed per IOPC. Funding for this increase will need to be explored during the planning period. The need for additional officers is somewhat offset by the Frostburg State University police force consisting of 14 officers and 7 support and communication staff. Taken together, public safety coverage appears to be very adequate, although close cooperation is needed for University Neighborhood impacts to make this work without gaps, especially given turnover in the City ranks.

Ambulance (EMS) Service

Allegany Ambulance Service at 176 W. Main Street and Frostburg Area Ambulance Service, Inc. at 86 W. Main Street provide emergency life support and transport services to the residents of Frostburg.

Public Health Services

Frostburg Nursing and Rehabilitation Center (MD 36 adjoining downtown) and Frostburg Village Nursing Home (MD 36 east end gateway corridor) serve long term care needs of seniors or those who need rehabilitation before returning to the home. Western Maryland Health Systems (WHMS) owns and operates a newly-constructed, state-of-the-art Regional Medical Center at Willowbrook Road, east of Cumberland (15 miles east), consolidating the former Memorial and Braddock Campuses as of spring 2010. The new facility will include 275 beds, and provide eight specialty centers, including centers for cancer and cardiac care. Medical services remain concentrated in Cumberland; however, a clinic is operated by the WHMS at the Frostburg Plaza a the east end gateway corridor.

More information about WHMS can be found at: http://www.wmhs.com/

In a building adjoining the new Medical Center, the Allegany County Health Department also provides a variety of services, including subsidized services to low-income and elderly residents. Services include nutritional assistance, and dental, physical and mental health, including many others. Information about Health Department services can be found online at:

http://www.alleganyhealthdept.com/About%20Us.htm

Lastly, the State of Maryland operates the Thomas B. Finan Center, a 114 bed hospital focusing on in-patient psychiatric needs of Western Maryland residents.
Several private doctor and dental practices are located in Frostburg; two pharmacies are in business in the east end of the City.

Museums

Built in 1899 as the Hill Street School, this historic building now houses the Frostburg Museum. The Frostburg Museum provides information and artifacts concerning the history of the City, including its mining history, original schools in Frostburg and establishment of the Normal School, the Arion Band and history from the National Pike. The museum also provides a genealogical history to those interested in family histories.

View of Frostburg Museum Hill St. School -taken from Mt. Pleasnat St.

More information about the Frostburg Museum can be found at:
http://frostmuseum.allconet.org/building.html

The Thrasher Carriage Museum is located in Depot Center on Main Street. The Thrasher Museum has one of the largest collection of horse drawn carriages, representing the needs for various events, as well as styles used by the wealthy and the working class.

More information about the Thrasher Carriage Museum can be found at:
http://www.thethrashercarriagemuseum.com/index.html

Public Offices and Administrative Facilities

Below are the locations of key public and administrative offices throughout the City:

- Frostburg City Hall
  59 E. Main Street
- Frostburg Public Safety Building
  37 Broadway
- Frostburg Volunteer Fire Company
  22 S. Water Street (75 S. Water Street pending relocation by March 2012)

City Hall is open Monday through Friday excluding holidays from 8:00am to 4:00 pm. Water and tax bills, permits and development reviews, and other City services are provided at City Hall. The Police Department and Volunteer Fire Company have personnel available 24 hours a day.

Parks and Recreational Facilities

The City of Frostburg offers 19 sites and programs for recreation, not including the Great Allegheny Passage, a major regional bike facility that passes through the city (see below).

Nineteen recreation sites serve the population in and around the City of Frostburg. The City owns and maintains seven of the sites:

- Lions Park (2 fields, pavilion, concession stand, pond)
- Mount Pleasant Recreation Area (play-ground, field)
- West End Park (pavilion)
- East End Playground
- Spring Street Park (football field, volleyball court)
- Frostburg Community Park (pool, 2 pavilions, baseball/softball field)
- Braddock Park

The Municipal Growth Element discusses the adequacy and potential need for additional parks and recreational facilities. Residents have mentioned parking and access to these facilities being a potential issue. The City should examine park access, as well as the number and size of facilities, to ensure existing facilities are being efficiently utilized.

Great Allegheny Passage Bicycle Trail

The Great Allegheny Passage is a regional rails-to-trails facility linking Cumberland, Maryland with downtown Pittsburgh, PA. At Cumberland, the Passage connects to the Chesapeake and Ohio Canal National Historic Park which provides a mostly-towpath bike experience to Washington, D.C., creating a 334.5-mile hiking/biking trail between Pittsburgh and Washington, D.C., with Cumberland and Frostburg near the center-point. The final 1-mile southeast of Pittsburgh is expected to be completed in 2012 to complete this multi-state rails-to-trails experience. Frostburg's trailhead on the Passage was once part of the old Western Maryland Railway Station, long demolished, but is downhill from the restored Cumberland and Pennsylvania (C&P) Railroad Depot, a destination spot for visitors. This outdoor recreation facility has become very popular with bicycle tourists as well as local residents interested in wellness and exploring the Allegheny Mountain Region's high country. See Map #5 and more information: http://www.atatrail.org/

The Western Maryland Railroad

The Western Maryland Scenic Railroad round trip steam or diesel engine excursion is a mix of mountain scenery and transportation history. It is designed to be an entertaining and educational experience for riders of all ages and interests and includes interpretive history and active Main Street districts in Cumberland and Frostburg, the latter centered at the restored C&P Railroad Depot managed by Allegany County and the privately managed Depot Hotel and Café complex which adjoin the Thrasher Carriage Museum. http://www.wmsr.com/

Churches and Institutions

Frostburg has eighteen churches of various denominations. The following churches are listed as "places of worship" by the City of Frostburg's website:

- DICKERSON A.M.E. CHURCH, 146 West Mechanic Street
- ECKHART BAPTIST CHURCH, 17106 Old National Pike, SW
- ECKHART METHODIST CHURCH, Porter Road
- FAITH INDEPENDENT BAPTIST CHURCH, 255 Shaw Street
- FIRST CONGREGATIONAL CHURCH, Corner of Bowery Street & College Avenue
- FIRST ENGLISH BAPTIST CHURCH, 136 East Main Street
- FIRST PRESBYTERIAN CHURCH, 33 Broadway
- FROSTBURG ASSEMBLY OF GOD CHURCH, 126 Maple Street
- FROSTBURG CHURCH OF THE BRETHREN, 1 Beall Street
- FROSTBURG CHURCH OF THE NAZARENE, 150 Center Street
- FROSTBURG UNITED METHODIST CHURCH, 48 West Main Street
- GOD'S ARK OF SAFETY, Cherry Lane
- GRAHAMTOWN GOSPEL HALL, Route 36
- KINGDOM HALL OF JEHOVAH'S WITNESSES, Cherry Lane
  NEW BEGINNINGS COMMUNITY CHURCH, 3 College Avenue
- SEVENTH DAY ADVENTIST CHURCH, 82 West College Avenue

- ST. JOHN'S EPISCOPAL CHURCH, 58 Broadway
- ST. MICHAEL'S CATHOLIC CHURCH, 44 East Main Street
- ST. PAUL'S LUTHERAN CHURCH, 34 West Main Street
- SALEM UNITED CHURCH OF CHRIST, 78 Broadway
- TRINITY ASSEMBLY OF GOD CHURCH, 19713 Shaft Road SW
- WELSH BAPTIST CHURCH, Corner of Charles and Beall Street
- ZION UNITED CHURCH OF CHRIST, 160 East Main Street

Element #4, Mineral Resources

Mineral Resources Goal:

To examine mineral resources in the area and control the impact mining of these resources will have on existing and future land uses, including long term growth areas.

Mineral Resources Narrative:

This element is intended to identify and regulate land in the City's planning area that should be kept in its undeveloped state until the land can be used to provide a continuous supply of minerals. This element addresses abandoned mines, acid mine drainage, reclamation and consideration of long range mining opportunities.

If mining activities are to occur, the City must balance mining impacts with existing uses and create a plan to integrate reclaimed land into the fabric of the community after mining activity has ceased. This element discusses the mineral resources available in or near Frostburg and the future feasibility of mining.

Mineral Resources Policies:

Where undisturbed lands exist in locations that are suitable for mineral extraction, competing uses that are not compatible with mining activities should be minimized by regulation. Existing urban lands, sensitive areas, historic sites and public water supply basins should be provided safeguards to minimize or eliminate disruption from mineral resource development; however, prime, undeveloped mineral producing sites in general should be protected from urbanization until the minerals in the area are removed.

Coal bearing structures within the long-term growth boundary should be protected for future extraction by limiting urban development until the coal is removed, requiring close coordination with Allegany County. Also, land where commercial sandstone or fire clay outcrops exist should be protected from extensive urban development.

Active Strip Mining – Southwest of Frostburg

Specific policies are:

- Ensure that any mining or mineral development is done in a manner that maintains the character of the City and protects water resources.
- Require that proposed mining activities be compatible with existing land uses.
- Allow surface mining activities if the proponent demonstrates feasibility through the Bureau of Mines and compatibility with neighboring land uses.
- Identify and review industry and regulatory reports on mineral resources available in the Frostburg area to inform City policy.
- Ensure that parks and recreation facilities, residential districts, and sensitive research and development land uses will not be adversely affected by mining activities.

History of the George's Creek Coal Mining District:

The first mines in the western Maryland region were located in the early 19th century about a mile and one-half from Frostburg.

Another industry to develop during this period was the manufacture of fire bricks from extremely high-grade fire clays found along Big Savage Mountain northwest of Frostburg. Beginning in 1864, the clay was removed and hauled to Frostburg by wagon and made into bricks. In 1902, the Big Savage Fire Brick Company was formed and for nearly 100 years was a major manufacturer of fire bricks serving the Middle Atlantic region. Another refractory operated in Mt. Savage supplied from the same layer of clay. Today the remnants of the two refractories in Zihlman and Mt. Savage, north of Frostburg, are owned by the Rost family, successor of Union Mining Company interests.

Coal mining in Western Maryland began with small-scale deep mines which operated to accommodate local fuel needs. By 1820 mining became commercially important with several mines operating in the communities of Eckhart Mines and Vale Summit, located just to the southeast of Frostburg. Coal was transported by wagon to Cumberland; there it was loaded onto barges and shipped to various points along the Potomac River. Following development of railroads into the coal region by mining interests and completion of the C&O Canal to Cumberland, mining became a major regional growth industry centered in Frostburg. Land containing the fire clay deposits remains owned by Borden Mining Company.

There are two major seams of coal that lead to prosperity and growth in Frostburg: the Pittsburgh seam and the Tyson (Upper Sewickley) seam. The entire City of Frostburg has been undermined through the traditional 'deep mine' shaft and tunnel process, mostly accessing the Pittsburgh "Big Vein" seam and workings of the Union Mine. Many small operations joined to form the Consolidation Coal Company, or Consol, which operated several major mines and continues today as a modern energy corporation based in Pittsburgh. Map #7 indicates the general location of historic mines underneath Frostburg and helps depict the importance that mining has had on the region.

Between the peak production years of 1900 and 1918, deep mines in the two-county region (Allegany and Garrett County) produced between four and five million tons of coal annually. Most of these mines were developed in a manner which utilized gravity drainage, to avoid excessive water accumulation in the mines. Consequently, the water was frequently polluted by acid, iron, sulfur, aluminum and other toxic substances drained away from the mines and into the streams. Completion of the Hoffman Drainage Tunnel diverted groundwater from George's Creek to Braddock Run (or Preston Run as it was

once known). This has over time produced negative impacts to both watersheds as further explained in the Water Resources Element and below.

Abandoned Mine Issues and Reclamation:

Acid mine drainage is Maryland's most serious pollution problem attributable to abandoned coal mines, and may be Western Maryland's most severe water pollution problem. A large number of deep mines used the up-dip method of mining, which lead to drilling into groundwater resources. As noted, the mines used gravity to drain the water, mixing many toxic metals into the runoff leading to local streams. The extent and complexity of underground workings in western Allegany County and eastern Garrett County has made acid mine drainage remediation exceedingly difficult to accomplish.

The Maryland Department of Environment's Bureau of Mines is in charge of locating historic mines and the regulation of new mining activities. Subsidence problems continue to exist in some areas of the George Creek Basin where the Pittsburgh coal seam was extensively deep mined in the early 1900's. The Bureau of Mines or private owners will grout or fill underground mines where subsidence is occurring to stabilize the surface as necessary. Only a few properties sitting above shallow mine areas in and around Frostburg have been filled. An exception is Frostburg State University, which sits above multiple layers of abandoned mines, most prominently the Union Mine. Voids underneath University buildings have consistently been filled with grout material.

After World War II, deep mining activity declined and surface coal mining increased in Western Maryland. Surface mines operated without any reclamation law until 1955 when minimal requirements, far from satisfactory by today's standards, were enacted. As surface mining increased, new types of abandoned mine problems emerged. Highwalls, pits with standing water, spoil piles, landslide areas, erosion and acid drainage areas are prevalent remnants of abandoned surface mine problems in the Western Maryland coal basins. Surface mining continues today with one site in the Consol area directly adjacent to the City overlooking the University residence hall area, and another two others within two miles of the City's southern boundary. However, these mines operate under more stringent environmental and reclamation rules enforced by the State of Maryland.

Reclamation projects at older mining sites are designed to eliminate health, safety and environmental problems. Reclamation requirements include the evaluation of coal waste disposal, re-grading and backfilling of highwalls, evaluation of environmental hazards to adjacent water bodies, demolition of underground mine structures, sealing off access to the mines, re-grading the entire site, and adding topsoil to re-vegetate the site and provide long-term stabilization and viable wildlife habitat.

The Bureau of Mines requires a reclamation plan for new mining sites that illustrate the drainage areas above and below the target site, the existing grade, the proposed mining depth, and proposed reclamation grades and slopes. This helps ensure proper redevelopment of the site after resources are exhausted. Current regulations also require the topsoil to be stockpiled and used for reclamation to help re-vegetate the site and return the site to pre-mining conditions. The reclamation process supports the potential for suitable redevelopment after resources have been exhausted, where appropriate.

Since mining is a regional issue with mines traversing arbitrary boundaries, Frostburg is directly affected by mining plan approvals within its immediate vicinity and especially the future growth areas that may be annexed. The City should work with Allegany County and the Bureau of Mines to create a joint agreement allowing Frostburg to review mine siting and reclamation plans for proposed sites within the City's planning boundary. This will help ensure the reclaimed site will be ready for development into a

use compatible with the City's plan, whether for urban redevelopment in Priority Funding Areas, or for protection of the land as part of a plan for preservation of natural areas or connecting corridors.

The Bureau of Mines also has an Acid Mine Drainage (AMD) Abatement program to help clean polluted mine waters. Acidic discharges of water high in concentrations of toxic metals have left several of the waterways adjacent to Frostburg impaired and unable to support life because of toxic conditions caused by AMD. Untreated AMD in many places discharges directly from the mines into the streams. This is typically the case for mines surrounding Frostburg, many of which drained into the Hoffman Drainage Tunnel and then discharged into Braddock Run without any treatment.

Acid mine drainage treatment using "dosers" are being installed at some reclamation project sites to treat the acidic drainage. A doser is a water powered system that dispenses calcium oxide into the mine runoff to neutralize acidity and raise the water's pH factor. The Bureau of Mines prioritizes abatement of acid mine drainage based on severity of the problem. The City should support Allegany County by requesting that abatement of Braddock Run discharge by moved higher up the priority list in light of AMD problems from historic mines underneath the City. Also, the City should work with the State and Allegany County to ensure that future mines are properly drained and treated so that acidic runoff does not further impact streams or groundwater resources.

Mining Opportunities:

The United State Geological Survey and the Maryland Geological Survey's Physiographic map of Maryland prepared in 2008 indicates that the Frostburg district in the Allegheny High Plateau Region of the Appalachian Plateaus Province consists of Sandstone, Shale, Siltstone and Coal of Monongahela Formation in the center of the valley that is flanked and underlain by largely clastic sedimentary rock of the Conemaugh and Allegheny Formations. Primary resources extracted in Allegany County near the City of Frostburg are coal, sandstone, and fire clay.

The Directory of Mineral Producers in Maryland prepared by the Maryland Geological Survey in 1996 lists one active coal mine within the City of Frostburg; plus an active clay mine and one sand/sandstone mine, both west of Frostburg. The Directory also lists a total of 40 coal mines, six stone (including Sand and Gravel) mining facilities and one clay mining facility in Allegany County. Recent activity is much reduced in terms of numbers of active sites, but large open-pit mining of coal continues south of Frostburg as noted, and scattered small operations exist.

Today's mining regulations require all mining operations to undergo a permitting process that ensures the public health and safety and protects waterways and the environment from the adverse impacts of mining activities.

While carbon-based energy sources, most prominently coal, are under attack with regard to greenhouse gas emissions, and environmental impacts remain a concern, there remains a need to support an industry which has provided jobs and economic activity for over 150 years and continues to support the immediate energy needs of the national economy. The City of Frostburg must plan to help resolve land use conflicts, most likely to occur in future growth areas, so that disruptions to settled areas and environmentally sensitive sites can be avoided while maximizing efficient removal of the mineral resources.

Element #5, Sensitive Areas

Sensitive Areas Goal:

To adequately protect natural resources and to guide future development practices affecting environmentally sensitive land, including floodplains, streams, wetlands, and their buffers; endangered species habitat; steep slopes; and sites with special natural characteristics designated for protection in a manner that will allow the City to retain important elements of its rural setting and maintain is quality of life.

Sensitive Areas Narrative:

Frostburg is located at the head of the Georges Creek Valley in the Allegheny Mountains with an average elevation of 2,000 feet above sea level. The area is known for crisp autumns, snowy winters, bountiful springs, and cool summers. Nestled in the State's Appalachian Highlands, Frostburg and vicinity has a history including small farming, mineral extraction, commercial center activity, and after 1950 supplying a residential community for commuters to industrial and commercial jobs in the region, and since 1980 service employment centered on the growth of Frostburg State University. Development has had a major impact on the woods, fields, and streams that were found here in the 18th century following European settlement from the Fort Cumberland area and points east.

Frostburg and lands immediately surrounding the City lie at the headwaters of three drainages; George's Creek/Sand Spring Run to the south; Braddock Run to the east; and Jennings Run to the north. Drainage to the west is constrained by Big Savage Mountain, which rises at this point to elevations over 2,900 feet, roughly 700-1100 feet above City elevations. All runoff flows to the North Branch of the Potomac River. Both Braddock Run and Jennings Run flow into Wills Creek about 10 miles to the east near Cumberland. George's Creek empties directly into the North Branch 20 miles south at Westernport.
Challenges for the City include loss of forested areas, abandonment of small farms to development, acid mine drainage, sedimentation of streams, and the loss of wildlife habitat. These are a concern for the City and for the watersheds of western Allegany County. Part of managing growth and development in the City is balancing the need for jobs and a sustainable economy with possible negative impacts to the natural setting that adds so much to the quality of life for City residents, especially when these impacts can too easily be passed on to downstream residents.

Maryland Economic Growth, Resource Protection and Planning Act of 1992 added a requirement to Article 66B that Maryland comprehensive plans contain a Sensitive Areas Element which describes how the jurisdiction will protect the following:

- Chesapeake Bay Critical Areas;
- Streams, wetlands and their buffers;
- 100-year floodplain;
- Habitats of rare, threatened and endangered species;
- Steep slopes; and
- Agricultural and forest lands intended for resource protection or conservation.

Sand Spring Run in Frostburg State University Arboretum

Sensitive Areas Policies:

The City must reset its regulations that integrate protection of sensitive areas within the context of its land use regulations to strengthen the City's ability to a) protect soil, vegetation, and water resources, remnants of natural resources prior to settlement; b) improve the quality of life for existing and future residents and workers; and c) mesh with County efforts to improve water quality and offset climate impacts of urban development.

Specifically, the following policies are meant to preserve the natural resources of Frostburg and the surrounding environment to ensure a balance between development and the need to protect natural features and environmental resources:

- Identify watersheds, streams and wetlands affected by past development and new development pressures, and implement methods to decrease nutrient runoff and sedimentation.
- Identify and protect steep slope areas from inappropriate development.
- Identify and protect existing forested areas and important species habitat.
- Closely regulate development to protect at-risk surface water resources.
- Ensure protection of any natural feature or species habitat unique to Frostburg.

Steep Slopes:

Maryland State law regulates development and disturbance of slopes greater than 25 percent. The City of Frostburg also regulates new slopes created as a result of site grading. Both the City's Subdivision and Zoning Ordinances contain language addressing new slopes created that are greater than 25%, in which case the applicant must provide written descriptions of the measures that will be used to stabilize such slopes, together with a legally binding timeline for the implementation of such measures.

Both ordinances contain language requiring Board of Appeals review of development on existing slopes over 25 percent, with a plan required to preserve vegetation, address major stormwater management, sediment and erosion control, and grading plans. Subdivision regulations allow for doubling of lot size for lots showing buildable areas containing > 25 percent slope.

Map #11 indicates areas with slopes of 25 percent or greater, based on current topographical information. This map is intended to be used as a guide for staff during pre-development discussions that will be held under concept plan review to be required under pending new stormwater and sediment/erosion control ordinances. This will help guide sensitive development and identify potential steep slopes where regulation may be required.

Although a majority of the City's land does not contain slopes greater than 25 percent, there are some areas identified that do exceed this standard. Steep slopes provide an environment for movement of soil and polluted runoff when land disturbance occurs. As the slope of the land increases, the potential for such movements increases. Preservation of stable slopes adjoining any watercourse is especially

important because of the potential harm to water quality and aquatic habitat. Communities pay an economic cost associated with loss of water quality, and sediment discharge is a major problem throughout the Chesapeake Bay watershed. Neighborhoods may experience hazards such as flooding, landslides, and other problems caused by disturbance of steep slopes. The identification and protection of steep slope areas within a community helps to protect the City and downstream communities from these hazards.

A plan goal for this subject is that development be directed away from steep slopes, and that the most prominent slopes and those determined to be in greatest need of stabilization will be ideally preserved or minimally closely managed to avoid harmful impacts. To manage development in these areas, the City should create a guide for Best Management Practices and Mitigation Techniques to be implemented on sites where disturbance to steep slopes cannot be reasonably avoided. Preservation options including use of the Rural Legacy Program may be considered, especially as annexation within the municipal growth boundary occurs in future years. The City may allow steep slopes to be preserved in undeveloped areas of a site plan to be identified during concept review.

Current guidelines must be strengthened to be consistent with State law to better control development near steep slopes and consistent with limiting impervious surface coverage. The City should revise their zoning and subdivision code upon approval of this plan in conformance with the Stormwater Management Act of 2007 and implementing regulations.

Streams, Wetlands and Their Buffers:

There are three major streams with headwaters in and around the City of Frostburg, as well as several sites containing wetlands. These streams and wetlands require a 25-foot naturally vegetated buffer to be maintained between the edge of stream bank or delineated wetlands and any new development, since these resources are not tidally influenced or located in areas of Special State Concern. Current City Zoning and Subdivision regulations are consistent, except that stream buffers are set at 50 feet from the centerline of a perennial stream, or 25 feet from centerline of any 'intermittent waterway.' Regulations address restrictions on stream crossings, preserving existing vegetation, and planting new trees vegetation if the stream bank is not protected with vegetation.

Wetlands within the City's boundaries are indicated on Map #14 (Wetlands Maps). Palustrine habitats, as indicated as existing in the Georges Creek watershed, are characterized by a diversity of plant species and structural features that provide feeding, breeding, nesting and migration habitat for wildlife. No development or removal of vegetative cover or trees should occur in the 25 foot buffer surrounding wetlands indicated at Map #14 other than connecting hiking/biking trail surfaces. The City should enhance wetland requirements to match stream buffer measures as stated above. It should be recognized that natural buffers reduce nutrient runoff and other pollution and protect aquatic ecosystems by reducing stream warming.

Map #14 provides two inventories, one from Maryland Department of Natural Resources (DNR) and another from National-Designated Wetlands respectively. The different inventories indicate different "classes" for each wetland system and subsystem and each indicate wetlands in different locations. The inventories are so different that both maps should be used together as a guide to determine whether wetlands may be in the area and whether verification and delineation is needed.

As indicated at Map #10, there are no hydric soils present within the City Limits or the Municipal Growth Area Boundary according to official soils maps. However, certain riparian areas are observed to feature

key vegetation indicating that hydric soils do exist.

If wetlands mitigation and/or preservation are necessary, the City shall refer to Maryland Department of the Environment's *Priority Areas for Wetland Restoration, Preservation and Mitigation* (available on the MDE website).

Floodplains:

Floodplains are areas surrounding waterways that are subject to periodic flooding. They are characterized by relatively flat topography and soil types that were deposited during past flood events. Prohibition of development within the 100-year floodplain has the greatest potential for achieving environmental and resource protection goals. Restricting future development within these areas of the City will serve to protect against the loss of life and property. Sand Spring Run floodplains, draining West Frostburg, are primarily in a natural state or run through parkland, University reserves, or natural habitat. The northern stem of Georges Creek contains areas that have experienced development pressure in East Frostburg, with two major stormwater structures constructed on the headwaters near the new high school and a new commercial center. This stem flows for about two-thirds of its length in Allegany County, draining south central Frostburg and the unincorporated community of Grahamtown. The shorter southern stem of Georges Creek is about two thirds protected within the Prichard Farm master plan (in the City limits), but has areas in the County that flow through developed residential neighborhoods of Grahamtown.

Map #8 (Floodplain Map) indicates the 100-Year Floodplain based on the Flood Insurance Rate Map (FIRM) prepared by the Federal Emergency Management Agency (FEMA). The City of Frostburg does not have its own floodplain ordinance that provides a unified comprehensive approach to floodplain management at this time, but relies on an overlay zone within the Zoning Ordinance and regulations in the Subdivision Ordinance that reference requirements of the Allegany County Floodplain Ordinance, as overseen by the Frostburg Planning Commission. Development regulations are enforced through the overlay district regulations with respect to all areas that are mapped as 100-year floodplain by FEMA, addressing basic permitting requirements of Federal and State programs in the arena.

Frostburg should consider creating a municipal floodplain management ordinance to better regulate development in flood prone areas at the local level; or alternatively formally agree to fall under County regulation. This process will be coming to the fore during the early portion of the planning period based on new mapping and regulations provided for preliminary review in 2011.

Endangered Species Habitat:

The Wildlife and Heritage Service Natural Heritage Program tracks the status of over 1,100 native plants and animals that are among the rarest in Maryland and most in need of conservation efforts as elements of our State's natural diversity. Of these species, the Maryland Department of Natural Resources (DNR) officially recognizes 607 species and subspecies as endangered (e), threatened (t), in need of conservation (i), or endangered and extirpated (x). The latter are species once found, but no naturally occurring populations remain in Maryland. Only 37, or 3% of the total tracked species, are listed by the U.S Fish and Wildlife service as nationally endangered or threatened.

DNR also maintains an official list of game and commercial fish species that are designated as threatened or endangered in Maryland. The Allegany County list is found at http://dnr.maryland.gov –

wildlife tab, rare, threatened, and endangered species link on right side of page, Allegany County list. This list includes two species on the Federal endangered list, the Indiana Bat which may hibernate in mines in Western Maryland, and the 'Harperella' herbal plant, the latter found in stream or pond areas in eastern Allegany County or along the C&O Canal.
Sensitive Species Project Review Areas (SSPRA) as shown on Map #12 are prepared from data created and updated by DNR. The SSPRA represents the general locations of documented rare, threatened and endangered species. These areas do not delineate or strictly represent habitats of threatened and endangered species. The information provided by the State incorporates various types of regulated areas under Critical Area law and other areas of concern statewide, including: Natural Heritage Areas, Listed Species Sites, Other or Locally Significant Habitat Areas, Colonial Waterbird Sites, Waterfowl Staging and Concentration Areas, Nontidal Wetlands of Special State Concern, and Geographic Areas of Particular Concern.

Although this information is the most complete single source of data on Maryland's rare, threatened, and endangered species and significant natural communities, it does not represent an exhaustive nor comprehensive inventory of these environmental elements throughout the state. Only field surveys by qualified biologists can verify the presence or absence of such elements. Therefore, the SSPRA data is only for guidance and not the final authority on the presence or absence of threatened or endangered species or of significant natural communities at any given location.

Critical Areas:

Maryland's Critical Area law regulates growth near tidal waterways. All watersheds in Western Allegany County, including Georges Creek, Jennings Run, and Braddock Run, are not tidally influenced, being over 100 miles west of the regulatory envelope for Critical Areas. Thus, Maryland Critical Area laws do not apply in Frostburg.

It should be noted that efforts addressing vegetative buffers and stream bank protection; requiring environmental site design practices; and promoting maintenance of forested areas with a net increase in the urban cover will ultimately have a positive impact on the Chesapeake Bay by improving the quality of the western-most tributaries.

Element #6: Water Resources (WRE)

Water Resources Goal:

To examine water resources and adequacy thereof for existing and future land use practices. This includes a) potable water system elements of supply, treatment, storage, and distribution; b) wastewater system elements of collection, treatment, and disposal; and c) stormwater management system elements of public facilities and public improvements; and control of new private facilities via permitting; to address point and non-point stream loadings of stressor substances. Based on the analysis for the planning period, deficiencies will be identified and recommendations will be made.

Water Resources Narrative:

During the 2006 Maryland Legislative Session, House Bill 1141 was enacted, requiring all counties and municipalities to examine their water resources while predicting future growth. The Water Resources Element requires an analysis of a) potable water systems including supply, treatment, storage, and distribution; b) wastewater systems including collection, treatment, and disposal; and c) stormwater management including point and non-point source loadings. When looking at future growth needs, the City must address any identified shortcomings of these water resources and either change future land use scenarios to eliminate problem areas or provide options to address these limitations.
Following a discussion of policies and recommendations, this element closely examines Frostburg's existing water resources in conjunction with the City's current development and projected future growth. These narratives will discuss necessary improvements and alternatives to solve water resource problems discussed in support of the recommendations.

Policies:

Continue a priority focus on management of a high quality regional potable water facility by funding regular capital improvement projects, including projects to contain energy costs, and by continuing regular operational meetings with facility personnel.

Continue to work with the County and State to ensure adequate capacity exists for the water service area and to protect the supply watersheds from inappropriate development activities.

Continue a priority focus on completion of remaining phases of the sewer separation program, including use of these construction opportunities to improve the older sections of the municipal water distribution system as well as providing new sanitary and storm sewer pipes.

Work closely with Allegany County, Frostburg State University, and other partners to develop mutually beneficial stormwater management retrofit and stream protection projects to reduce pollution of area streams from urban runoff.

Capital Improvement Projects:

The following are capital improvement projects that are planned which will affect Frostburg's water, wastewater or stormwater management systems. These projects are also included in the Recommended Capital Projects of Part III of this Plan.

Water system projects and proposed funding are as follows:

Raw Water Transmission Main Upgrades: Construction of new replacement mains sized to match newer sections of main connecting to the Piney Reservoir and the Savage Groundwater Complex, to increase effective raw water flows to the storage dam and reduce energy needed to pump water over Big Savage Mountain. Actual Cost: $1,139,000; USDA Loan; ARC Grant; MDE Grant; Completion Date: August 9, 2011.

Small Head Hydroelectric Facility: Construction of a small in-line hydroelectric facility to use 384-foot head from top of Big Savage to the supply dam to net meter power and offset energy costs required to pump water and run the water plant. Cost Estimate: $627,000; ARC Grant; US DOE Grant; USDA Loan. Legislative Tariff Request Approved: April 2011; Bids Solicited May 2011; Notice to Proceed: August 29, 2011. Construction Completion: Est. November 29, 2011.

Savage Spring Pump Station and System Upgrade: Evaluation and improvements to Savage Spring/Well Complex and Pump Station. Design Estimate: $50,000; City. Construction Cost Estimate: $250,000; MDE Grant; USDA Loan. Design: 2011-12; funding request 2012; Construction 2013-2014.

Welsh Hill-Braddock Estates Hydraulic Loop: Construction of a connecting waterline between Welsh Hill and Braddock Estates to ensure system reliability and fire flows in a sector of the City that is poised for significant growth. Cost Estimate: $413,000; Schedule: Design, 2012; funding request 2014; Construction 2014-2015.

Welsh Hill-Interchange 32 Hydraulic Loop: Construction of remaining sections of a connecting waterline between Welsh Hill and Cherry Lane completing a hydraulic loop to the MD 36/Interstate 68 Interchange #34 area to ensure system reliability and fire flows for the eventual build-out of a 446 lot residential neighborhood. Cost Estimate: $261,000; Design, 2014; funding request 2015; Construction: 2015-2016.

Wastewater system projects and proposed funding are as follows:

CSO Elimination Phase VI: Separation of combined storm and sanitary sewers and related construction in the southern sector of Sand Spring Hill, SW Quadrant, centered on W. College Avenue. Cost Estimate: $2,893,000; MDE, EPA, City. Construction 2009-2011. Area 1 complete on May 26, 2011; Area 2 began in November 2010, to be completed by December 2011 weather permitting.

CSO Elimination Phase VII: Separation of combined storm and sanitary sewers, I&I corrections, and related construction in the northern University Neighborhood sector, SE Quadrant, centered on E. Mechanic Street. Cost Estimate: $3,250,000; Design underway 2010; Funding for Phase VII-A, Taylor Street to Maple Street approved and pending concurrence in award for November 2011 construction start. Cost: $1,868,000, MDE grant, CDBG grant, EPA Loan through MDE. Phase VII-B ready for funding in 2012.

CSO Elimination Phase VIII: Separation of combined storm and sanitary sewers, I&I corrections, and related construction in the eastern University Neighborhood sector overlapping to East Frostburg, SE Quadrant, centered on Paul Street and Green Street. Cost Estimate: $1,720,000; Design, 2011; funding

requests 2012-2013; Construction 2013-2014.

CSO Elimination Phase IX: Separation of combined storm and sanitary sewers and related construction in the central University Neighborhood between Mechanic Street and College Avenue, centered on Charles Street. Cost Estimate: $3,000,000; Design 2011-12; funding requests 2013-2015; Construction 2014-2017.

Stormwater system projects and proposed funding are as follows:

Savage River Restoration: Elimination of an abandoned impoundment to restore stream flow in the upper Savage River Watershed to improve water quality and restore stream function. Cost Estimate: $250,000; MDE; private. Construction completed spring 2011.

Georges Creek/Sand Spring Run Restoration Evaluation: Study stream quality and determine necessary or important restoration locations in partnership with University and Mountain Ridge High School students and cooperation of land owners, resulting in an implementation plan to focus on a functional riparian buffer to mitigate runoff and filter pollutants. Cost Estimate: $40,000 for planning; funding request 2012; Implementation 2013 as part of Bay TMDL remediation program.

Allegany County Water-Sewer Plan Projects

The Allegany County 2011 Update of the 2008 Plan is proposed for adoption in October 2011.

Projects that directly impact Frostburg as are identified in the final approval draft version of the Allegany County Water-Sewer Plan are:

Frostburg Water Service Area (WSA)

W-1 Completed

- Clarysville Water Extension (in WSA - new service; construction completed 2010)
- Mt. Savage Water Transmission Main (in WSA – new service; construction completed in 2011)

W-2 Final Planning, Active:

- Mt. Savage Water Distribution System (in WSA – approved new future service area, 2012-13)
- Frostburg Raw Water Transmission Main and Low Head Hydroelectric Plant (municipal; transmission is complete 2011 and in service; hydro is under construction to be completed 1-2012)
- Frostburg Savage Raw Water Improvements and Energy Conservation (municipal; funding requests pending 2011-12)

W-3 Immediate Priority:

- Vale Summit Water Storage Tank (in WSA; future)
- Morgan Farm Subdivision (in WSA; future)

W-4 6-Year Period (City Planning Cycle):

- Distribution System, MD36 between Mt. Savage and Barrelville (at WSA periphery; future discussion)
- Distribution System, Braddock Estates Loop to Welsh Hill (municipal; future)
- Sand Spring Subdivision, Phase II (municipal growth area; future)
- I-68 Exit 33 at Braddock Road (municipal growth area; future)
- I-68 Exit 34 at MD 36 South (municipal growth area; future)
- Braddock Estates Subdivision Phase III-IV (municipal; future)

- Prichard Farm Subdivision Phase IA-2 (municipal future)

W-5 10-year Period:

- Harwood-Vale Summit Water Service (in WSA; long term)
- Frostburg System Extension (WSA area unspecified; long term)

Frostburg Municipal Sewer

S-1 Completed:

- Braddock Run Interceptor (adjoining Frostburg to east)
- Frostburg CSO Separation (municipal ongoing)

S-2 Final Planning, Active:

- Braddock Run Interceptor (adjoining Frostburg to east)
- Braddock Run Sanitary District Improvements (includes Frostburg)
- Wrights Crossing Pump Station Improvements (in BRSD; includes Frostburg)
- Braddock Run Interceptor Upgrade (adjoining Frostburg to east)
- Frostburg CSO Separation (municipal; ongoing)

S-3 Immediate Priority:

- Morgan Farm Subdivision (near Frostburg)

S-4 6-Year Period (City Planning Cycle):

- Prichard Farm Subdivision Phase IA-2 (municipal; future)
- Sand Spring Subdivision Phase II (municipal growth area; future)
- I-68 Exit 33 at Braddock Road (municipal growth area; future)
- I-68 Exit 34 at MD 36 South (municipal growth area; future)
- Braddock Estates Phase III-IV (municipal; future)

S-5 10-Year Period:

- Vale Summit Sewer (adjoins municipal growth area to south)
- Borden-Zihlman Sewer (adjoins Frostburg to north)

Water System Facilities:

A summary of the City of Frostburg's potable water system consisting of raw water supply, raw water conveyance, treatment, storage, and distribution facilities is described in the following sections. A majority of the information set forth in the following sections is taken from the June 8, 2008, Water Supply Study Update, Whitman Requardt and Associates LLP, a copy of which is available for review at City Hall.

Raw Water Supply

The City of Frostburg is unique in that transmission lines tap both surface and groundwater sources for the City's raw water supply, and both sources lie not only outside of the municipality but in another County. The City of Frostburg's Piney Creek Dam, Reservoir, and pump station; and Savage Pump Station groundwater supply consisting of several springs and two (2) deep wells, both lie in Garrett County over the crest of Big Savage Mountain west of Frostburg. The two sources, only a few miles apart, are on opposite sides of the eastern continental divide. Piney Creek is a tributary of the Casselman River, flowing north and west into Pennsylvania, then to the Ohio River at Pittsburgh, eventually reaching the Gulf of Mexico; these waters are not part of the Chesapeake Bay watershed. The springs and wells are part of the headwaters complex of the Savage River, flowing south to the North Branch of the Potomac at Bloomington, MD and Beryl, WV, making up the westernmost portion of the Chesapeake Bay watershed.

The Piney Creek Dam Reservoir, located northwest of Big Savage Mountain and west of the Garrett County village of Finzel, carries a storage capacity of 400 million gallons (MG) and a determined gross safe yield of 2.5 million gallons per day (MGD). As with most reservoirs, a minimum flow requirement has been established by the State of Maryland for the purpose of supporting downstream aquatic life and other water supplies supported by Piney Creek. The City's State Water Appropriation Permit (September 26, 2006) includes a 'variable flow-by' requirement that is tied to reservoir volume. This requirement can be a constraint on the volume of raw water available to the City during drought conditions. The minimum flow-by requirement is stated as 0.84 MGD; however, during wet months with higher stream flows, the minimum flow-by requirement can be as high as 6.5 MGD depending on the month of the year. These requirements are applicable only when the reservoir is at or near capacity. Should the capacity fall below 99% (396 MG), the flow-by requirement is reduced to the minimum 0.84 MGD for the month of June. Should the capacity be reduced to 62.5% (250 MG) or less, the flow-by requirement falls to the minimum 0.84 MGD standard <u>regardless</u> of the month of the year.

Sedimentation as would be expected to occur within the reservoir is another factor limiting supply. Sedimentation reduces the volume of water stored in a reservoir, thereby, reduces the safe yield of the reservoir. Current studies indicate that sedimentation is estimated to decrease the overall volume capacity of the reservoir by approximately 325,000 gallons per year. Over the next 20 years, this will result in a loss of 6.5 million gallons of storage capacity (1.62% of constructed capacity).

The planning, funding, and design for the immense undertaking by Frostburg and its local and State partners to construct a new regional water supply at the location of a small municipal impoundment on Piney Creek occurred during the 1980's. During this period, the State of Maryland's Department of Natural Resources guidelines for the minimum 'flow-by' requirements were based on the 7Q10 method. This method yielded a required minimum flow-by of 0.2 MGD. On that basis, the City of Frostburg constructed a dam and reservoir that would have a gross safe yield of 2.5 MGD and a 2.3 MGD net safe yield. Two baseline consultant studies provided a projection of future water demand for Frostburg and the surrounding area, concluding based on the data that a new Piney Dam should have a net yield capacity of 2.3MGD.

After the project was funded and underway, the State of Maryland changed to the "Maryland Most Common Flow" method to determine required flow-bys. The State ultimately issued Frostburg a Water Appropriation Permit that stipulated a required flow-by of 0.84 MGD. This down-stream release mandate, over four times higher than planned, reduced the raw water capacity of this new 12 million dollar investment to a net safe yield of 1.66 MGD.

The June 8, 2008 Water Supply Study Update projected that the 2030 Raw Water Demand could be 2.45 MGD. Since the City is permitted to withdraw a maximum of 0.3 MGD from the Savage River groundwater supply in addition to the maximum of 1.66 MGD from the Piney Reservoir Source, a total of 1.96 MGD is allowed. This is a shortfall of 0.49 MGD in comparison with future potential demand.

The City of Frostburg in spring of 2010 has approved a water service agreement with Allegany County to expand its regional water service area northward to include Mt. Savage residences, businesses, and associated growth potential in that unincorporated but historic community based on a request from the State of Maryland through the Department of the Environment. This service will also formally add the intervening community of Slabtown to the service area, a portion of which is already being served.

Since these areas were not to be part of the planned service area, the City and the State of Maryland Department of the Environment have negotiated reasonable reductions in the required flow-by to ensure sufficient water is available to serve the Mt. Savage area of Allegany County and maintain services to the City and previously- supplied satellite communities. The new permit requirements are described in the Raw Water Supply section, Recommended Deficiencies and Actions section of this Element.

The Savage Pump Station groundwater supply is located southwest of Big Savage Mountain, south of the village of Finzel. The complex consists of a series of springs and two (2) deep groundwater wells coming from an uncontained aquifer taken from the Pocono formation, consisting of primarily sandstones from the Mississippian Period. The watershed is nearly 90% forested, and is one of the few watersheds in Western Maryland with a "good" water quality rating from the Maryland Department of Natural Resources.

Prior to constructing the current Piney Dam, the City of Frostburg was permitted to withdraw water from an historical impoundment, a small reservoir located on Savage River near the existing Savage Pump Station. Frostburg surrendered this 0.2 MGD source of raw water from the Savage River during mitigation negotiations with the State of Maryland for the new Piney Dam Withdrawal Permit. The City is co-sponsoring with the Savage River Watershed Association and the Canaan Valley Institute a stream restoration project addressing the old impoundment area. This will complete an intentional breach of the old impoundment and construction of best environmental practices to create a new stream

ecosystem that will avoid ponding and heating of stored water no longer used in the water supply, enhancing wildlife habitat. All phases of this restoration project were completed by June 2011.

An available volume of water from Savage Springs varies with groundwater conditions; monthly averages range from 0.19 MGD to 0.54 MGD while the wells average 0.05 MGD. The City's appropriation permit for the springs and wells currently allows a withdrawal of groundwater at a maximum monthly average of 0.20 MGD and 0.10 MGD respectively. The State appropriation permits for these supplies are considered "supplemental" which means that one source may exceed its individual appropriated amount as long as the total water withdrawn from both sources does not exceed a combined monthly appropriation of 0.30 MGD. This allows the springs to be used to nearly 0.60 MGD at times, allowing for a recovery day between pumping days. The groundwater from these sources is rated excellent in quality and requires less pumping energy than water from Piney Creek Dam, and is typically used to maximum availability.

Raw Water Conveyance

The City uses two (2) pumping stations and pressure and gravity transmission mains to convey raw water from the supplies at the Piney Creek Dam Reservoir and the Savage groundwater complex to the City's water treatment facility.

The Piney Creek Dam Pump Station consists of three (3) vertical turbine pumps with provisions for a fourth to be added in the future. The original design stated a capacity with two (2) pumps operating of 1.5 MGD; while future capacity with three (3) pumps operating was 3.1 MGD. In January 2008, pump tests were performed on the existing pumps which resulted in capacities that were less than expected. As a result, concerns that the existing flow meter underreported flows were acted upon, resulting in replacement. Prior to the flow meter's replacement, in June 2008 additional pump tests were performed with an estimated single pump flow of 1.1 MGD and parallel pump flow of 1.6 MGD.

The Savage Pump Station consists of two (2) multi-stage horizontal split case centrifugal pumps rated at 500 gallons per minute (GPM) each.

Each pumping station conveys raw water through pressure mains to a common connection point at a 12-inch gravity line which ultimately flows to a 1 MG supply dam reservoir, as described in the following paragraph. Piney Creek Dam Pump Station conveys raw water through approximately 12,000 feet of 12-inch pressure main installed in 1989 and approximately 8,000 feet of 10-inch pressure main installed in 1970. The Savage Pump Station conveys raw water through approximately 2,360 feet of 8-inch pressure main installed in 1989 and approximately 1,330 feet of a much older 6-inch pressure main. A short section of 8-inch pressure main was added in 1997 just prior to the connection point with the 12-inch gravity main.

In order to expand the regional water service area as is being considered to address the Mt. Savage district, the City is implementing a project to upgrade the 8,000 linear feet of 10-inch raw water transmission main from Piney Pump Station; and upgrade the 1,330 feet of 6-inch raw water transmission main from the Savage Pump Station, both being required to meet future water demand and to increase energy efficiency and contain system costs. These two sections of Frostburg's Raw Water Transmission system are antiquated and restrict and limit the entire system's ability to meet future demand capacity needs. Both funding and a construction contract for this project were in place by November 1, 2010 and the project was completed in July 2011.

A lined 1 MG supply dam reservoir is located northwest of the City's water treatment facility. The

supply dam accepts raw water from the City's two pumping stations and maintains a steady flow of raw water to the City's water treatment facility. The raw water from this reservoir is conveyed to the filtration plant by 180 feet of 12-inch gravity main installed in 1997 connecting to approximately 1,900 feet of parallel 8-inch and 10-inch gravity mains installed in the 1890's and 1945 respectively.

A plan to install a low head hydroelectric turbine at the supply dam has been designed and funding is available. Frostburg was required to seek relief from the Maryland General Assembly to allow net metering of this type of energy, which was accomplished in the 2011 legislative session to avoid rendering the project ineligible for USDA financing and alternative energy rebates through Allegheny Power's Watt Watcher's program. The low impact hydropower project was added to the tariff and this project was able to move forward, with construction underway on August 29, 2011. Once installed, this project will greatly increase system energy efficiency and reduce system costs. Long range savings are even more dramatic as water usage increases. This project is to be completed by the end of November 2011.

Water Treatment

The City's 3.0 MGD water treatment facility was constructed in 1997 and replaced a previous 2.0 MGD facility. The facility consists of two (2) sedimentation basins, four (4) pressure filters, and a disinfection basin. Two (2) of the four pressure filters contain granular activated carbon media; and a project was completed by June 2010 to replace the remaining two (2) filters' media with granular activated carbon

as well. The facility was designed for a maximum treatment capacity of 4.5 MGD with the addition of future treatment units.

Water Storage

Potable water from the City's water treatment facility is conveyed via gravity main and stored in two (2) reservoirs located adjacent to the water treatment facility. The reservoirs have a total capacity of 4.5 MG, holding 1 MG and 3.5 MG respectively. In 2009, the City completed a long term project to construct protective geodesic domes over both of the finished water reservoirs, providing a) protection from debris, b) security against attempts to contaminate the treated water supply, and c) containment for the element chlorine.

Potable Water Distribution System

Due to the high elevation of the City's potable water storage reservoirs, the City's potable water distribution system consists primarily of gravity mains. However, Crestview Subdivision aligned along the highest elevation in the City along a ridge dividing the Jennings Run and George's Creek watersheds in the northwest sector of the City has its own booster pumping stations in order to provide sufficient pressure and fire flows.

The water distribution system was last evaluated in 1996 with respect to adequacy of the system to meet fire flows and the system's ability to meet future demands at that time. This evaluation included a hydraulic model which simulated system pressures and flows under various conditions. Results of this evaluation identified deficiencies in the system that have since been partially implemented; excepting two recommended interconnection and hydraulic looping between the Welsh Hill and Braddock Estates sectors in the southwest of the City; and Welsh Hill with the Route 36/I68 interchange area, the latter of which is partially completed via the Prichard Farm master planned community Phase I infrastructure.

Water Service Area:

The City currently provides a regional potable water service, which includes City residents, in-City Frostburg State University's institutional needs, and several unincorporated communities outside of the municipal boundaries in the surrounding watersheds of Allegany County to the south (George's Creek), east (Braddock Run), and north (Jennings Run). Those 'outside' or satellite County communities are from the east and circling Frostburg in a clockwise manner: Eckhart Mines, Hoffman, Vale Summit, Grahamtown/Wrights' Crossing, Borden's Shaft/ Carlos, Klondike, Consol, Borden Mines, Zihlman, and Morantown. The older Catherine/Tisdale subdivision is also served outside City limits at the west end near the water plant.

As identified in the Municipal Growth Element, the City's long term growth boundary includes additional County areas, focused south and west of the City along US Route 40A and MD Route 36, and a small area along Depot Street and New Hope Road to the North. An area between Vale Summit and Frostburg along MD 36 is proposed for annexation in a corridor where the City already manages a major waterline crossing through a County industrial/commercial zone. Other communities in the regional water service area supplied by Frostburg will continue be served by water service agreements with Allegany County on behalf of unincorporated communities where severe problems with water quality are seen or insufficient water quantities are found. The service area expansion to the Mt. Savage district, including formal recognition of service to Slabtown, is active pending construction of connecting potable water transmission mains by the County and major upgrades to the Mt. Savage water distribution system.

In considering the service area, it is important to consider that Frostburg has established at the request of Allegany County an emergency water interconnection with the Lonaconing regional water system

south of Vale Summit in 1998, which had been used to ensure a water supply to residents at the south end of Frostburg's Water Service Area and beyond, including three smaller municipalities of Midland, Lonaconing, and Barton and adjoining unincorporated areas in the George's Creek valley. Due to uncertainty over drought conditions in the future, this interconnection remains a desired feature in support of sound regional water planning.

Current Water Demand:

As previously stated the City provides water to several areas outside the City limits. Using annual data from the past ten years (1997-2007) as provided by the City and summarized in the table below, the maximum annual average day water demand is approximately 1,114,000 gallons per day (gpd), as follows: 805,000 gpd from the City; 100,000 gpd from Frostburg State University; and 209,000 gpd from County communities. An average day demand of one (1) equivalent dwelling unit (EDU) was determined to be 180 gpd. Using a peaking factor of 1.6, maximum day demand divided by average day demand, a maximum day demand can be approximated at 1,782,000 gpd.

Note that the water demand shown in the table below does not include the George's Creek emergency connection. The last recorded usage of this connection was March 2000 with a past maximum usage being 205,000 gpd in early 1999. Improvements have been made to the Town of Lonaconing's water supply for the central George's Creek area south of Frostburg, so it is assumed that this interconnection will be used only rarely. However, since the connection is there and could be used in severe drought conditions, it is recommended that an approximate demand of 205,000 GPD be included in future water demand for this connection. This will be important with regard to planning other regional water needs most urgently north to Mt. Savage in the Jennings Run watershed.

Existing Water Demand[(1)]

Location	Maximum Average Demand (gpd)
City of Frostburg	805,000
Frostburg State University	100,000
Echkart[(2)]	72,509
Vale Summit[(2)]	20,460
Consol[(2)]	7,375
Carlos/Shaft/Klondike[(2)]	51,005
Grahamtown[(2)]	31,170
Borden/Zihlman/Morantown[(2)]	24,608
Hoffman[(2)]	1,562
Total	1,113,689
Peaking Factor	1.6
Maximum Day Demand	1,781,902

(1) Adapted from City of Frostburg Water Supply Study Update June 08

(2) Area is located outside of Corporate limits

(3) 1 Equivalent Dwelling Unit (EDU) = 180 gpd

Source: 2008 Whitman Requardt Report

In summary, the existing water demand is within the current available water supply and treatment capacities as identified above.

Future Water Demand:

Using the Municipal Growth Element, future water demand over the planning period can be determined.

The City of Frostburg is anticipating an approximate 1% annual growth rate within the City during this planning period which results in an approximate increase in population of 500 people or 227 EDUs (2.2 people per EDU).[1] Assuming an equivalent growth rate for existing water service areas outside the City limits, inclusion of the Mt. Savage area, Lonaconing emergency connection, nominal allowance for unknown future growth, and growth rates as identified in the Municipal Growth Element, total future water demand for the planning period is summarized in the table on the following page.

Based on projected future growth within the planning period, future water demand is within the current available water supply and treatment capacities as identified above. The City should monitor available water capacity as growth continues. When the water treatment facility reaches 80% of its capacity, or 2.4 MGD, the City should begin to plan for expansion to a 4.5 MGD treatment facility. Currently the treatment facility operates at 59.5% of its capacity. More than 2,700 new EDUs must be connected (expecting 555 EDUs for service to Mt. Savage) before expansion plans will be necessary.

[1] 2000 Census SF2, QT-P10 Households and Families, Average Household Size: 2.18 (2.2 rounded)

Future Water Demand

(6-year forecast, 2015)

Location	Projected Average Demand 2015 (gpd)
City of Frostburg[1]	817,151
Frostburg State University[2]	106,152
Pritchard Farm[3]	35,640
Eckhart[4]	77,084
Vale Summit[4]	21,751
Consol[4]	7,840
Carlos/Shaft/Klondike[4]	54,223
Grahamtown[4]	33,137
Borden/Zihlman/Morantown[4]	26,161
Hoffman[4]	1,661
Mount Savage[5]	100,000
Harwood/Route 55 Area[2]	21,240
West Frostburg[5]	1,080
Midlothian[5]	33,000
Clarysville[5]	7,740
Projected Ave. Day Demand (Finished Water) Projected Ave. Day Demand (Raw Water)	 Finished: 1,343,860 Raw: 1,478,246 (7)
Peaking Factor	1.6
Projected Maximum Day Demand	2,150,175

Projected Maximum Day Demand	2,150,175
Lonaconing Emergency Connection	205,000
Unknown Growth Allowance	200,000
Future Maximum Day Demand	2,555,175

(1) .25% annual growth rate
(2) 1% annual growth rate
(3) 15 EDUs per year
(4) Area located outside of Corporate limits, 1.025% annual growth rate
(5) Estimated current water demand from future water service areas
(6) 1 Equivalent Dwelling Unit (EDU) = 180 gpd
(7) Raw water demand is 10% greater than finished water demand due to backwash and other losses.

Source: 2008 Whitman Requardt Report

Identified Deficiencies and Needs in Support of Recommendations:

Raw Water Supply

Since the majority of the City's raw water supply is dependent on surface water, several factors should be considered such as the rate of sedimentation and availability of raw water during drought years. Sedimentation within the Piney Creek Dam reservoir is a concern as with any reservoir; however, based on projected sedimentation rates (1.62% of constructed capacity after 20 years) there will be minimal adverse impacts to the overall storage capacity of the reservoir for the next several planning periods.

Per the Recommended Standards for Water Works ('Ten-State Standards') and sound engineering practices, volume of raw surface water should meet the maximum projected water demand based on extreme drought conditions with requirements for downstream flow taken into consideration. During years of severe drought, utilizing the current water appropriations permit and considering projected future water demand, the question of whether the reservoir will be capable of supplying sufficient raw water to the City's residents and current customers is of great concern. As stated earlier, the safe yield of the Piney Creek Reservoir is 2.5 MGD, and the minimum flow-by is 0.84 MGD, yields a net useable safe yield of 1.66 MGD from Piney Dam Reservoir. However, when the allowable permitted withdraw of groundwater at 0.3 MGD from the Savage Pumping Station sources are factored in, the total source of raw water supply to the City of Frostburg is 1.96 MGD. This amount of raw water supply is a sufficient amount to support growth for the six-year planning period, but is not sufficient for the 20-year planning period used by Whitman, Requardt and Associates in their 2008 study.

As illustrated in the 2008 water supply study, during a year of severe drought as coupled with maximum water usage under a 20-year buildout scenario, the reservoir could be completely drained within approximately six (6) months. It should be noted that as water levels decrease within the reservoir, water quality potentially becomes a factor. Reductions in water quality could adversely affect the water treatment facility, and therefore water levels and quality should be closely monitored by City personnel.

In the summer of 2009, the City finalized negotiations with MDE on issues relating to the provision of water to the area served by the non-compliant Mt. Savage community water system based on allocation of funding to Allegany County for a water system connection from Frostburg. Based on City concerns that a) water shortages could occur in severe drought conditions; and b) the Mt. Savage service area was not part of the planned service area for the Piney Reservoir; and State concerns for the well-being of the Mt. Savage community; Frostburg and the MDE were able to negotiate a down-stream release equaling the 100,000 GPD set aside for Mt. Savage water needs, with additional adjustment of drought triggers that would give the City additional comfort level for protection of both existing customers and new service area users during severe drought conditions. The City is also implementing water transmission main improvements replacing the older sections of the system that will improve capacity and efficiency. Federal funds from the Appalachian Regional Commission, the US Department of Agriculture, and the Maryland Department of the Environment were set aside supporting a capital project that was completed in July 2011. The down-stream release adjustments will permit Frostburg to adequately serve the existing City, its future growth areas and Mt. Savage during drought situations, and the capital improvements will further aid in the City's ability to increase water raw flows to the filtration plant as new EDU's are added as the Mt. Savage district comes on line.

Raw Water Conveyance

Based on design criteria for the City's two (2) raw water pumping stations, both pumping stations are capable of conveying the necessary raw water to the City's water treatment facility during the planning period. However, due to previous concerns over the Piney Creek Dam Pump Station pump capacities, additional pump tests should be performed to ensure reliability to meet build-out demand as determined in the 2008 water study. Should the results not be adequate for build-out demand, investigation of improvements including pump replacement or additional impellers will be necessary. The recommended pump test results from the Piney Creek Dam Pump Station should be taken into consideration with regard to the transmission lines. Should the existing pumps prove to be insufficient, a new parallel pressure transmission line that would decrease head losses and increase flow should be considered.

Due to the age of the Savage Pump Station, the condition of the entire pump station, including pumps and supply piping, is a concern. It is recommended that a detailed investigation be performed to ensure adequacy of all equipment. Should a deficiency be discovered, improvements should be made immediately in order to preserve this source of high quality water.

A review of the old spring and well improvements should be considered in conjunction with the Savage Pump Station investigation to ensure these facilities can operate efficiently and effectively without undue maintenance costs in the coming decade.

Although portions of the raw water transmission lines have been replaced in the past and prior leakage concerns addressed, it has been suggested that periodic testing of these replaced lines be performed. The oldest lines which are still in service are the 8-inch and 10-inch between the supply dam reservoir and water treatment facility. These lines are considered hydraulically capable of conveying the necessary flow; but due to their age, a 12-inch parallel line should be considered for future reliability.

Water Treatment

Based on the current maximum day and planning period maximum day water demands, the City's water treatment facility is sized sufficiently. However, based on built-out maximum water demand of 3.33 MGD (a 20-year projection), the current water treatment facility is not sized sufficiently, so that addition of future treatment equipment to reach a treatment capacity of 4.5 MGD will ultimately be required.

Water Storage

Per the Recommended Standards for Water Works ('Ten-State Standards') and sound engineering practices, potable water storage should equal or exceed average daily demand plus fire flow requirements. Assuming a worst-case scenario were to occur, defined as a major industrial fire lasting 3 hours and requiring 2,500 gpm (450,000 gallons) of water, emergency requirements over and above the City's maximum planning period demand of 2.56 MGD (a 6- year projection) would be created; and a storage capacity of 3.01 MG would be required. The City currently has 4.5 MG of storage which is sufficient for this standard; therefore, no improvements are deemed necessary.

The Raw Water Supply Dam, located just to the west of the Water Treatment Plant, stores approximately 1 million gallons of raw water. This reservoir also supplies a constant working pressure in the water supply to the Water Treatment Plant, which is desirable. An interim storage tank is planned at the top of Big Savage Mountain as part of the planned small-head hydropower project to ensure a constant flow down to the supply dam where the turbine would be situated, subject to enabling legislation proposed for 2011 session of the Maryland General Assembly.

Potable Water Distribution System

The current water distribution system is providing the necessary demand, pressure, and fire flow at this time. However, since the last water model was completed in 1996 and improvements have occurred since that date, it is recommended that an updated water model be created for the existing system to better evaluate its current capabilities and to be used to assist in the determination of system improvements based on future growth.

Energy Conservation

As noted, the City is constructing a low head hydroelectric facility near the supply dam to take advantage of the natural velocity and pressure head created in the gravity line from the top of Big Savage Mountain. This improvement has the potential to offset a major portion of the pumping costs on the west side of the ridge. This will occur in concert with replacement of the 10" and 6" raw water transmission lines, which also greatly increases energy savings as discussed above. Both projects are to be completed by December 2011.

In addition, the City has sought a partnership with Frostburg State University to investigate use of renewable energy sources at several of its water facility locations to increase operational energy efficiency, lower utility costs, improve continuity of operations during energy shortages, and reduce carbon emissions. The University's new Sustainable Energy Research Facility is under construction in late summer 2011, after completion of which the City will renew its interest which may include Appalachian Regional Commission funding.

Long-Range Planning

The City does not anticipate major growth pressures during the planning cycle through 2017, although slow, positive growth is forecast. The Municipal Growth Element addresses key indicators that can be used to identify if significant trends in growth or decline develop during this planning period, in which case re-planning may be necessary.

In addition to indicators within the City's limits, sound long range planning should include a periodic review with the County Planner to review trends and indices in Frostburg's water service area, including indications of sprawl or development pressures; or contrary indications of decline and disinvestment. The City's quarterly planning meeting which includes local State Planning personnel and the City of Cumberland can be used to update data, most likely on an annual basis in line with the annual Planning Commission reports on development trends which are generally available in the spring of each year. By sharing information, local governments can guard against sudden demographic or population shifts that affect water resources and other infrastructure and service needs.

Wastewater System Facilities:

A summary of the Frostburg's wastewater system facilities is described as follows:

The City's facilities make up a major portion of the Allegany County Sanitary District's Braddock Run Sanitary District, but the City's responsibility is limited to collection lines and appurtenances. Through intergovernmental agreements, Frostburg's wastewater flows are added to wastewater from adjoining County communities and are conveyed through LaVale to the City of Cumberland for treatment and disposal to the North Branch of the Potomac River at the Offut Street Wastewater Treatment Plant in

South Cumberland. A majority of the information in the following section is taken from Frostburg's most recent sewer system study, a Sewer System Evaluation Survey, 1987; and a Long Term Control Plan for Combined Sewer Overflows, March 2003, both by Whitman Requardt and Associates (LLP in 2003); with a reference to the City of Cumberland's August 2009 Water Resources Element and Allegany County's LaVale Regional Plan, adopted in October 2007. An update of the Long Term Control Plan report was completed in late 2009 and disseminated in March 2010, marking the end of the first 5-year benchmark period. Copies of these source documents are available for review at City Hall.

Collection System

The City of Frostburg currently serves areas within the City's corporate limits as well as adjoining areas located in Allegany County. The City's collection system consists of approximately 110,000 linear feet (LF) of sewer pipe and two (2) pumping stations, Centennial Hill pump station and Eckhart Flat pump station, both within the City.

Additionally, Allegany County owns and operates approximately 22,500 LF of sewer pipe outside the City's corporate limits and the George's Creek pumping station. The George's Creek pumping station serves the majority of the Braddock Run Sanitary District. These County facilities are owned and operated by the Allegany County Sanitary Commission for the benefit of their customers in the Braddock Run Sanitary District; the majority of these customers are Frostburg residents.

All wastewater eventually flows by gravity to the Braddock Run Interceptor, which follows Braddock Run to the east through the Eckhart Mines and Clarysville communities in western Allegany County past the landmark known as Red Hill to the major unincorporated community of LaVale, eventually discharging into a pumping station at the mouth of Braddock Run near the Narrows water gap, 2 miles west of Cumberland. This pumping station and downstream portions of the interceptor between Red Hill and the Narrows are owned and operated by the LaVale Sanitary Commission. Wastewater is pumped east from LaVale to the sewer system owned and operated by the City of Cumberland for treatment and disposal at that City's Wastewater Treatment Plant.

Upon treatment, effluent is discharged into the North Branch of the Potomac River in South Cumberland. According to the City of Cumberland's Water Resources Element, the Wastewater Treatment Plant treats 15 MGD on an average day. Much of the 15 MGD is attributable to stormwater inflow due to combined sanitary/stormwater sewer systems throughout the service area and water infiltration from older sewer main sections. During dry points in an average year, only 8.4 MGD is treated at the plant on the average day. According to meter readings, Frostburg contributes only 7.5% of the treatment plant's current wastewater flows. Frostburg is expected to contribute even less flow to the collection system as the City's sewer separation project continues forward.

The Cumberland Wastewater Treatment Plant's current capacity is 15 MGD; Cumberland has recently completed a $38M enhanced and biological nutrient removal upgrade, which will reduce the total load of nitrogen and phosphorus entering the Chesapeake Bay watershed.

Combined Sewers:

The City's collection system was historically considered a combined sewer system because it not only collects and conveys wastewater but also serves as a stormwater collection system by the use of storm drains and downspouts directly connected to the collection system. Due to the nature of the combined system, during large storm events combined wastewater and stormwater flow can overload the system resulting in combined sewer overflows (CSOs) at designed overflow points. These CSOs result in

discharge of raw sewage in the combined wastewater and stormwater flows, which ultimately drain into and pollute nearby waterways. Due to these overflows, in 2001 the City of Frostburg, LaVale, Allegany County, and the City of Cumberland, all of which have combined sewers that discharge to the City of Cumberland's treatment plant, were placed under a court order and consent decree under the jurisdiction of the Maryland Department of the Environment (MDE) to eliminate all CSOs by the year 2023.

As a result of this decree, the City created a Long Term Control Plan, approved by MDE in 2003, to systematically eliminate these overflows by completely separating the wastewater and stormwater collection systems. This Control Plan is being accomplished through the use of sewer system evaluation studies, smoke testing to identify areas of inflow and infiltration, flow monitoring, and construction of new separated sewers in place of the old combined sewers, with reuse of existing sewers for single flow conveyance where feasible. The original 2003 Plan included a total of twenty-two (22) projects with an anticipated total cost in excess of $25 million to be completed in a 20-year timeframe ending in 2023, after which all CSOs within the City of Frostburg's collection system will have been eliminated. The City remains on schedule; at the end of 2010 the financial progress was at 40%, on schedule for the 20 year period. Three projects were in various stages of contract procurement or administration as of mid 2011.

Current and Future Wastewater Flows:

Since the City does not own and operate its own wastewater treatment plant, wastewater flows have been quantified through the use of fourteen (14) strategically placed flow monitors located in manholes throughout the Braddock Run Sanitary District, including within the City limits. Currently a wastewater flow dry day average of 984,100 gpd exits the City, including 636,000 gpd from in-City flows and 348,100 gpd from outside sources. Utilizing a conservative 180 gpd/EDU as previously determined for water demands, this equates to approximately 3,533 EDUs within the City of Frostburg. As identified within the Municipal Growth Element, 227 future EDUs, or 38 EDUs annually for six years, are planned for City's portion of the wastewater collection system within the planning period; this equates to an additional 40,860 gpd for the planning period.

A summary table is provided below indicating the increases.

Future Wastewater Demands (6 year forecast)

Location	Projected Average Demand 2015 (gpd)
Current Flows	636,000
City of Frostburg future growth(1)	96,000
Future flow needed through 2015	**732,000**
MGA Future Growth Demands	
MGA 1 (assumes no residential use)	6,300
MGA 2	14,000
MGA 3	5,700
Projected Maximum Future Demand	**26,000**

(1) .25% annual growth rate

The City's future growth is not directly limited by wastewater treatment capacity, as Cumberland's current capacity of 15 MGD is well above 2020 demand of 9.8 MGD (65%) per the 2007 Allegany County Water and Sewer Plan; but is limited rather by conveyance capacity of existing sewer lines and pump stations, as well as sewer tap restrictions from the consent decree enforced by MDE. The MDE consent decree states that new connections within the City of Frostburg are limited to a total of 8,000 gpd per year through the year 2023, the year in which all CSOs are to have been eliminated. Utilizing the more conservative MDE standard of 250 gpd/EDU, this equates to only 32 new EDUs per year. However, sewer tap planning has been based on 188 gpd/EDU, and availability of 43 taps/EDUs per year, not including reserve taps/EDUs as may be available from slow growth years. Frostburg's Prichard Farm Master Planned Community has not performed as planned since 2003, and therefore significant reserve taps remain unused in 2011. The Prichard Farm development team was reformulated in 2010-11 with a new master plan approved in September 2010; negotiations on resetting the sewer taps reserved in 2004 were completed in late 2010. However, the revised master plan has run into financial and legal roadblocks. This leaves plenty of capacity until the ownership arrangements are sorted out and the residential demand for this project is recognized and tapped.

Identified Deficiencies and Needs in Support of Recommendations:

Collection System

The City's wastewater collection system is operating sufficiently during dry weather days and therefore should be considered adequate for existing and planning period flows. The existing collection system is most likely sized adequately for future dry weather flows, but increased future wastewater flows will only add to the CSO problems currently identified. Therefore, the City should continue with its aggressive program in line with its long range plan to eliminate CSO's by 2023 per the Consent Decree. A hydraulic model of the existing system is suggested for the sewer collection system to better identify deficiencies in the system related to future wastewater flows, dry or wet weather. The first step necessary to create a hydraulic model of the sewer system is to create an accurate map of the system that includes both horizontal and vertical information. This is being accomplished by the City, as was begun during the Long Term Control Plan Update process. This map when completed will illustrate numerous sewer separation improvements that have been constructed in the last decade.

As the City continues its sewer separation projects, flow monitoring is encouraged in order to quantify the amount of inflow and infiltration each completed project is able to remove from the system. In theory, removal of every 250 gpd would be an additional EDU which might be connected to the system, and not counted toward the 8,000 gpd per year limit set, as there would be zero net increase in flow. This would be subject to concurrence of MDE upon a joint review that could occur in 2012 using the Long Term Control Plan Update report as a tool.

It is recommended that the Allegany County's Braddock Run Sanitary District eliminate its inflow and infiltration (I&I) in County collection lines that flow through the City's collection system as well. Excessive 'I&I' is noted in the surrounding unincorporated communities of Consol, Grahamtown, and Eckhart in particular. Allegany County and the City have partnered in efforts to reduce and eliminate 'I&I' in the Sanitary District.

Nutrient Reduction

Since Frostburg conveys all wastewater to the City of Cumberland for treatment and disposal, the amount of nutrients which the City releases from wastewater sources can only be estimated. Assuming the City's 2008 "Baseline Dry Weather Flow" (BDWF) is 819,280 gpd and factoring completion of

Cumberland's enhanced and biological nutrient removal upgrades in 2010 which results in a discharge concentration of 4 mg/l total nitrogen and 0.3 mg/l total phosphorus, the City would release 9,976 pounds of total nitrogen per year (4 mg/l TN x 8.34 x 0.636 MGD x 365 days/year) and 748 pounds of total phosphorus per year (0.3 mg/l TP x 8.34 x 0.636 MGD x 365 days/year).

Stormwater Assessment:

As Frostburg and indeed all of Allegany County has less than 100,000 residents, the EPA Phase II Stormwater Regulations for separate stormwater collection systems apply. As noted, the majority of the City's collection historical system is combined storm and sanitary until the separation program is completed. Combined sewer overflow outfall locations are listed in a National Pollution Discharge Elimination System (NPDES) permit issued by the Maryland Department of the Environment (MDE). The requirements outlined in the NPDES permit are designed to help reduce the impacts and loading on the downstream receiving waters at the overflow locations.

It is important to note that Frostburg is currently <u>not</u> operating under a Phase II stormwater permit. In place of the Phase II document, Frostburg operates under a Consent Decree to separate the storm and sanitary systems by March 2023. While there is no existing waiver granted to the City exempting them from Phase II regulations, MDE recognizes the effort and cost burden associated with the sewer separation program and has elected to include additional requirements in the NPDES permit issued to the City. By adding these additional components within the NPDES permit the City fulfills the physical components of the Phase II regulations.

The ongoing Watershed Implementation Plan program in support of the Chesapeake Bay Total Maximum Daily Load (TMDL) for sediment and nutrients that began in late 2009 may change how Frostburg is treated with regard to Phase II stormwater permitting. The possible implementation of a mandatory stormwater utility for Allegany County and Frostburg may lead to additional revenue to address new Bay TMDL mandates expected to be in place by mid 2012. In this regard, Frostburg has worked closely with Allegany County on the Bay TMDL team to find an affordable and effective model while Frostburg continues its focus on the combined sewer separation program.

Frostburg is planning for a very small amount of growth over the six year planning period, based on a stable University and slow growth as Frostburg's market strengths become more apparent to baby boomers and relocating families, being an affordable housing market, safe environment, with good schools and university amenities. Though many of the new residents will likely locate within existing City boundaries, growth at the University was the reason stated for most recent annexation requests during the period 1996 through 2004. Based on a potential for future growth, three Municipal Growth Areas (MGAs) were selected, one of which is a site limited to industrial/commercial development to help with diversification of the City's economy. Stormwater impacts from new development will be controlled under a new stormwater ordinance completed and effective May 4, 2010 which per State law emphasizes use of environmental site design practices to the maximum extent practicable by minimizing impervious surfaces, maximizing infiltration to re-charge groundwater, and placing smaller scale measures in close proximity to sources of runoff, avoiding large structural solutions.

The Maryland Department of the Environment (MDE) has created a non-point source (NPS) nutrient loading spreadsheet to help assess the effect various land uses will have on nutrient loading. Attached in Appendices 1 and 2 are NPS analyses showing several land use scenarios within the MGAs. The future land use scenario within the MGAs with the least impact was chosen, keeping in mind some assumptions:

- Residential densities that minimize surface and nutrient runoff may not be viable from a market standpoint within the City with respect to the residential MGA;
- Though commercial and industrial land uses create less nutrient runoff than residential uses, commercial and industrial land uses will not be viable in the Braddock Road MGA as currently zoned by the County for agricultural use; and
- Stormwater best management practices (BMPs), including methods and policies to limit the amount of new impervious areas, are being recommended to help reduce the impact from new development. It is noted that until actual practices and methods are specifically determined on a case-by-case basis, a specific decrease in impacts cannot be determined.

Land Use Scenarios:

Two land use scenarios are described below that analyze development on lands within the existing City boundaries and development in future growth areas.

There are no plans for major land use changes within developed areas of the City during this planning period. The City has been analyzing the need for land use and zoning adjustments as part of an overall Comprehensive Plan revision concurrent with this Water Resources analysis. The great majority of the City will remain low density residential in character, and downtown's flexible zoning is considered appropriate. In two instances, land use changes are being considered as described below:

University Neighborhood

The City has determined to add new mixed use corridors leading to campus and adjoining the university (Bowery Street, Center Street, and College Avenue). This would replace an R3 district that allowed multi-family uses by special exception review and limited neighborhood commercial uses on corner lots only. Density of residential development is one discussion item, as joint planning with the University for possible planned residential development could lead to a reduction to the 3,000/2,000sf per unit standards in R3 today. In another section of the neighborhood containing a number of full time residents, several blocks are planned to decrease in density from R3 to R1A, which restricts use to single family dwellings at 7,500sf per unit or twin dwellings at 4,000sf on two lots attached at the property line. There are several factors that work against impactful changes in this neighborhood:

- Up-zoning potential in mixed use areas is partially offset by down-zoning in other sectors of the neighborhood. Down-zoning helps with permeability in yard areas.
- A density increase, if approved, would not be a dramatic change since high-density multi-family complexes are allowed today. By fully implementing the Stormwater Management Act of 2007, impacts from larger developments will be closely scrutinized to control water quality and storm velocity impacts.
- Much of the change envisioned in the mixed use concept would add commercial uses to existing residential uses, including residential-to-commercial conversions on first floors.
- There are only about 6 vacant lots in this large residential area; and no large vacant lots. Infill potential is limited and will be controlled by increased design standards that limit the scale and appearance of infill development, thereby limiting massive new impervious improvements. Form based zoning is part of this proposal.

Commercial Corridors/Sites

The City's commercial property is located along several State Highways, including US Route 40A (The National Pike) which is Frostburg's Main Street; MD Route 36, which connects western Allegany County communities; MD 936 which was the original coal development road from Frostburg south down the George's Creek Valley; and MD 736, a successor to the rural road connecting Frostburg with Midlothian. Route 36 and 736 intersect with I-68 south of Frostburg. Two focus areas are being considered, at MD 736 and US Route 40A.

MD 736

The southern sector of this road will have a review to consider flexibility in the type, scale, and location of commercial development to be allowed in the vicinity of the I-68 interchange, being responsive to private landowners and the University's interests in sparking development in conjunction with a new City safe intersection and access upgrade project at Braddock Street.

There could be consideration of multi-family use in some portion of the MD 736 lands near I-68. If higher density residential uses are not expanded, low density residential use will remain off limits, as the areas in question are based on forms of commercial zoning that do not allow residential uses. Major commercial projects, with or without residential components, are subject to plan review controls with regard to stormwater impacts. This location remains partially forested and rural in character, so that a natural setting can be more readily maintained and enhanced as opposed to an urbanized, hard-surface environment.

Main Street, US 40A

While the downtown business district is well defined, there is a mix of residential and commercial uses along Main Street from the east gateway to the west end, including a number along W. Main Street designed for commercial use within residential zones. One rezoning has just been implemented from residential to a commercial use; and one request for rezoning to expand residential zoning to Residential-Office use has been made, both on the West Side.

Consideration along Main Street is not likely to impact existing land use, as office conversions, bed and breakfast uses, and minor unit density increases are likely during the next planning period. There are only 7 infill lots along the entire length of Main Street, 3 of which are small lots in commercial zones and 4 in Neighborhood Residential settings (single family dwellings). The planning discussion to date is to avoid changing the low to moderate residential density along Main Street outside of downtown. The focus has been on facilitating mixed uses with design standards, as much of Main Street is in the Historic Overlay District. The general character of the street will remain single family dwellings, interspersed with commercial and mixed use properties outside of the downtown core.

It is determined that any reuse or redevelopment of University Neighborhood and Main Street properties will be within the character of the current community and will only lead to negligible changes in non-point source runoff. The several vacant and/or underutilized parcels near the expressway on the south side of Frostburg are within Commercial/Light Industrial (C/LI) or General Commercial (C2) Zoning Districts where future development is being encouraged and expected. Future development in these commercial zoning districts and their non-point source runoff affect is discussed below.

The following scenario analysis does not examine growth within the area contained by the long term Municipal Growth Boundary, only within the existing City boundaries and the three MGAs. Land uses have not been determined for lands within the MGB for this planning period, as they are not targeted for development in the planning period through 2017.

Scenario One

The first scenario as shown at Appendix #1 examines land uses within the existing City limits and the non-point source (NPS) affect on the watersheds based on growth and utilization of lands currently under Frostburg's jurisdiction. This element assumes that an additional 227 EDUs will be needed to accommodate future residential growth, and an additional 100,000 GPD to accommodate future commercial and light industrial growth within the City.

Within the built environment, this analysis assumes that 20% of the City is open urban space/forested and another 25% are "transportation" land uses (streets, rights-of-way and other impervious spaces for moving goods and services). Upon future development within the City, the analysis further assumes that 20% of underutilized property will remain forested or as open space. Also, 25% of future development areas within the City will be dedicated toward "transportation" land uses. Acreages of the various land uses are based on vacant or underutilized properties and the zoning districts in which each such property is located.

Based on a complete build-out of commercial and light-industrial property, the addition of 227 new residential dwellings to accommodate future growth, and the transportation and open space assumptions discussed below, development will have the following affect on nutrient runoff:

- An increase in nitrogen NPS loading of 1,233 pounds per year and an additional 1,716 additional pounds per years of nitrogen will be discharged from the wastewater treatment plant;
- A decrease in phosphorous NPS loading of 52 pounds per year, but an increase of 129 additional pounds per year of phosphorous will be discharged from the wastewater treatment plant;
- Impervious areas will increase by an estimated 222 acres upon further development of the City;
- A reduction of approximately 109 acres of forested area will occur.

Several measures to address these impacts are discussed below. Specific to this scenario, much of the Commercial/Light Industrial Zoning district located along MD 736 southwest of Frostburg State University is forested. Measures should be taken to preserve as much forested land as possible, while balancing the need for job growth and services in order to make Frostburg's future more sustainable. Reduction of impervious areas by sound site planning should be undertaken at this location.

Scenario Two

This scenario shown at Appendix #2 looks at the development of growth areas in a manner consistent with existing land uses and historic growth patterns of the City. Based on proposed growth in MGA #1, 57 households will be developed. In addition, it was assumed that 100,000 GPD would be set aside for growth in MGA for future commercial growth. The point source loading provided in the MDE NPS analysis reflects these growth assumptions for the City's MGAs.

The analysis further assumed that 10% of each MGA would remain forested and 15% of the development would be dedicated toward "transportation" land uses. As discussed in the Municipal Growth Element, MGA #1 is being slated for near-term low density residential development and MGAs #2 and #3 are being programmed for longer term commercial development.

Based on the MDE NPS Spreadsheet assumptions, and the open space and transportation assumptions

discussed above, urban runoff from the City will increase nutrient loads for nitrogen by 1,578 pounds per year and phosphorous by 10 pounds per year. Development of the growth areas will also increase the amount of impervious space by 277 acres and decrease overall forested lands by approximately 195 acres.

Possible Solutions to Decrease NPS Nutrient Runoff
Nitrogen loading can be decreased by requiring additional forestation or requirements for preserving a larger portion of forested areas for newly proposed developments. Per the MDE NPS spreadsheet, forested lands lessen nitrogen loading by approximately 4.7 pounds per acre per year. By requiring developers to maintain 20% of forested lands instead of the 10% discussed above, the City can decrease nitrogen runoff by approximately 240 pounds per year within the MGAs alone.

Moreover, requiring new development to decrease the amount of impervious space through adding "green roofs", pervious pavers when soils are suitable, greater open space requirements and implementation of all available and practicable environmental site design practices will help further reduce NPS nutrient loading.

These items will be considered and addressed in land use ordinance reviews in 2011.

Total Maximum Daily Loads (TMDLs):

The City of Frostburg lies partially within two watersheds: Georges Creek and Wills Creek, named after 18th century Delaware-Lenapi and Shawnee personages respectively who were familiar to early settlers. Each watershed name reflects the main stream conveying runoff to confluence with the North Branch of the Potomac River.

The Wills Creek watershed includes two main tributaries that have their headwaters to the north and east of Frostburg, Jennings Run to the north and Braddock Run to the east. Both creeks flow into Wills Creek about 10 miles to the east of their headwaters before Wills Creek cuts through the Narrows water gap to Cumberland and its confluence with the Potomac near downtown Cumberland.
Georges Creek in it headwaters includes Sand Spring Run, which drains the west end of Frostburg, while main stems of George's Creek proper drain the City and Grahamtown areas, including Cherry Run into the Prichard Farm community, continuing to the south and east in the rear of Mountain Ridge High School's stadium area. Georges Creek continues to drain the synclinal valley southwest to Westernport, where it empties in the North Branch of the Potomac River about 20 miles west of Cumberland.

Both Georges Creek and Wills Creek have their own TMDL limits established that target various pollutants for reduction. Some of these pollutants are caused by urban runoff, including Frostburg's contribution. Other pollutants relate to mine drainage, which was a driving force in Frostburg's economy since the 1840's. Deep mines underlay the entire historic city area and remain active in the vicinity of the City via surface mining. The following sections discuss the TMDL's for each creek and Frostburg's role in meeting the TMDL guidelines.

Because TMDL's have been established for both streams discussed above, it can be assumed the additional stormwater discharge into these streams could increase pollution or offset reduction efforts. Per comments from the Municipal Growth Element by the Maryland Department of Planning and new State Smart Growth initiatives, future populations will be directed from the County to its urban areas, including Frostburg. In order to accommodate expected future growth and to prevent sprawl, growth and development in Frostburg's growth areas will be a necessity, despite difficulties found in

interpretations of the Stormwater Management Act of 2007 that require large areas of green space to infiltrate runoff on small urban lots. Provided below are several methods the City can use to help decrease the harmful effects of runoff into its watersheds, some of which are already occurring as part of the City's CSO elimination efforts.

Georges Creek

A majority of Frostburg's stormwater runoff flows into the Georges Creek watershed, which comprises over 80% of the area and over 70% of the population of the City. Therefore, a majority of urban runoff from Frostburg flows into Georges Creek and its tributary Sand Spring Run. Since 1996 five impairments have been determined to be affecting the quality of Georges Creek with Category 4a TMDL measures completed: Low pH, nitrogenous BOD, carbonaceous BOD, Fecal Coliform, and Suspended Solids. In addition, a sixth impairment is noted for benthic/fish communities that will require a future TMDL (Category 5). The low pH findings throughout the George's Creek watershed relate to historic problems with acid mine drainage as well as impacts from deposition, which is heavier west of the Allegheny Front (Dan's Mountain). It should be noted that the TMDL for NBOD and CBOD indicates a de-listing is planned in concert with a Tier 2 designation, although extreme low flow periods were problematic. EPA indicated that nutrient impairment could not be supported by detailed study data.

The suspended solids TMDL report states that 35% of the sediment load comes from urban runoff, the most prominent reason for sediment loads. Urban runoff has many harmful effects on the health of Georges Creek. The MDE analysis of future land uses recommends undertaking practices and policies to minimize sediment and erosion impacts from land development, as well as undertaking alternative stormwater management measures with respect to development in the City. The City should plan and implement "best management practices" to reduce the affect non-point source runoff on Georges Creek, particularly as separated flows will be directed without treatment into the streams, most commonly Georges Creek and Sand Spring Run. All MGA's drain to some degree into the Georges Creek watershed; the Sand Spring Run Subdivision Phase II and the Braddock Road/Winners View Terrace areas are totally in this watershed.

Several CSO discharge points are found along Sand Spring Run, many of which are being addressed in the first six phases of the CSO elimination capital program (Phase VI is to be completed in 2011 to finish a major West Frostburg separation effort). Additional overflows directly outfall to Georges Creek; these will be addressed in the middle phase coming into the forefront in 2012-2017 (current planning cycle).

Georges Creek Watershed Restoration Action Strategy

The Maryland Department of Natural Resources (MD-DNR) and Allegany County developed the Georges Creek Watershed Restoration Action Strategy (WRAS) for George's Creek and the various streams that lead into George's Creek. Southern Frostburg is located within the WRAS area and two of the three MGAs are totally included in this area, while the third (northwest) is split with Braddock Run/Wills Creek. The WRAS report notes that most contaminants in Georges Creek are due to urban runoff and current and past mining operations.

Frostburg's future land uses and growth areas as discussed in the Plan are consistent with the WRAS. The City has removed former MGA 3, which was near a high priority stream where land uses are designated for forest and watershed restoration. The landowner, Borden Mining Company, is supporting land conservation at this time. The area shown in the WRAS does not appear to be part of the development profile of the proposed MGA 3, but it is within the overall area of the City-designated Municipal Growth Boundary (MGB).

Wills Creek

Three Category 4a TMDL's have been created for Wills Creek, and for Jennings Run and Braddock Run – the two sub-watersheds draining northern and eastern sectors of Frostburg with about 20% of the land area and 25% of the population of Frostburg. These are Low pH for segments of Jennings Run (which drains a mining district), Fecal Coliform for the main stem, and Total Suspended Solids. In addition, impairments are identified with regard to Phosphorus (a nutrient) and Benthic/Fish communities that require future TMDL measures (Category 5). It is noted that George's Creek's Category 5 was upon detailed review converted to Category 2 (delisted for nutrients), but that may or may not be true for the Wills Creek tributaries near Frostburg.

One of Frostburg's three MGAs lie partially within these drainages; specifically, a portion of the MD 36 commercial/industrial area will drain to Braddock Run.

Four discharge points for Combined Sewerage Overflow (CSO) areas discharge into Jennings Run. By completing the North Water CSO Elimination Project and the Mechanic Street CSO Elimination Project, Frostburg has eliminated two of the major overflow points (North Water below Depot Street and Beall's Lane).

Frostburg is interested in forming a Wills Creek watershed action committee. Discussions with Allegany County, the City of Cumberland, and the Soil Conservation District are a practical step during the Bay TMDL process in late 2011 into 2012.

Cumberland Wastewater Plant Discharge Point, North Branch of the Potomac River

As described above, Frostburg provides combined storm/sanitary flows through the Braddock Run and LaVale Sanitary District lines to the City of Cumberland to the regional Wastewater Treatment Plant. The discharge point is to the Lower North Branch segment of the Upper Potomac River division stretching from Garrett County to Montgomery County. The treatment plant is located near the Riverside Park complex in a bend of the North Branch east of downtown in South Cumberland at Offut Street. The receiving waters are noted as impaired per the following discussion from Cumberland's 8-25-09 WRE:

The Lower North Branch, with 6 CSO and 1 treatment plant discharge points, is classified as impaired due to excessive levels of Phosphorus (a nutrient), Methylmercury (a toxin), and Total Suspended Solids (sediments). The highest priority contaminant in the listing is Methylmercury, which is suspected to occur from atmospheric deposition, perhaps resulting from air emissions from one or more nearby industrial operations. Contamination from Fecal Coliform (human or animal waste) is suspected, but sufficient data has yet to be collected. The sources of the other two, lower priority contaminants (Phosphorus and Total Suspended Solids) has not been 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. The 303-d list also shows that the Lower North Branch River is currently meeting some of the applicable water quality standards for pH (Alkalinity) and Cadmium (a toxin), but insufficient information exists to determine full compliance. No TMDLs have yet been prepared by MDE for these listed contaminants.

The Cumberland WRE narrative points out the importance of reducing sediment deposits and soil erosion within Frostburg and addressing urban litter while the storm and sanitary sewer separation process

continues through 2023. Cumberland, taking a 'capture and store' approach while also eliminating 85% of the overflows at 11 points within their municipal distribution system, is counting on outside communities to eliminate stormwater flows that currently reach the Cumberland Treatment Plant. According to meter readings, Frostburg contributes about 7.5% of the current wastewater flows. Frostburg's percentage will decline when the City's sewer separation is completed when pollution concerns relating to normal stormwater flows will shift to receiving waters within the sub-watersheds surrounding the City.

Suitability of Receiving Waters

Conclusions can be drawn from studying TMDL documents available to date. In general, the City will need to focus its efforts in three major areas to ensure that receiving waters are improved and not degrading further as follows: 1) reducing sediment and solid waste pollution through more stringent stormwater, sediment/erosion control, and property maintenance and related local ordinances, and especially code enforcement efforts to reduce urban runoff and littering; 2) continuing the ongoing capital program separating combined sewer systems to end rainstorm and snowmelt event overflows; and 3) build on efforts to focus on riparian values to protect stream temperatures and habitat in support of the benthic and fish population. A collaborative effort with Allegany County and full use of University resources will assist the very limited financial and personnel resources of the City. Frostburg is interested in using the Baltimore Watershed Agreement model if the parties can agree.

The City is looking at very limited growth, and past trends indicate major declines in year-round residents and economic opportunities outside of the University coming into the next planning cycle ending in 2017. This data appears to give Frostburg an opportunity to participate in efforts to reduce raw sewage, trash, and sediment flows, as well as to address runoff velocity, so as to improve the health of receiving streams while new development pressures are limited. Acid mine drainage is a problem that is beyond the City's direct control, but the City can cooperate with efforts to address this problem to the extent that underground tunnels and mine seeps exist from abandoned workings in the City. The development of sound data and methodology for tracking progress must be a collaborative effort led by Allegany County; however, Frostburg must be ready to do what is required to improve regional waterways.

In summary, if the City can make progress on policy and procedure improvements as stated above and reflected in the Policies and Recommendations section to follow, it would appear that receiving waters within and adjoining the City will not degrade but will show improvement, allowing for a reasonable level of growth that supports Frostburg's small town qualities and its environmental setting.

Tier II Waterways:

Elklick Run stem I, a tributary of Georges Creek located well south of Frostburg's water service area, has been designated a Tier II Waterway - considered to be high in quality. Elklick Run stem I flows into the main tributary stream named Elklick Run, which then empties in Georges Creek south of the Town of Midland, which is in turn 5 miles south of Frostburg and 4 miles south of the long term growth boundary. The main stem has an impoundment which is part of the Central Georges Creek water supply, managed by the Town of Lonaconing. Frostburg recognizes that this high quality waterway is within the larger Georges Creek watershed, currently the subject of a regional plan by Allegany County. However, Frostburg has no role in planning for development within this sub-watershed as would affect this high quality stream. Frostburg has no plans to expand to the south as would interfere with the historical municipalities of Midland and Lonaconing, and therefore Frostburg's planning has no impact regarding development or land use in the vicinity of Elklick Run I. There are no other Tier II streams in

Allegany County west of Cumberland. Neither Piney Run nor the portion of Savage River impacted by the City of Frostburg's water system facilities are Tier II classification. Portions of Savage River well downstream of the springhouse and wellheads, however, are Tier II quality. The City has an interest in protecting high quality water resources in both of these locations, but has limited control in the Savage River watershed which is under the jurisdiction of Garrett County and the State of Maryland through its State Park and forest holdings.

The recent TMDL for Georges Creek indicates that it is in consideration to be added as a Tier II stream in the future. A review of nutrient, NBOD, and CBOD impacts indicate that the waters are sufficient to support the higher Tier II standard of 7.5mg/L for dissolved oxygen will be met in all modeled scenarios including additional 50% increases in loading from future development, although concerns remain during low-flow periods during drought or extreme summer conditions.

Stormwater Act of 2007:

The City of Frostburg has implemented requirements stemming from the Stormwater Management Act of 2007 ("the Act"). The City has accomplished or is working on the following:

Phase One was completed, consisting of resetting the City's laws and processes that support permitting and development projects. Passage of a new stormwater management ordinance to replace the pre-Act local law as incorporated in the City Code was completed and is in effect as of June 2010. The new ordinance included late legislative changes allowing for administrative waivers for developments that had passed preliminary plan benchmarks before May 4, 2010. Several other developments were given advisory letters as the new ordinance was passed by the City Council. The City worked closely with Allegany County's work group, including the Allegany Soil Conservation District and the City of Cumberland to coordinate the final ordinance language. A new joint application was approved for use. To date, the City has approved one redevelopment project under ESD requirements in downtown; no additional major projects have come forward that would be subject to the new law. However, several longer term developments will be expected. During the winter of 2011-12, staff will reorganize its internal processes and public information documents to reflect the new permitting process, and will discuss inspection and maintenance responsibilities with the City Council. This will be in the context of new mandates coming forward in 2012 from the Bay TMDL and the Maryland Watershed Implementation Plan process with MDE and EPA.

A review of the City's Sediment and Erosion Control Ordinance will be undertaken during the winter of 2011-12 in conformance with new State regulations that were given an extended review period from October 2010 to fall 2011.

Phase Two will be a review of land use ordinances, being zoning, subdivision, and rental housing ordinances to revise provisions that contain requirements that may be contrary to the spirit and specific requirements of the Act. Any land use conflicts that are discovered must be resolved in favor of policies that improve water quality and protect local watersheds. This includes plan review criteria and mandates for impervious surface placement that may not be consistent with the Act. The City is in the process of initiating this process following briefing of the City Planning Commission on the following schedule: comprehensive zoning review by winter 2012; development standards by summer 2013; and subdivision by summer 2014 in an overlapping process of re-setting the City's land use ordinances.

See supporting Maps #13 - #16 for water/sewer service areas and location of watersheds.

Element #7: Municipal Growth

Growth Management Goal:

Promote compact growth patterns by determining capacity within the existing neighborhoods inside of the City Limits and determining reasonable growth areas and a limited long term growth boundary area that will allow for commercial, industrial, and residential growth outside of the City Limits when capacity is needed to maintain a balanced and viable community, considering infrastructure and environmental impacts on undeveloped lands when identified.

Growth Management Narrative:

Policies:

City policies with regard to Growth Areas should follow policies set forth in the Frostburg Plan.

Future Growth Areas taken from a Municipal Growth Boundary should be picked in consultation with Allegany County so that zoning and land use goals are congruent and infrastructure extensions are minimal; not initiating sprawl or harming sensitive areas.

Growth Areas should be minimal in number and area as long as existing feasible infill development sites remain and then only when supported by quantifiable market demand.

Historical Growth Patterns:

As noted in the Introduction, Frostburg was founded as a speculative land venture along the alignment of the planned National Pike by early settlers, most predominantly Josiah Frost's son, Meshach and his wife Catherine, reaching 'naming' status in 1812, a year after construction began from Cumberland. The growth of the residential community was enhanced by the presence of known natural resources, primarily bituminous coal, in large and readily accessible veins in the synclinal valleys north and south of the mountain ridge along which the first homes were located. The symbiotic development of the railroad and coal industries in western Allegany County made Frostburg a central point at the axis of the National Pike and the valleys cut by George's Creek and Jennings Run. Today the roadway designated as Maryland Route 36 follows the path of this resource-based economy from Cumberland to Mt. Savage to Frostburg and south through the George's Creek valley to the Potomac River at Westernport. The intersection in Frostburg of US Route 40, the original National Pike, and State Route 36, both scenic byways and heritage routes, reflects this important early 19th century crossroads.

The miners and the mining operators created a demand for commercial goods, supplementing travel-oriented business on the National Pike, to create the largest Main Street district in Western Allegany County. The miners later created the State's second 'normal school' for teacher training that evolved into a State Teacher's College, growing through time from 50 to over 5,000 students as of September 2010 at the Frostburg campus, not including nearly 400 students at a satellite campus in Hagerstown and other off-campus sites, with membership in the University System of Maryland granted. Today, while mining is still found at the periphery on large strip mining sites in the County, the center point for Frostburg's economy is clearly the University, which provides over half of the population and approximately 900 direct full time equivalent jobs - the dominant employer in the Frostburg region.

Population growth in recent history has been dependent on University growth. The leap forward from the early 1960's to 1987 when the University was created, offset population and job losses from a

regional economic downturn that was felt severely in Allegany County population centers near Cumberland and in that City's neighborhoods, as the County had become dependent on a booming industrial economy both prior to and during World War II based on several large manufacturers. Closures and disinvestment peaked in the late 1980's, and the County has struggled to maintain or attract high quality jobs and sustain its population since that decade.

Population Trends:

A chart that summarizes Frostburg's population trends through 2010 was provided at Table 1. University benchmarks show a growth from about 500 students in 1950 to 4,500 students at the Frostburg campus in 1987, which growth is reflected in the population of the City. This trend is reached an enrollment high point of 5,470 in fall 2010, with 5,080 at the Frostburg campus. About 4,919 students attend the Frostburg campus as of the official September 2011 FSU headcount. Estimated non-student residents have declined from 6,376 in 1950 into the new century (see Table 11, below), but experienced a modest rebound since 2000.

FSU Website Photos

Table 11, Campus Growth and Residential Decline, 1950 – 2010

Year	Total	Campus	Residents
1950	6,876	0,500	6,376
2010	9,002	4,524	4,478
	+31%	+805%	-30%

Source: FSU Fall 2011 Frostburg Head Count Average, Spring - Fall 2011, less estimated commuters and students living at home in Frostburg, and losses over gains; US Census Data, 1950 and 2010; 'Residents' are shown as the remainder after adjusting for net student population. FSU students living with their families at home are included as Residents.

There are indications that a significant undercount of off campus students in both the 2000 and 2010 Census data. The Census indicated an expected 'bulge' of persons in the 18-24 age range. This is analyzed as follows:

Table 12, College-Age Residents and Trends from 2000 to 2010

Age Group	2000 Census	2010 Census	Difference
18-19	1,103	1,460	+357
20	715	818	+103
21	632	733	+101
22-24	781	872	+091
TOTAL	3,231	3,883	+652
St. Housing	1,475-	1,951	+476
Off-C.+ Non Student	1,756	1,932	+176
All Others	4,642	5,119	+477
Census Count	7,873	9,002	

The State average percentage of total population for these cohorts is:

18-19: 2.8
20: 1.4
21: 1.3
22-24: 4.1

Using these factors and applying to the official 2010 count for Frostburg's approximate non-student population (5,119), the revisions would be:

18-19 143 (5,119 x 0.028)
20 072 (5,119 x 0.014)
21 066 (5,119 x 0.013)
22-24 210 (5,119 x 0.041)
491 (includes about 150 home commuters to FSU, likely counted in All Others)

1,932 (counted in age group) – 491 (expected count if no University) = 1,441 off campus students counted in 2010 + 1,951 on campus = 3,392; an expectation would be at least 4,000 and closer to the

4,524 figure using the methodology indicated above. If so, the student undercount would be between 608 and 1,132, or using 870 on average, Frostburg's actual population in 2010 might be near 9,872 and could be at or above 10,000 depending on retention rates at the University during the year.

Taking the opportunity of working with the 2010 Census enumerators and managers, the City saw how easy it would have been for a large number of off-campus student tenants to be left out resulting in a substantial undercount of the City's population. Many students consider that they are counted in the homes at which they were raised (this is not correct per Census instructions). The enumerators following up the April 1 Census go door-to-door as the students are leaving the City for the end of the spring semester, with follow-up typically beginning in mid May and later. Enumerators will then find most rental units vacant that had unreturned forms. In 2010, an effort was made to have enumerators out as early as possible to interview student households before they disappeared after May finals or graduation.

As of April 2000, FSU's Master Plan indicates that the Frostburg campus had approximately 4,349 students taking classes. The web site profile in fall 2011 indicates 4,755 undergraduates at the Frostburg campus, not counting graduate students. It seems clear that the actual student count should be well above 3,392 for Frostburg.

In summary, even after a major effort to find students before they left in May 2010, the 1,756 count from 2010 is likely low by nearly 1,000 students. A similar analysis indicates a large undercount in 2000 as well. If this is true, Frostburg's underlying population is 5,119 (other than college age) + 491 (expected college age population) = 5,610 during the summer months.

Looking at this from another direction, resident and recent candidate for local office Jeff Bailey, Jr. pointed out that between 3,600-3,900 registered Frostburg voters exist, of which only a handful of non-local FSU students are included; this does not include dependent children. A study by People-Press.org estimated that 22% of the population is at any time unregistered.

Therefore, the year-round population might be 4,615, using the lower (3,600) of the registration numbers; this number approximates the City's analysis of what should have been the actual non-student count in 2000 before annexation and growth occurred in the past decade. Students were reported by the University at 4,349 in spring 2000. This would give a total of 8,964, indicating 1,091 students were not counted out of approximately 2,679 off campus, resulting in a 12% undercount in the 2000 Census.

Table 13, Revised Estimated 2010 Population Sub-Table, Campus Growth/Residential Decline

Year	Total	Campus	Residents
1950	6,876	0,500	6,376
2010 est.	**10,134***	**4,524**	**5,610***
	+47%	+805%	-12.0%

* Per methodology described above

The undercount indicated above is 1,132. The result makes the City appear smaller than it actually is with respect to the number of underlying residents. It is not credible to assert that only 3,392 students live in Frostburg when the total Frostburg Campus headcount is over 4,700 at the lowest point in the last two years (see Table 3).

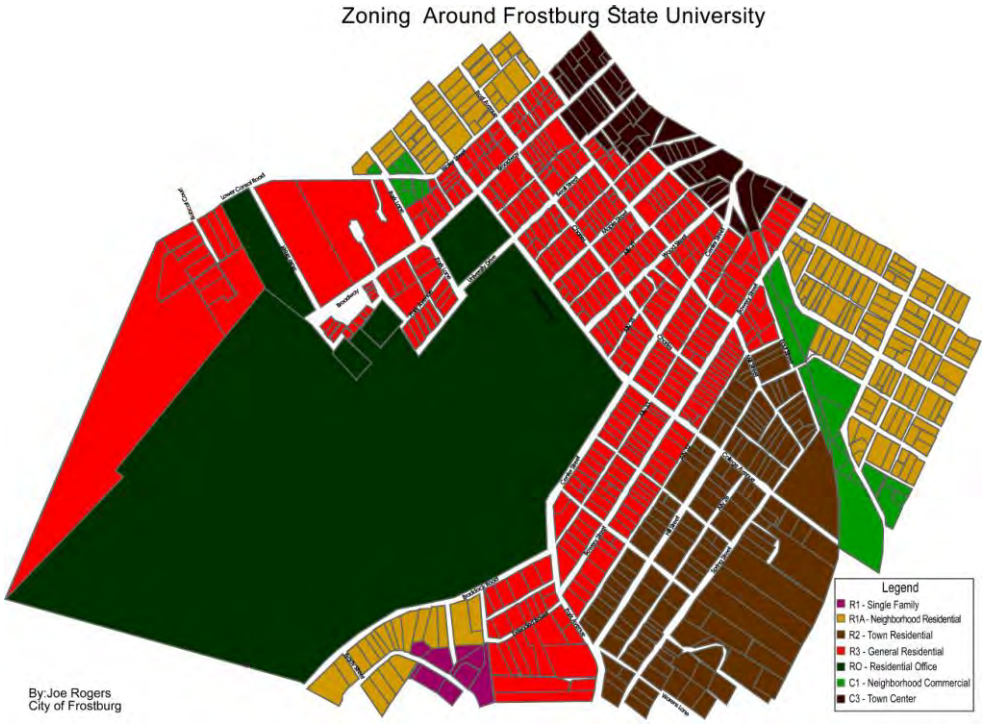
The main period of University growth occurred from the mid-1950's through the late 1980's. Thereafter, the impact of the University has been constant in terms of students and employment (current estimate is 930 staff on Allegany County's list of major employers, updated annually). As the economic downtown began in 2008, the University began to see steady growth in undergraduate and graduate students to the point where the Frostburg on-campus count was in the vicinity of 5,120 at the end of the 2010 fall semester. The 2011 semester saw a freshmen decrease of 20% offset by transfer and graduate student increases to arrive at about 5,050 on campus count and a less than 1/10 of 1% decline overall (.0077%).

A slight declining trend in population in surrounding Allegany County is noted since 1990 to 2010. The affects of regional economic downturns in the 1970's and 1980's were felt by many workers preferring to live in Frostburg but working near Cumberland; these losses include outmigration of high school graduates that would take jobs in the local market, masking the offsetting growth of the University. However, the trend has changed in the past decade; Frostburg is growing its underlying population again.

Over the past 30 years there were annexations at the east, west, and south ends of the City, including a major pre-existing residential community known as Centennial Hill in the northwest quadrant in 2001. The Centennial Hill increase is reflected in the population numbers in 2010, but not 2000. It is apparent that this annexation of an existing population is a contributing factor to the increase in underlying population since 2000; however, it should account for only about +220, or less than 20% of the increase.

Annexation-driven residential development has enabled a car-oriented citizenry that views historic Main Street as an entertainment and service center, including church, but rarely a retail destination. The trend also leaves older residential neighborhoods to students or aging residents, which puts pressure on maintenance of the City's original housing stock. Trends include the continuing outmigration of local high school and college graduates; and the resulting aging of the year-round population.

During the growth period of the University, nearly 3,000 off-campus students have flooded into the City's residential marketplace. Impacts have been concentrated by City zoning policy, creating land use obstacles to student rental uses in most residential neighborhoods outside the semi-circular University Neighborhood (shown in red, "Zoning Around FSU" map, reflecting 1996 zoning as amended to 2010).



This has created a neighborhood dominated by the market for off-campus student housing, featuring a decline in the number of long time residents year after year in the face of lifestyle impacts and real estate pressures to sell to either landlords seeking to create high-income, semester-based rental units; or to parents purchasing homes for children and their student friends in a housekeeping setting, planning for a 4-year ownership and easy resale within the 'rental district.'

Land Use Change:

The impacts from changes discussed above have been that new residential and commercial development has been pushed to the margins on virgin land by annexation since the 1970's, while student density has been concentrated in an in-town semicircle around campus during this same time. The development of a major private-funded student center on campus, the easy permitting of cars on campus with major land devoted to surface parking lots, and the 5-block separation from campus has meant there has been limited student interaction with Main Street businesses. The historic downtown resource remains a marginal resource for retail goods and services other than restaurants and bars. Upper story vacancies are beginning to redevelop for residential and office uses, so that the problem is now empty storefronts with active uses above carrying the property. This is contributing to a growing parking shortage that is making larger storefront spaces very difficult to fill.

Since year-round residency has also been dropping, particularly in proximity to downtown, the Main Street business district has had difficulty finding a stable regional market. The restaurant niche has been relatively successful, and downtown is moving toward an arts and entertainment focus, with a slowly improving secondary presence of professional offices. Both the arts and office sectors have been boosted by the University's investment in the Lyric building in 2008-2009. Outdoor recreation customers and tourists are beginning to play a more important role on Main Street in addition to the focus at the Depot Street cluster surrounding the C&P Railroad Station.

The conflict between the students and long term residents, many of them senior citizens, are in part a generational matter in the University Neighborhood. The demand for student housing has changed the

character of the traditional neighborhood between Main Street and College Avenue. Longstanding permanent residents report a loss of peaceful enjoyment and great harm to the original market for traditional, year-round residential use of formerly single family homes.

New single family residential neighborhoods have been developed at three locations far from downtown: Victoria Heights, overlooking Eckhart Flats in the northeast quadrant; Braddock Estates, located in the southwest quadrant; and Crestview and Timber Ridge, located in the northwest quadrant. In this decade, two additional developments have been initiated: Sand Spring Subdivision across the stream valley from Braddock Estates; and the former Prichard Farm in the southeast quadrant. All five developments were facilitated by annexation. A planned extension at Sand Spring subdivision requires further annexation, which was explored in late 2009 and is expected to reappear in 2011. Annexation near Timber Ridge could also drive proposed subdivision; however, in this case, the landowner is not motivated to support further surface development. Many of these single family lots are purchased by the University's senior academic and administrative staff. The development of single family subdivisions and the Prichard Farm master plan has given non-local buyers, including new academic households, a choice between new or old neighborhoods, both providing a quiet respite from student neighborhood activity at reasonable prices. New construction has taken pressure off the 'tear down' trend seen in many communities and helped retain the character of the historical residential neighborhoods. On the other hand, the new developments are vehicle-oriented and are not well integrated into the City's traditional neighborhoods and are distant from Main Street.

As a result of the decline in year-round population and loss of inherited 'home place' properties when younger generations leave to find work, there have been a number of larger homes that were ripe for rental conversion, primarily in the student neighborhood but also on Main Street. The value of the older homes' construction materials and workmanship is offset by sheer age and in some cases lack of maintenance due to lower or fixed incomes of remaining residents. Conversions were seen as a major problem in the 1990's as the University continued to grow. While that trend has slowed, more recently homes in the University Neighborhood on larger lots have been torn down to facilitate new construction of student housing; this has changed the character of the neighborhood in some areas.

Trends have been a) new development away from the town center, and b) older homes pressured into rental conversion or removal for student housing in the University Neighborhood. While the availability of affordable rental options is a strength supporting a competitive University and for the region's stock of workforce housing; the integrity and character of the university neighborhood or the "rental district" remains a concern not just in the area surrounding the University but also in some close-in residential neighborhoods that are mostly inhabited by year-round residents.

Issues in summary:

Municipal growth has been tied to a) the University's rate of growth; and b) annexations that have led to new population directly (in place) or over time via new subdivision development.

Infill growth has been concentrated largely in the student neighborhood; larger projects in this market are beginning to put pressure on older housing stock that may not be readily rentable.

Larger homes are beginning to empty out as families move away; many University employees favor new construction in the outlying subdivisions. Therefore, older homes can become targets for rental housing conversion or even abandonment to the extent that they are not competing well with newer homes for

those in the market for home ownership lacking new markets based on those seeking retirement homes or those moving in or staying for new employment opportunities.

Determining Land Needs:

Based on past trends the City's population will be closely tied to University trends. Based on projections by University officials, the recent growth on campus will be changed by policy to a nearly status quo future, with the best outcome being small incremental growth through the planning period.

Factors relating to economic and cultural dislocations that would change development patterns in the Middle Atlantic region could affect both the University and the City in general, making past trends less reliable as a predictor. One unknown is the degree to which retiring baby boomers will return to the area. Another is the degree to which economic diversification is achieved, based on recent signs of business growth that could in turn lead to residential growth not seen in the past 50 years. While sewer tap limits are a major constraint, Frostburg has substantial opportunity to grow population within existing properties already connected to the system as is seen below.

This analysis indicates that proposed future growth areas for the planning period should be limited, although a Municipal Growth Boundary can be considered as a prudent guide for the next 24 years in the event that new economic driving forces develop.

While the focus on growth at the State level is population-oriented, economic development needs for property zoned for commercial and light industrial uses - and for flexible mixed use developments - should be considered as of overriding importance in the immediate 6-year period for Frostburg's growth planning in order to move Frostburg toward a more sustainable community. Frostburg has a limited inventory of lands designated for major commercial uses, and there is a possibility that these lands would be built out during the next planning period. Therefore, new land designated for commercial growth in proximity to the Interstate should be set aside for that eventuality to allow for economic diversification and for the provision of goods and services that may not be feasibly provided in center city.

Vacant and underused parcels available for low density housing are well represented inside the City Limits, but are highly variable as to the owner's willingness to sell or subdivide, and the Prichard Farm option became mired in organizational difficulties from 2009 through 2011 and shows no signs of resolving early in the planning period. For these reasons, coupled with the build-out of the Crestview-Timber Ridge and Victoria Lane-Grandview Drive sectors on the north side of the City, there appears to be a market demand for an expansion of either Sand Spring Subdivision or Braddock Estates on the south side. Since the owner of the Sand Spring Subdivision appears to have the assets to develop at this time, an annexation can be justified if the development is well integrated to the City and respects the environmental setting.

Adjustments to support the off-campus housing market are considered in this plan, assuming an adjusting period of decline and then small growth over the planning period. Since FSU has just announced another major residence hall partnership at 425 beds to be planned over the next 2 years, the focus of the private market should become modernization of older, less competitive rental properties. New complexes and gut rehab or major renovations to existing residences would allow properties to be competitive as the number of students available to the market may decline slightly early and then be impacted by the new FSU residence hall (about 20% of the market). Ideally, smaller numbers of bedrooms will continue as a trend in multi-family housing settings via single family student

rentals are renovated to small but more numerous units. Small-scale infill where the traditional fabric of the neighborhood is maintained would also be positive.

Larger new multi-family complexes should be limited to non-student demand based on the University's plan to build a major residence hall within the planning period. These should be located where higher density and more intense activity can be accommodated without disrupting the established residential neighborhoods. The plan should consider that the senior housing market may require land for multi-family options during the planning period due to demographic trends already working in Frostburg, and that workforce housing for both Frostburg and its immediate region. Sites for these opportunities should be located with good transportation links for access to jobs and services, whether in LaVale, George's Creek corridor, or eastern Garrett County; and should have access to the County's transit system.

Assumptions

Conservative growth projections based on past trends use the likely but unofficial total of 10,134 as follows:

University Students: .1% per year average less commuters (4,524 x .001 x .95 x 6) =	026
Full Time Residents: 1% per year average (5,610 x .01 x 6) =	337
New Prichard Farm Residents: 50 units x 2.13 persons =	106
Total Estimated Growth in Population, 2012 - 2017:	449

449 / 6 = 75 average annual growth, of which only 4 are students, or 0.0074% annual average growth (under 1%). Based on 2.1 persons per household (the 2010 Census Frostburg average household size of 2.13 rounded down) this equates to 214 new households over 6 years, or 36 households per year of which only 2 are student households. Student growth will be seen only in the latter half of the planning period.

It is noted that significant population growth in full time residents, from in-migration and University staff deciding to reside closer to work, is expected to continue as would offset loss of elderly residents over the next six years plus out-migration of young workers - assuming that University staffing will remain at or near its current level - to achieve this growth rate. Employment opportunities will become necessary to sustain growth, and many of these will be non-traditional jobs.

Successful marketing of the master planned community in Prichard Farm, with a recently re-organized ownership and a revised master plan, could have a significant positive contribution to the community by bringing new residents into Frostburg. The project is now down from 445 units planned to 302 (allowance for 10% lower or higher in actual development), with a significant multi-family market opportunity seen for both senior and family housing in the plan, but more likely is the development of the over 120 new single family homes planned over the next two 6-year planning cycles. As a recovering market supports interest in moving back to Frostburg, or diversification of the regional income moves forward, the potential for a more substantial growth engine does exist at this site. The 276 lots/units remaining from the master plan at 2.1 persons per unit would yield 580 persons. This is a possible but very unlikely outcome in the planning period ending mid 2017. The City is expecting that the development is reorganized over the next 2 years so that forward movement can resume in 2013 based on strong underlying market values and the infrastructure investment already in place.

For University growth, internal FSU analysis has developed a goal of driving up academic quality which is already halting the recent growth in enrollment, but will addresses losses over time (retention). Earlier

estimates had averaged about 3% annual growth, so the new System-approved policy will have a major impact on the City, especially when coupled with the intent to build a 425-bed residence hall by 2015. FSU has competed successfully in the currently challenging economic environment which has led to more students attending institutions of higher education. However, President Gibralter's 2010 and 2011 convocation speeches indicate a focus on recruiting higher quality students measured by test scores and other traditional measures, which means a more selective approach. The City considers that this policy is designed to make Frostburg State a more desirable choice and will strengthen the institution in the long run, as well as bring relief to City code enforcement challenges and budget allocations. Long run benefits will also include an increase in value for business partnerships in downtown and at the Allegany Business Center and City internships. Both of these relationships are important to achieving City goals.

The above analysis includes evaluating existing vacant lots, factoring in underused lots, and accounting for known development plans at Prichard Farm and Braddock Estates III, IV, and V-A. The analysis uses the default 75% density yield factor; and the 50% infill factor with respect to underused lots. The analysis demonstrates that there is significant capacity for growth inside existing City Limits, subject to marketability and location attributes, as well as site topography. The proposed Sand Spring Phase II development was recently reduced by about 25% from 75 to 57 lots. This development could be a 'safety valve' adding single family lots in the event that growth develops at a greater rate than anticipated, and will also meet the existing modest by steady demand that has driven the recent population growth since 2000. This development is in close proximity to the University providing access to social and cultural amenities but remains separated from the traffic and related impacts. Initial movement on annexation for Sand Spring Phase II began in late 2009 and is pending reactivation in fall of 2011.

A chart follows showing the breakdown of in-city capacity by zoning district. This chart summarizes the internal land supply capacity for future growth and is used to calculate the 'development capacity' of the City of Frostburg before consideration of annexation.

The calculations shown in the TOTALS row of this chart are based on recommended adjustments provided by the Maryland Department of Planning in Model and Guidelines #25, Managing Maryland's Growth.

CHART 1, ADJUSTED RESIDENTIAL UNIT DEVELOPMENT CAPACITY, 2009

Zoning Districts	# Units, Vacant Parcels	# Units, Underused Parcels
R1	118 (55 in Braddock Est.)	12
R1A	78	70
R2	44 (Spring St/Warne's Lane)	75
R3	103 (71 Bobcat Court)	170
RO	4	0
RP/PND	413 (276-PriFarm139-Br. Est.)	0
C1	11	3
C2	4	22
C3	38	66
TOTALS	815 x .75 = 611 Units, Net	418 x .75 x .5=157 Units, Net

The above analysis yields a Development Capacity of **1,613 persons** based on 2.1 persons per unit x 768 units.

This is 3.6 times the projected growth outcome over the next six years. If added to the current Census official population of 9,002, build-out of all units will increase population to 10,615. If students are properly counted, the population will rise to about 11,700 at 100% capacity.

While noting that annexation areas are not intended for student housing outside of University property, non-student markets are able to fall well within existing capacity. The difficulty is that the actual availability of infill and Prichard Farm lots is highly uncertain. Many if not most 'extra' lots are held and retained by their owners and are not available to the market barring a major price rise and continuing squeeze on incomes that could result in more of these lots coming onto the market. Prichard Farm as noted is in legal limbo and the time needed to extricating that development now appears to be extensive. In addition, the planned Braddock Estates III-IV development has stalled out and the owner does not appear to have access to the capital required to implement this 37-lot platted residential extension at Braddock Estates, which is also tied to create of an expensive second access road.

Due to the recent no-growth projections for FSU and the University's plan to build a major residence hall, there is no need to plan for new units serving the student market, although there is a great need for renovation or replacement of borderline blighted properties. The emphasis then shifts to preservation of existing housing stock in the University Neighborhood and development of complementary single family housing sectors in the planning period.

In summary, due to the lack of high-quality building lots at this time and the legal complications at Prichard Farm and inability of Braddock Estates Phase III-IV to move forward, the Sand Spring Phase II project (Municipal Growth Area #1) provides a necessary bridge for the first half of the planning period to respond to market demand for new traditional housing formations in Frostburg that will help the City avoid returning to population decline despite high interest in the City's livability assets in the region.

Other than Sand Spring Phase II, the internal growth indicated above is accommodated by very modest infill and vacant lot construction, without considering acquisition/demolition/lot assembly to maximize density in the older residential neighborhoods. This growth does also not take into account any higher density that might be seen in existing structures or occupancy of underutilized residential units in existing buildings, especially Main Street upper story units.

Any increase in 'persons per unit' (currently 2.1) would allow for additional population growth; this is a possibility if the local, regional, and national economic outlook improves and more traditional family households are able to live in Frostburg. This would require additional job opportunities, with none expected from the University if projections are correct.

If the population is to be based solely on student, university staff, and senior citizen or retired person households, small household sizes would continue during the planning period.

Municipal Growth Areas #2 and #3 are intended to support commercial activity that could help support family household formations as they provide new job opportunities in a variety of sectors if demand cannot be served at remaining existing major commercial properties. Neither of these Annexation areas are likely to be implemented in the early portion of the Planning Period, barring a major development proposal that exceeds the City's existing capacity or that is tied to specific real estate characteristics that the City cannot provide without annexation. Existing land near both I-68 intersections would be a first option for gateway growth.

Municipal Growth Areas are set forth in detail in the following section of this Plan Element.

Development Beyond Town Limits – Growth Boundary:

The City has determined to establish a four-cycle or 24-year Municipal Growth Boundary (MGB). This area will be described at the end of this report. Within this mega boundary the City has configured targeted lands for possible annexation during the 6-year planning period, which are termed Municipal Growth Areas (MGAs), described in priority order:

MGA #1: Single Family Residential Area adjoining Braddock Road and Welsh Hill, including a planned extension of a low-density residential subdivision (Sand Spring Subdivision) with a future interconnection with Braddock Estates indicated and including sensitive areas along Sand Spring Run and steep portions of Welsh Hill, with equivalent County zoning. Estimated area is 50 acres. Anticipated number of lots is 57; timing is a request for annexation in late 2011.

MGA #2: Gateway Commercial Area adjoining I-68 on the City side of Interchange #33 as an extension of an approximately 35-acre tract currently zoned Commercial/Light Industrial but proposed for a new Gateway Commercial designation, also adjoining the Allegany Business Center at FSU. County zoning is not equivalent but is under review. The County had used agriculture zoning under the County's long-standing theory that mined land should be shown in agricultural use. Utilities and a roadway exist or are planned in 2011. Estimated area is 180 acres. Anticipated number of commercial sites would be subject to detailed planning with the County and both Planning Commissions and State review. Timing is not anticipated until the initial 40 acres already in the City are actively developed, or expected 2015-2017.

MGA #3: Commercial/Light Industrial Area adjoining I-68 on both sides of Interchange #34, in proximity to an existing City waterline, with equivalent County zoning. Estimated area is 500 acres. Anticipated number of commercial sites would be one major and 6-8 minor sites. Timing is perhaps 2017 following absorption of public and private acreage along MD 36 already in the City limits, barring a major development proposal that cannot be located elsewhere.

The proposed Municipal Growth Boundary and the location of the three Municipal Growth Areas therein is included at Map #17, with insert maps showing the three growth areas in more detail.

Existing County zoning for proposed MGA's during the current planning period are indicated at Map #18.

The top priority, MGA #1, is zoned by the County for low density residential use, and is the subject of a planned single family residential subdivision. Annexation is required in order to obtain municipal water. A specific market demand for this subdivision was appearing in 2009; however, the national recession impeded sale of remaining lots in Phase I and elsewhere. As of 2011, only 3 of 28 lots remain for sale. The property owner has indicated a need for continuing development and is interested in a time-limited waiver of the 2010 stormwater management regulations. Demand for lots and the owner's cost projections will drive timing of this annexation and further development. A plan with 75 units was accepted as a preliminary plan prior to the administrative waiver decision, but a new plan with about 56 lots is under consideration (-25%) in fall 2011.

MGA #2 is zoned by the County for agriculture, as has been policy for lands being actively mined, although one active farm exists at the western periphery of the area. Since the land is not zoned for new commercial development, a process with the County is underway to review the status of this land in the George's Creek Sub-Plan assuming tapering off of active coal mining. Also, residential units are

not authorized and will not be, so this MGA will not add directly to the population barring a decision by the University to build a residence hall at the far end of their land holdings, far distant from campus buildings. This area will rather provide employment, goods, and services in support of the population in the existing municipal boundary and to the western Allegany and eastern Garrett County region. Annexation by the City will only be pursued when serious interest is expressed in this location that cannot reasonably be addressed elsewhere in the greater Frostburg area. Pre-consent to annexation for access to City utilities has been established by policy. Utility extensions for this site are superior and more organic than MGA #3, and the City has already embarked on a multi-year capital program to upgrade traffic safety and access at this location, with $1.625M in hand or authorized for application in fall 2011.

MGA #3 is likewise not zoned for new residential units and will not directly add to the population, but will rather provide employment, goods, and services in support of the population in the existing municipal boundary. Annexation will be pursued by the City only when other land zoned for highway-oriented commercial or industrial uses is absorbed to the extent that the City's future economic growth would be compromised; or upon a major development proposal for the region with strong County support and cooperation. Pre-consent to annexation has been established by policy for this area when municipal water connections are required. Therefore, proposed development is subject to municipal review and regulation by annexation, in coordination with Allegany County's Department of Community Services and Department of Public Works. No residential units are proposed or would be permitted in this growth area subject to a longer-term process to allow mixed use development. A mixed use plan at this site requires a change to current zoning and is not proposed unless initiated by Allegany County.

The City is limiting its specific interest to three areas in recognition that population growth for the planning period should be concentrated within existing City limits if the City is in fact going to be in a slow but steady growth mode, which is expected and desirable. Annexation interest would depend largely on the profile of the national recovery from the ongoing economic malaise that began with the 2007 recession. It is possible that the supporting trends of more difficult project financing in a slowly recovering market and increasing costs of environmental requirements for new development in Maryland will lead to no need for annexation during the current planning period. However, Frostburg is positioning itself to be in a position to prosper when and if a national economic recovery takes hold and to meet indications of an active demand for living in Frostburg in the region.

Subdivision and site plan review should emphasize connectivity and environmental protection. The City should require that a) the City's street grid be extended into the new areas, b) multiple points of access be planned, and c) alternative means of moving people within the City be planned to avoid isolating new residents and workers. The City will expect projects to meet Environmental Site Design standards and provide extra efforts in natural area retention and new plantings to enhance aesthetic qualities of the development and protect the watersheds. Means to strengthen ordinances in this regard will be a recommendation for the next planning cycle.

When annexation is pursued, the City has determined the following principals:

- Avoid annexation of properties in older established satellite communities that already have water service by agreement and are long-established communities that would be irrevocably changed by annexation into the larger City of Frostburg.
- Choose properties that are adjacent to arterial roadways and that are adjoining areas with existing water and sewer services so that major construction of new utilities can be avoided or

limited in support of an organic growth process.

- Choose properties where the County has assigned equivalent land use goals, avoiding large tracts of land that have been zoned for conservation or agricultural uses, except that reclaimed mining lands should be considered for commercial uses if located in proximity to urban infrastructure.
- Choose properties that have already been impacted by historical surface development and avoid land that is in a natural state.
- Choose properties that contain limited acreage of sensitive areas, or for which protection of existing sensitive areas is part of a known development scheme.

Growth Impact on Public Services and Facilities:

Assuming a 449-person increase over 6 years, this section analyzes impacts on existing public services and government facilities in Frostburg.

Public Schools

The City houses two elementary schools and the regional Mountain Ridge High School, the latter of which serves the entire western portion of Allegany County. Students in middle school are bused to Mt. Savage, about 5 miles to the north of Frostburg.

Elementary Schools – The Board of Education has indicated that Beall Elementary is near capacity (24 students short of capacity at 349/373) and has had site-related limitations that made accommodation of additional students difficult. However, Frost Elementary has a flexible location and has excess capacity (59 students short of capacity at 235/294). The numbers given by the Board indicate that only 12 new elementary school students would be expected on average per year, or a total of 71 in 6 years. This is on the high side of City planning projections, as the City sees much of the population increase in low-age senior citizens that have raised their children. The Board's projections are within current rated capacity by 12. A main concern is equalizing use of Beall Elementary (could be over-capacity in period) with the newer but more remote Frost Elementary (could lose students without consideration of redistricting). The Board has recently completed capital improvements to improve access, parking, and drop off area standards at both schools, with a major impact at the inner city Beall Elementary site, indicating support for retaining this facility by improving parking and safety characteristics. It is noted that these elementary schools are K-5 grades, including pre-kindergarten programs at both schools.

Middle School – Frostburg students are sent by bus to Mt. Savage Middle School as noted, which educates children between grades 6 and 8. The Board of Education indicated that there are no concerns with capacity at this school, which was formerly a 1-12 community school, as its enrollment of around 400 is anticipated to be stable even with assumed growth in the Frostburg area, as the remainder of the feeder area is declining in population. One solution to elementary overcrowding if it develops is to transfer 5th grade to the Middle School, which would require a future decision of the Board of Education.

High School – Mountain Ridge High School was dedicated in 2008 for use as an expanded regional, state-of-the-art facility at 96% of rated capacity (958/1,000). However, as with the middle school, the Board does not expect to see significant enrollment increases over the next 6 years due to a decline in population continuing in the outlying districts offsetting any growth in and near Frostburg. In addition, Mountain Ridge was designed to be expanded within its campus in the event that economic patterns see unexpected growth during this period.

Pursuant to the National Association of Homebuilders' 10-2005 American Housing Survey, one school-aged child is generated for each 2 new units constructed. Based on the City's projections, the University population growth should be discounted with respect to family households. A net of 32 household units would be created each year, so that 16 new school-aged children would result from this level of growth, which will be high if the growth comes from relocation of retiree households. Since the surrounding feeder areas for the High School have declining populations, this should not put undue pressure on enrollment at Mountain Ridge or the Mt. Savage Middle School. Redistricting of elementary schools if needed would be sufficient to handle this minimal level of growth.

Mountain Ridge High School

Frostburg State University →

Frostburg State University is one of the few branches of the University System that is not struggling with high demand and growth issues, as it has been relatively stable for many years leading up to the very recent growth during the national recession. The 2010 high point remains well below the unofficial FSU 'growth cap' and 2011 showed a 20% freshman enrollment decline as tougher admissions standards were used.

Since the University long term growth cap is usually stated as 6,450, this level is not expected to be approached over the next 10 years to 2020 per official University System projections. Growth that does occur is to be shared with the satellite Hagerstown campus and online students with respect to graduate studies. Recent high growth trends as the University became more attractive during the recent economic recession are not continuing into the 2011-2012 school year. The City's plans are adjusted herein to accommodate the anticipated lack of student growth per President Gibralter's recent convocation addresses as reflected in fall 2011 enrollment numbers.

Libraries

Frostburg has an expanded branch of the County public library system located on Main Street, construction for which was completed in April 2000, more than doubling size of the library to 10,000sf. This facility was planned to offer 21st century experiences; its collection and services, including a Gates Computer Training Lab, are supported by Friends of the Frostburg

Library, which raises funds for enhancements. In addition, the library has 6 staff, 67% in excess of the 1 per 2,000 population standard recommended by the American Library Association, and even higher if University students are assumed to use the Ort Library on campus. This University library resource is available for research by the general community. Minor growth will have no impact on these outstanding resources.

Public Safety

The City operates with a Chief and 14 full-time police officers, which level is authorized by the current administration subject to expected staff losses to better-paying jurisdictions. The 15 however includes a DARE Program officer that is assigned to the public schools to educate students on issues surrounding use of controlled and dangerous substances and a shared resource commitment to the C3I task force for major criminal investigations. This fifteen complement is supplemented on campus by the University Police Department, currently staffed at 20 personnel including communications officers. Since the City estimates that 4,524 are seasonal students at University and year-round residents are about 5,610, this ratio could be analyzed as corresponding to a ratio of 2.67 for full time residents and 4.42 officers per student resident per 1,000 population, which are in excess of the 2.5/1,000 overall community average ratio provided in Bureau of Justice Statistics data – Towns of Frostburg's size are averaging 2.2 officers per 1,000 population. However, this does not remove the two out-sourced officers not available for patrol. If this is considered, the 13 officers bring the ratio to 2.32/1,000.

It should be noted that the International Association of Chiefs of Police (Research Center *Perspectives* series on Population Ratios) will not endorse any specific ratio, indicating there are too many variables to use these rules of thumb.

In Frostburg's case, it is noted that campus police cannot exercise authority off campus other than in certain emergency situations. If one discounts at 33% the utility of University officers, the result is 20 officers (13 City + 7 Campus) for 7,934 persons (removing residence hall population and commuting students), or still about 2.52/1,000, which most accurately reflects the City's concern and focus on staffing levels and keeping officers by increasing pay and benefits to avoid shortages that develop when officers leave. If the Campus police are removed from off-campus policing, which could be justified by charters, the ratio is a low 1.64/1,000. This highlights the importance of keeping manpower levels up and having effective support from Campus resources whenever possible.

While controlling behavior of over 2,700 students in the off-campus rental areas in Frostburg has been an issue for City officers, closer cooperation between the University Administration and Police is beginning to pay off. An additional 449 persons over 6 years, only 26 of which are students and 8 of which would be on campus, should be absorbed as long as staffing patterns can be maintained and the University can find ways to assist the City's efforts in the student neighborhoods from August to May. The emphasis on improving student body quality, stability, and retention announced by President Gibralter should help offset troubling trends in behavior in recent years in the long run.

An anomaly exists as the summer population of perhaps 5,610 full time residents has a 14-officer requirement, which equals the City's staffing when the DARE officer will be available while local schools are closed. Many remaining residents are senior citizens, and many University employees are traveling.

Water and Sewer Systems

A detailed analysis of potable water and waste water delivery systems is contained in the Water Resources Element of this plan. In addition, the Allegany County Water and Sewer Master Plan includes

additional information on the regional aspects of the distribution, treatment, filtration, and conveyance facilities owned and operated by the City of Frostburg.

The June 2008 water capacity study is listed as an electronic appendix to the Water Resources Element. This document contains detailed analysis of possible future growth both in the City and in the regional water service area. An update of the City's Long Term Control Plan to Remove Combined Sewer Overflows was completed in late 2009 and is also attached electronically to the Water Resources Element. Sewer tap restrictions will be the main brake on regional development both in and outside of Frostburg for the planning period pending TMDL outcomes in 2012-13.

The City's 2001 Stormwater Management Ordinance was revised effective June 2010, reviewed under Maryland's new Stormwater Management Act of 2007 and regulations effective May 2009. Regulatory changes include use of 'environmental site design' practices to support infiltration, flow attenuation, and sheet flow to grassy areas where practical as opposed to general use of stormwater management structures; use of buffers and retention of forested land; and a more rigorous development review, inspection, and maintenance processes based on procedures found in critical area reviews. The ethic of watershed protection will be substantially heightened with the next phase of the Chesapeake Bay TMDL to be quantified at the sub-watershed level in late 2011; the expectation is that development processes will be under even more stringent controls with accompanying increases in costs, which is a concern in an economically depressed region which has been losing population. The City will need to find commercial development opportunities that minimize new construction and carefully plan and control developments that do require new impervious surfaces.

Please refer to the Water Resources Element for detailed information.

Recreation

Frostburg has developed an extraordinary range of recreational lands and services, including playgrounds, playing fields for football, softball, and soccer; a just-renovated outdoor swimming pool, basketball courts including an indoor gym at the Armory; etc. This does not include a recreation trail access-point for the Great Allegheny Passage maintained by Allegany County, or recreation facilities available at two elementary schools, Mountain Ridge High School, and Frostburg State University. A signature project creating the Glendenning Recreation Complex doubled the City's recreation acreage and number of playing fields in the late 1990s.

Frostburg Community Park, S. Water St.

Modest population growth anticipated in the planning period would not begin to strain existing resources; the issue is more the City's ability to afford sustainable maintenance and upkeep within its fiscal limits. New residential development may improve the City's ability to maintain these outstanding resources by increasing general revenues. In terms of achieving 30-acre parkland per 1,000 population as recommended by State recreation planners, the City is in excess of this standard based on year-round residents at 115 acres for 5,610 residents and 174 acres for 4,524 students attending university in 260+ acres, only one third of which is intensely developed, the remainder being athletic fields and undeveloped land, including an arboretum per the current University master plan. Taken together, the 289 acres for 10,134 is 28.52 acres/1,000 persons. This does not include local school recreation areas, common lands at Victoria Heights owned by the City, or the Frostburg trail corridor and the Great Allegheny Passage, and portions of the abandoned C&P RR corridor owned by the City and in some areas by Allegany County.

Playground, Glendenning Recreation Complex

Areas within all three Municipal Growth Areas would be suitable for additional recreational land should that be desirable, with the Area #1 being suitable for a walking/biking trail connection and the commercial areas suitable for larger structured playing fields or natural preserve areas. Area #2 has exceptional scenic values.

Municipal Growth Areas:

Three Growth Areas are recommended (see Map #17) and are described physically and with respect to impacts on water resources as follows:

MGA #1, Sand Spring Subdivision Phase II, Welsh Hill

The second sector is located on the west and south sides of Welsh Hill as it leaves the City limits, adjacent to a year 2000 annexation, which encompassed only a small portion of developable land. The remaining land is situated along a hillside that overlooks the Sand Spring Run drainage after leaving FSU campus and continuing to a point near the confluence of this stream with George' Creek to the south. The condition of the land is second growth woodlands following historical disturbance from deep mining entrances and accessways. Slope is rarely severe on this hillside, but is variable above the floodplain and includes some areas between 15-25%, with steeper slopes found nearby along Welsh Hill Road. Sand Spring Run in this area is characterized by numerous wetland areas interspersed with some upland 'islands.' The proposed development area has some minor overlaps with the floodplain, and the City will require a reasonable buffer. It is noted that a platted roadway connection from Welsh Hill to the vicinity of Braddock Estates across the Sand Spring floodplain had been proposed in response to a Planning Commission directive for a second accessway to serve Braddock Estates, which is the larger of the two residential developments. Given the financial and environmental costs, this connection is not felt to be practical, although it would add urban connectivity if completed.

The expectation is that this annexation will not become reactivated until late 2011 or later in the planning period. The major environmental impacts that would occur to add the 57+/- single family dwellings proposed at this location have been addressed in a preliminary site plan. Issues of tree cover, slope protection, control of runoff, and work in the floodplain will need to be addressed if and when annexation resumes and a final plan is brought forward, as expected in late 2011.

The County's suggestion of expanding this MGA #1 to include the much larger Grahamtown/ Wright's Crossing area ("Grahamtown Enclave") is not accepted for this Plan but is addressed later in this Plan under Long Term Planning section. This section recommends a joint planning process between the City and County leading up to the 2018 Frostburg Plan by which time a thorough review of the matter can be made and if appropriate a joint public outreach strategy can be implemented in the next planning cycle.

MGA #2, MD Route 736 to Winner's View Terrace north of I-68 to Garrett County Line.

This is planned at either late phase mine reclamation lands or parcels bounded by currently or recently active mining sites and Interstate 68 near Interchange #33. The typography of this area varies from low slope to gently rising along the rise of the foothills of Big Savage Mountain with some minor areas of steep slope. Drainage falls away to Sand Spring Run to the northeast but has been interrupted by extensive surface mining above the unincorporated community of Consol, reflecting a long association of this area with the Consolidation Coal Company, now Consol Energy based in Pittsburgh.

In the past, this area has been proposed for both a small airfield and a commercial horse track. Much of the prime locations have been in Phase III reclamation. Additional reclamation sites will come on line in the future, as the Bureau of Mines has indicated that future surface mining is likely at an end due to high

cost of coal removal from remaining seams. Due to the extensive impacts on water resources, the area has very little of its natural hydrology remaining and is therefore an ideal location for commercial development that otherwise might be attracted to more pristine sites. The relative availability of potable water and sanitary sewer systems at this location and proximity to the regional transportation grid, plus isolation between two major urban uses also support a case for annexation. A remaining farm at the north end of the site would be protected and buffered from commercial uses, as would steep areas of this district.

MGA #3, MD Route 36 South of I-68 to Vale Summit Road

The main sector is located on primarily reclaimed land from strip mining on a portion of Hoffman Hill near I-68 Interchange 34. The typography after mining at these locations remains flat to gently rolling. On the west side, the land includes a hillock and gentle drainage to the west toward the upper reaches of George's Creek, with the alignment of MD 36 serving as the rough dividing line at the top of the sub-watershed. On the east side, the identified site of a future commercial center, land has even less slope and drainage is to the edge of slope down to Braddock Run to the southeast. This area is the beginning of the drainage basin for Braddock Run to the south to Wills Creek at the Narrows. No streams flow through these lands, and only minor drainages exist. While a City waterline bisects this area, a significant sanitary sewer extension will be needed to accommodate growth, and stormwater management practices will need to use favorable terrain and use of re-vegetation to avoid adverse impacts to the receiving tributaries of the North Branch of the Potomac River. Large scale commercial projects in particular will be permitted under the new State regulations and will need to provide detailed planning studies and indicate innovative solutions to avoid downstream impacts and adding to regulated sediment, nitrogen, and phosphorus pollutants identified in the receiving streams.

The County has recommended that the City and County work together on an access control plan for the larger corridor along MD Route 36 between Vale Summit Road and US Route 40A. The City agrees that transportation access planning is a key item in the successful development of areas zoned for commercial activity through this area, which contains both City and County lands and includes MGA #3. The specific steps for funding and implementing such a plan are herein recommended to the respective governing bodies following staff agreement on the parameters of this effort in close coordination with appropriate Maryland State Highway Administration District 6 personnel.

The County also argues that there is a possibility that the westernmost alignment for the North South Corridor project (roughly parallel to US 220 South in Allegany County toward Keyser, WV) could be revisited and ultimately selected, in which case I-68 Interchange #34 would be the subject of major acquisition, design, and construction, beginning in the planning period.

Due to the above, the County further recommends that Frostburg's MGA #3 be withdrawn as premature, or curtailed to remove the most valuable parcels likely to be targeted for development. The County argues that until such time as the access control plan is completed and the alignment for the North-South Corridor project is selected that the MGA #3 should be removed.

The City does not agree that MGA #3 should be removed for the next 6 years as follows:

North-South Corridor Planning

The latest public planning meeting held in early September 2011 gave no indication that the westernmost alignment has been reassessed, with three selected alignments active in the current phase of review, all of which are east of Dan's Mountain and well east of Frostburg's region. The rejection of the Frostburg-area alignment seems to seal the fate of the project with respect to expanding I-68 Interchange #34 and impacting the immediate area of that interchange. The interests of the City of

Cumberland are that one of the three active alignments be selected, despite impacts to the built environment in a region with very limited suitable land for development.

While the alternative of an alignment crossing over Dan's Mountain can be debated, the planning officials to date appear to have placed the impacts to the natural environment inherent in the west alignment as more detrimental than the social environment impacts and costs that will occur with building the corridor from the vicinity of LaVale or Cumberland. While it is still possible that State transportation planners could backtrack and put the west alignment back on the front burner, this is judged to be very unlikely.

Access Control Planning

With regard to the access planning, if the local and State governments agree on this measure as a mandatory precursor to any development plan proposed along the subject area going forward, than the selection of any individual site within the corridor should not be singled out as off limits when other areas are allowed to develop if the plan's access proposal is found to be appropriate as part of the corridor planning. Since the City maintains a pre-consent to annexation policy by resolution along its waterline in this area, taking the area out would mean that the land could not develop during the next six years. Since this area is unique in its area, typography, and location attributes, the City does not agree that the area should be officially land banked at this time.

The City has by policy already reduced the priority of this site, and prefers to focus its limited resources on MGA #2. The disagreement is over whether or not special or unique opportunities to develop at this location should be taken out of the picture until 2018. The City respectfully prefers to keep the Frostburg Plan intact in this regard.

Financing of Infrastructure Needs to Accommodate Annexation:

This is a summary of needs identified in support of the three Municipal Growth Areas discussed above:

Sanitary Sewer Extensions: organic (existing or adjoining) in the cases of #1 and #2; very extensive for #3. Sewer taps are limited in the Braddock Run Sanitary District and must be considered prior to annexation.

Waterline Extensions: organic (existing or adjoining) in all cases.

Road/Street Extensions: organic; Area #1 is proposing to rely on an existing access street with upgrades; Area #2 will be the subject of a new interchange project to be implemented by 2013 to replace a poorly-sited coal haul road entrance; Area #3 will require all new access but adjoins a major State highway near the interchange for I-68.

Stormwater Management Measures: ESD will be reasonable in the case of #2 and #3; but extension of existing structural stormwater facilities with waiver is proposed at #1 if the project proceeds early in the planning period.

Responsibility for the improvements would fall primarily on the developer with respect to providing a development or annexation agreement with bonding for infrastructure following planning reviews with the City and Allegany County during pre-annexation stages. For major commercial development that would add significant new jobs and taxes without offsetting losses due to closing of existing commercial competitors, the City and County should seek infrastructure grants to assist with off-site development

costs.

Residential developments should show repaymentability for any investment in the business plan. If low or moderate income residential development is proposed and the market is established, the City and County should assist the developer with State or Federal assistance through tax credits and/or direct financing vehicles. Due to mandates to address both combined sewer overflows and Bay pollution from the far-western watersheds, the City and the County will be limited in their abilities to fund sewer extensions through the planning period.

Burdens on Services and Infrastructure Provided Beyond City Limits:

The degree of anticipated growth outside of the City Limits is very minor or non-existent in terms of population, with net growth seen as limited and entirely from within existing City limits subject to unforeseen population pressures. Commercial growth along the City's existing waterline to the south could produce a need for police, fire, and other emergency services depending on the scale of the development. This would be unrelated initially to population growth. The extent to which services will need to be evaluated will be reviewed if and when MGA #2 or #3 annexation is proposed for a specific project.

Consideration of a Rural Buffer:

Due to historical development of coal mining communities in the stream valleys on all sides of the City; the Interstate corridor to the south; and settlements along US Route 40 due west, including the Kemp Drive corridor to the northwest, a rural buffer is not generally feasible. However, there are important remnants of second growth forest and agricultural use - particularly to the west - that have not been greatly impacted by development in the 20th century or the more recent surface mining pressures. Discussion with Allegany County with respect to the Municipal Growth Boundary should focus on preserving the existing stream and forest environment where it remains intact to the west in conformance with the George's Creek Watershed Restoration Action Strategy, 2001.

In addition to discussing a rural buffer to the west, the City must focus on stream protection and restoration, as City storm runoff influences the quality of headwaters of three sub-watersheds, and contains several first order stream segments with respect to the George's Creek watershed. This planning paradigm is building under the Chesapeake Bay TMDL enforcement program to be active in the planning period.

Sensitive Areas In and Near Growth Areas:

As described above, the biggest concern would be with MGA #1, development within which could impact wetlands, floodplain, stream values, and wooded slopes if not reviewed with care. The reduction in intensity proposed in 2011 is welcome in this regard. While MGA's #2 and #3 show less impact to sensitive areas in terms of the immediate site, the possible scale of development will require close scrutiny to protect downstream resources. Therefore, developments in all three Municipal Growth Areas should be reviewed to see if demand being addressed could not be accommodated in settings within the existing City Limits before annexation is recommended.

Long Term Growth Planning:

The City needs to be watchful to determine if long-standing 20th century declines in population are beginning to stabilize or even reverse, paying particular attention to economic development trends and settlement patterns of the baby boomer generation. The vision of Frostburg is to grow slowly,

respecting the neighboring historical communities and its own historic neighborhoods. The overall goal continues to be ensuring that the character of this small university town is not degraded by inappropriate development. For that reason, the long term growth boundary is limited in scope to keep Frostburg's unique attributes that make it a desirable place to live and work.

The proposed Municipal Growth Boundary is intended to include the next four planning cycles, or 24 years, beginning in 2011 and ending in 2035. The concept is that appropriate areas in an arc beginning at MD 36 to the south and swinging west along the south of the Interstate to the Garrett County line, back along US Route 40A corridor and incorporating suitable areas along the north fringe, ending near Victoria Lane subdivision on the northeast. This declines to consider established communities to the east along US Route 40A and along the MD Route 36 corridor north of Frostburg. This 24-year boundary area has three components as follows:

Southern Extension

This brings in a small enclave at Hoffman Hill north of I-68, which contains interchange land surrounding on 3 sides by City property, and that may or may not include the remainder of the old mining community of Hoffman; and adjoining industrially-zoned land south of I-68 along MD Route 36 where the City owns and maintains a water main extension to the Vale Summit area. The land south of the I-68 corridor has been the subject of major commercial expansion that would require City water, and a pre-consent to annexation has been required and signed for one parcel in this area.

The other southern component is the community of Grahamtown/Wright's Crossing, long a major enclave within the City.

Allegany County suggests that the City make an exception in its policy of respecting the integrity of older nearby communities with regard to Grahamtown and Wright's Crossing. The area between I-68 and Grant Street/Green Street intersection would if included in the City make a more rational boundary using I-68 as a natural line between City and County as the County argues with respect to MD Route 36.

For long range planning, the City is agreeable to discussing with the County the parameters necessary for achieving successful annexation under State law. A case would need to be made that the residents would gain sufficient municipal services to warrant application of the municipal tax rate (after differential). Lacking a strong case, the residents would need to see that remaining in the County would have long term negative financial implications. If neither case exists, the argument for annexation is weak despite the map enclave.

The other issue for the City is the need for a close review to develop a balance sheet on this annexation in terms of costs and benefits over time. Included in this would be potential for new development, age, location, and condition of utilities, environmental protection, stormwater management, sustainability of housing stock, need for additional police and EMS resources, etc.

The established Grahamtown Census Area has City water but County water system maintenance by agreement. It receives City EMS services and children attend City schools. This area contains first and second order segments of George's Creek and the confluence of Sand Spring Run and George's Creek, and the majority of the land sits in a bowl-like setting and is a drainage collection area for George's Creek watershed from developed areas above and in the valley.

Western Extension

This would take in various land holdings, including heavily disturbed strip mining areas including MGA #2, reclaimed land from past surface mining, an old established residential area originally for mining families (Consol), strip development and residential enclaves along and from US Route 40, and a relatively large and undisturbed second growth forest area surrounding and above the Rocky Hill Farm between Frostburg and Garrett County and between I-68 and US Route 40A. About half of the western segment is or will have been mined out and reclaimed over the next 24 years, allowing for planned growth around the University and near I-68 and along preexisting roads serving the historical Consolidation Coal Company (incorporated 1864) mining settlement outside of the city limits, locally called "Consol" - which is the name of the modern successor, Consol Energy. Commercial, residential, and/or university related development would be suitable in the core area closest to the City Limits and adjacent to I-68 to MD 736 following the line of the coal haul road Winner's View Terrace (MGA #2). The northern part of this western extension is more suitable for preservation and watershed protection, with limited low density development permitted. The Rocky Hill Farm has a connection to Frost Avenue at the west end of the City south of Route 40; this is an important farming asset worthy of protection and should not be programmed for development.

Northern Extension

To the east of US 40A, the growth area focuses on two sectors. One area is parallel to the Shaw Street/Armstrong Avenue corridor locally called Centennial Hill, but on USGS named Sand Spring Hill. The goal would be to allow development of suitable land in a gently sloping valley from the National Highway that could be readily linked to the Crestview residential development in the upper reaches of the Sand Spring watershed, subject to protection of first order stream sections as identified in the George's Creek Watershed Restoration Action Strategy document. Based on an interview in 2010, the interest of Borden Mining Company, owner of most available lands in this area, is in preservation and not development. More limited opportunities may exist on the east side of Centennial Hill down to the Great Allegheny Passage corridor. The second sector would extend north along Depot Street extended, already a City corridor below Mt. Pleasant Street and Victoria Lane that could be readily linked to the Victoria Heights subdivision above Eckhart Flats and potentially linking to Parkersburg Road. The Centennial Hill area is at the crest of two watersheds, and therefore development in this area will have to be closely monitored to prevent pressures on sediment and nutrient runoff. Development from Depot Street would likely be considered only if residential demand would change and grow over the longer term based on factors that cannot be predicted. At the end of Depot Street is the Price Farm, a second, remaining 'close-in' farmstead, this one in the viewshed of the Scenic railroad and Great Allegheny Passage. Development pressures at this site may lead to long-term development proposal as the Price family is in transition and have spurned Rural Legacy protection suggested by Allegany County. This area should have a close evaluation in Allegany County's Jennings Run plan, to be active in 2011-12. Companion investments in headwaters protection of both Sand Spring and Jennings Runs would be appropriate if development is to be considered.

It is important to recognize that the City cannot forecast growth pressures beyond the next 6-year planning cycle with any degree of certainty. The current period is likely seeing a major economic shift, in which case past trends are less than useful in predicting the future. This is due to major economic dislocations and the pending baby boomer retirement wave. If past trends continue, it is unlikely that these areas will see extensive development pressures. However, a renewal in interest in Allegany County first seen in 2005-2006 may be resurfacing as the cost-of-living and livability advantages of this region are noted.

Another factor is that the City is mindful of established historical settlements that, although unincorporated, are well established as individual communities within the City's water service area. The City is not interested in pursuing annexation of these communities with two exceptions: Consol due to the close association of that community with Frostburg's mining history overlapping into the southwest sector of the City, and Consol's isolation from other connections other than through City streets; and as described above, Grahamtown/Wright's Crossing due to the enclave nature of this community, surrounded by City property on three sides with much of the enclave less than 2,000 feet wide, and the fourth side bounded by I-68 right of way. In both cases, the general population must see annexation as either a necessity or a desirable alternative.

This plan does not foresee dramatic changes in population for the City. While there are some underlying positive trends, they are relatively minor at this time. The baby-boomer demographics may indicate the beginning of a trend of locating in Frostburg, but time will tell, and economic opportunities will remain important to that population as well as cost of living and quality of life.

For the future, indications of extraordinary growth or accelerated decline should be considered, either of which could be grounds for an interim re-planning of the City. This is a national period of economic change surrounding energy, environmental protection, climate change, health care, and immigration policies, plus demographic changes are coming from baby boomer retirement decisions.

The following is a partial list of indicators of concern:

Growth Indicators

- Number of building permits issued for single family dwellings on annual basis exceeds 3/month average (36/year);
- New developer for Prichard Farm proposes accelerated building schedule to build out in 6 years or less;
- One or more major employers locate in or adjacent to Frostburg creating 400+ direct jobs; new developers appear to build workforce housing;
- State reverses course and announces major initiative to expand enrollment at FSU; multi-family developers appear to address need for new student housing;
- FSU property at Allegany Business Center sees two major site developments within a 4-year period;
- Sales of existing homes drive down the number of available properties, and demand creates significant price increases for existing homes;
- A combination of several of the above indicators supported by evidence of large scale relocation of baby boomers into the City;
- Redevelopment in downtown leads to significant new apartment units and a continuing decline in vacant storefronts to less than 5%; and
- Volume and scale of permit applications lead to a significant percentage of the City's proposed new construction projects being sent to MDE review due to exceeding the sewer tap cap under the combined sewer elimination program Consent Order.

Decline Indicators

- Number of building permits declines to less than 1 every other month average (6/year);
- The Prichard Farm redevelopment plan stalls to minimal permitting levels and HOA problems remain unsolved beyond 2011;

- One or more significant employers other than FSU close, move, or announce major cuts in employment;
- State cuts important degree programs and lays off significant staff at FSU leading to a significant decline in enrollment;
- Number of vacant storefronts on Main Street increases beyond 20%; upper story redevelopment stalls or fails to sustain a market;
- Number of properties and 'days on market' for existing homes increases substantially; and
- Redevelopment efforts at gateway locations stall due to lack of funding or are unsuccessful in attracting new business locations.

If either trend is evident from a preponderance of data and other evidence, an interim plan may be needed to address existing ordinances and new measures to respond.

Element # 8, Sustainable Frostburg

Sustainable Frostburg Goal:

Allow for a consideration of economic policies focusing on an active commercial and housing redevelopment market, historic preservation, and selected gateway projects that will lead to a sustainable employment base, a range of affordable housing opportunities for workers and seniors at all levels of income, and accompanying revenue that will allow Frostburg to provide basic services, respond to State and Federal mandates, and allow for other key investments to promote a successful and livable small city. In doing so, the City should continue its longstanding local historic district program and its Historic District Commission to support preservation and appropriate rehabilitation of historic buildings and sites within the Frostburg Historic District.

Narrative:

Business, non-profit, and public employers provide jobs, necessary goods and services, and directly and indirectly support the tax base, providing the foundation for a successful community. The private market economy that has developed in the USA means that population centers are dependent on economic activity for growth and survival. Growth measured by population will not occur if jobs, goods, and services are not reasonably available.

Employment and Housing, Frostburg Professional Center from MD36 Gateway

While employment provides American citizens the means of living in a free society, shelter is one of the basic necessities of life. The City needs to plan for and facilitate a broad range of housing choices while supporting decent, affordable housing for all residents within the private housing market as supplemented by a continuum of subsidized housing choices. The quality of the housing stock is a primary determinant of livability in the City's neighborhoods.

Downtown Frostburg is the centerpiece of City's historic business district and a current priority for mixed use redevelopment, contributing positively to both the job and housing markets. Frostburg's National Register Historic District was identified and established in 1983 after nomination through the assistance of the Maryland Historic Trust recognizing a compact yet diverse grouping of buildings of local historical and architectural significance, including commercial, residential, and institutional buildings.

The National Register District includes the upper Main Street town center based on the Frost family's early national road inn, Highland Hall, around which initial lots were offered for sale and later defining the commercial town center, one of Frostburg's defining spaces based on its pre-automobile streetscape. The District also includes the Old C&P Railroad Depot vicinity to the north, and extensions from town center to the west, east, and south, linking in the latter instance to Frost Avenue, where the Frost family built its mansion in the mid 19th century.

Prior to the establishment of the National Register district, the City's zoning ordinance had established historic preservation overlay regulations requiring review by an appointed Historic District Commission for new development or any exterior modification visible from the street in a locally designated district as authorized by Article 66B, Annotated Code of Maryland. The zoning district boundary was reset to coincide with the National Register boundary, but will be subject to review in 2011. The Historic Preservation Commission has embarked upon a program to support a rational, defensible decision-making process, which includes establishing design standards that will provide important underpinning for decisions within a diverse and largely modified building environment.

Policies:

Economic Development

Remove barriers to economic activity by providing a broad range of flexible land use regulations supporting mixed uses, home occupations, downtown revitalization projects, while reserving land zoned for large scale employment in the energy and technology sectors.

Develop and implement a Main Street Revitalization Strategy to identify and address longstanding barriers to full use of building and related assets to full advantage.

Develop and implement a plan to connect Main Street with the Great Allegheny Passage and C&P Depot area to more fully realize the economic potential provided by GAP and Scenic Railroad visitors.

Develop and implement a University Corridor mixed use zone to attract uses targeting students who may otherwise leave the City or visitors that would not find Main Street options, while allowing for initiatives to improve subpar streetscapes.

Proactively meet with development professionals at the County and State level to facilitate successful development deals and ensure awareness of the City's developed business and commercial sites and related incentives.

Undertake an outreach program to existing business owners to facilitate growth and expansion and generally promoting business retention.

Housing

Work with developers to respond to housing market studies that indicate a demand for new housing development in areas that are appropriate for new housing construction.

Provide incentives for infill development of mixed use or residential sites by keeping land and building inventories and providing technical and financial assistance through third party programs or State incentive programs as available.

Work with responsible developers to shepherd projects through the new regulatory permitting environment in a timely manner to ensure that sustainable and low impact developments will occur.

Ensure that city residents have access to safe and sanitary housing units, including seniors, the disabled, students, and those in the service and retail workforce that may be financially limited in their housing choices.

Promote renovation and rehabilitation of existing housing stock for both owner-occupied and renter-occupied units.

Enforce minimum health and safety standards in rental housing by fair and effective administration of the Rental Housing Code.

Develop partnership with Frostburg State University to encourage professional and administrative staff to live in Frostburg, including developing incentives to this end.

Promote private development of new off-campus housing that will be consistent with historical residential neighborhood design and scale; and will allow higher density housing to be developed where traditional neighborhoods have not existed or have been altered during the years of intensive University growth.

Further limit housekeeping unit density, with more flexibility on number of units in appropriate locations to encourage smaller units in the University Neighborhood.

Work with Cumberland Housing Alliance to develop a new affordable workforce housing project in Frostburg.

Work with and support Frostburg Housing Authority's management goals.

Create processes to address blighted or residential properties, including long-term vacant structures, to maximize opportunities for renovation and reuse in the private sector, and address resources available to finance redevelopment of these properties, including demolition and new construction as a last resort.

Continue to building on code enforcement capacity to encourage and require when needed repairs and renovations to the City's aging housing stock in the historical neighborhoods.
Support new development initiatives within the Prichard Farm Master Planned Community.

Encourage infill development on available building lots in the City.

Actively support redevelopment of mixed use properties in downtown to create a viable residential community supporting Main Street and the Arts and Entertainment District.

Encourage development of accessible housing in close proximity to services for senior and disabled persons.

Historic Preservation/Arts and Entertainment

Maintain and improve the historic preservation zoning program to protect the integrity of contributing buildings and streetscapes in the Main Street district areas.

Promote State and Federal tax credits, including enterprise zone, arts and entertainment, and especially historic preservation programs to facilitate desired redevelopment projects in downtown and other designated areas.

Facilitate arts and entertainment uses downtown and in neighboring A&E District areas by improving the partnership with Frostburg State University, the Main Street Program, and the Allegany Arts Council, by identifying active arts locations, and by promoting the District.

Develop a traditional neighborhood overlay zone as an alternative to historic preservation in the University Neighborhood where demolition/rebuild projects are more common but where historic district eligibility is not established.

Preserve the city's historic character by re-emphasizing the importance and need for a local zoning overlay district regulation process.

Ensure that Historic District Overlay District regulations are consistent with State law and provide a clear framework for local decision-making.

Historic Property Repairs, Frost Avenue

Broaden public awareness and appreciation of Frostburg's heritage.

Preserve buildings and avoid demolition wherever possible including support for adaptive reuse of commercial buildings that contribute to the historic district.

Ensure that Historic District Commissioners are highly qualified and receive necessary training to ensure that best practices are followed.

Ensure that permitting procedures exist that support the work of the Commission and provide a professional and consistent experience for the applicant.

Ensure that the Commission receives necessary staff support and access to legal counsel when necessary.

Labor Force and Employers:

The Frostburg labor force is limited due to the large population of students, the majority of which are not full-time residents, and the higher than average percentage of senior citizens, many of whom are not in the labor market. Frostburg State University employs nearly 900 people, and the local public schools and St. Michaels School also provide education-related employment. Almost as significant is employment in tele- communications, with two new firms establishing in 2007-2008 in addition to the ACS site in Frostburg Plaza. Two nursing facilities are located in the City which provides a large number of jobs, and other medical services are provided in offices and clinics both downtown and in the eastern gateway commercial zone. A wide range of restaurants are found all along Main Street and in the gateway plazas. Engineering and real estate services are provided by firms located in downtown.

Tourism:

Frostburg's historical location along the National Road, its many scenic vistas, and the Depot Street connection with the Western Maryland Scenic Railroad steam engine experience and the Great Allegheny Passage bike trail to Pittsburgh and Cumberland and on to Washington, D.C. create an opportunity for a significant visitor-based component to the local service economy, especially downtown. Contributing historic assets include:

- The Hotel Gunter—formerly the Hotel Gladstone opened in 1897.
- The Palace Theatre, an early 20th century nickelodeon renovated and the site of community events, plays, movies and performances.
- The Lyric Theatre, in the process of adaptive renovation for use by Frostburg State University for lectures and presentations.
- A self-guided tour of Historic Frostburg including 21 significant structures in or near downtown.
- The Western Maryland Scenic Railroad's steam locomotive, including a 90-minute layover at the renovated Old C&P Railroad Depot in Frostburg, including a working turntable.
- A National Register Historic District centered in downtown, also protected by zoning overlay zone regulations.
- Frostburg Museum at the Hill Street School, local and regional history, with collections recently upgraded and provided with strong local volunteer staffing.
- Thrasher Carriage Museum at Depot Street, containing a unique collection of horse-drawn carriages in an attractive setting.

The Great Allegheny Passage, to be 100% completed into downtown Pittsburgh by early 2012, connects two major metropolitan areas (about 360 miles) with a rails-to-trails bike path along the abandoned Western Maryland Railway. Cumberland is the mid-point for through riders, and Frostburg is the first town in Maryland from Meyersdale, PA. Frostburg is poised to be a 'trail town' providing services to

through-riders, day-trippers, and those basing for a long weekend of outdoor recreation. The major difficulty is the four-level climb from the trailhead at the north end of town up to the top of Main Street, including a switchback trail connector to the C&P Depot area. The City has a major opportunity to connect visitors to Depot and then Main Street, which includes consideration of both marketing and transportation to get the visitors to Main Street. In addition, the C&P Depot itself is an underused County-owned property that can be programmed to accommodate visitors once the connection problems are solved.

Enterprise Zone:

The State of Maryland offers an Enterprise Zone program in cooperation with Allegany County which targets specific sites for tax credits to companies adding jobs or investing private funds for building improvements or new locations. Frostburg's Enterprise Zone includes Main Street, the commercial property at the eastern gateway to the City, and the Allegany Business Center at FSU. Annual reports are required on activity, outcomes, and tenure of real estate credits approved.

Key properties near the Interstate and in the Business Park are not now included in the Enterprise Zone area; this program is slated to be reviewed and updated in 2014, which will be an opportunity to modify boundaries and local administrative requirements.

Housing Conditions:

As noted in the introduction, Frostburg is characterized by an extraordinarily high percentage of rental units in response to explosive growth of the University, which grew without spending for residence halls as would accommodate the new students. This created the "University Neighborhood" - a traditional working class residential area taken over to the extent of about 85% by temporary, loosely formed student households. This area has grown to include a formerly rural setting east of Bowery Street, which is now made up of over 60% student housing.

Other traditional neighborhoods to the east and west of the central city consist largely of single family dwellings or duplexes, and are home to households encompassing a broad range of incomes including a few student households. Traditional neighborhoods include a variety of large, historic homes, especially along Main Street and Frost Avenue, where housing conditions are mostly above average. Below-average housing can be found, however, in all sections of the City. A few streets might be singled out as problematic, including W. Mechanic Street, Mill Street, as well as sub-areas within the University Neighborhood, including properties near the Bowery Street and American Avenue intersection which has been a historical location for behavior problems over time.

The other trend noted is the creation of suburban-style residential subdivisions at the margin of the City, all lands for which were annexed into the City over the last 40 years. This has broadened and modernized the City's housing stock, but has led to a trend of lack of investment in traditional neighborhoods by the nearly 1,000 staff personnel working at the University, particularly the tenured teaching staff and top management.

Subsidized Housing:

The City has inventoried its stock of subsidized housing as follows:

Meshach Frost Village: 100 Units, Low Rent Public Housing, 50-senior; 50-family
Frostburg Apartments: 35 Units, USDA Section 515, family
Valley View Apartments: 30 Units, USDA Section 515, senior
Washington Ridge Apartments: 28 Units, USDA Section 515, family
Frostburg Heights Apartments: 110 Units, HUD Sec. 8, senior/disabled
HRDC: 2 units, ARC/State, family
Section 8 Vouchers: est. 40 of 200 by County Housing Office
Braddock's Greene, 50 Units, LIHTC/State, senior

There is a wide variety of housing choices due to the high number of rental units, a reasonable variety of subsidized housing choices, and the variability of the student housing market which allows for overlap with market rentals at locations at the perimeter of the University Neighborhood.
The problem in Frostburg is not as much the need for affordability as it is the need for maintaining the older housing stock via repairs and renovations, which addresses upholding minimum property standards. Implementation of the Rental Housing Code is an effort to ensure that standards are maintained, and that owners make necessary repairs and improvements to the old housing stock, and keep life safety and lead paint awareness in the forefront.

New construction in the student sector will open up older homes for either the owner-occupied homebuyer market, particular first time homebuyers, or additional workforce housing on the rental side. Employment is growing in eastern Garrett County centered around Grantsville, and opportunities for employment growth in and adjacent to Frostburg exist, in which case new housing permits should rise, or reinvestment in older homes would occur.

Students renting 'on the economy' should get good value for their housing payments. Student rents track residence hall charges for room occupancy rather than market rent for standard rental housing units. Since each student pays individual rent, the owner can charge a very high 'per square foot' charge for informal student households, where the students use one room exclusively and share common areas. These rents are 'bedroom' oriented, not unit oriented.

Extra revenue received by owners in this way should in part be recycled into property maintenance, but this is very often not the case. The emphasis on an off-campus 'party' atmosphere since the growth years from the Teacher's College days means that the properties receive more than their fair share of damage, and the City's housing stock becomes at risk if owners do not periodically reinvest.

Many landlords indicate it is very difficult to curb the behavior that damages their properties. The incentive to evict is very small given the revenue at stake and the difficulty of the eviction process, especially as applied in Allegany County's district court. The owner or the owner's agent must find a way to penalize the tenants financially to avoid property deterioration, as the City has limited powers to address property damage, particularly when the damage is interior. Use of the Rental Housing Code inspection may be one way to get the City involved with the owner in addressing these issues. This requires a sustained commitment from the City that has not been present in the past under contract administration.

A final trend that is expected to continue is related to the extraordinarily affordable properties found in Frostburg in comparison with downstate prices for real estate. This leads some parents of students to purchase a home outright and install their child or children in the home, sometimes adding a son or daughter as an owner on the deed. Typically, additional persons are added to create the typical 'housekeeping unit' form of family, which translates into a rental property, despite the presence of an owner in residence. The end result is that in four years, the property is sold to either another family doing the same thing, or to one of the landlords that is able to carry another unit. Another consideration in this model is that the unit is likely to appreciate in value over 3-4 years, so that the family may realize a profit over expenses combining appreciation with rental income that may be received. These properties tend to be better maintained than standard rentals due to the need to maintain resale value of the property and also due to the presence of an invested owner, even one under the age of 21.

Element #9: Public Services

Public Services Goal:

Provide a strong, coordinated public safety effort with emergency response and code enforcement capabilities; provide maintenance and capital improvement programs to meet the basic infrastructure needs of City residents; ensure that the Allegany County Board of Education, Frostburg State University, and others providing learning experiences in the City have the City's total support when required to achieve outstanding educational experiences for Frostburg residents.

City Hall and Frostburg Library, E. Main Street

Narrative:

Public services are the human side of community facilities. They are about the staffing and operation of governmental or partnering non-profit organizations required to provide effective and efficient services to the people of Frostburg.

While facilities can degrade slowly over time if not maintained, services are subject to more sudden and severe impacts under several scenarios: when funding is intentionally cut or is not provided to do a required function; when ineffective management oversees a service; when citizen complaints and calls for service are not met by an effective response due to lack of revenue. For example, most citizens readily agree that enforcement of speeding laws in the country have degraded to the point where the roads are more dangerous, but resources have been diverted to other priority law enforcement activities which are considered more dangerous, and funds to continue an effective program of traffic enforcement are not made available. Government is limited by the will of its citizenry to supply the revenue to fund services. In this planning period, the City's ability to provide services will be sorely tested.

Policies:

Improve the quality of public utilities and streets by focusing on maintenance of existing infrastructure and replacement of nonfunctional or outdated infrastructure as needed and as funds are made available.

Maintain a sufficient complement of police, fire, rescue, and code enforcement personnel and support capital equipment and building needs to maintain basic public safety and emergency response capabilities.

Update utility capacity studies to ensure that adequate services can be maintained and to provide for reasonable growth within existing service areas.

Support school administration needs with responsive and high quality municipal infrastructure maintenance and traffic control in the vicinity of City schools.

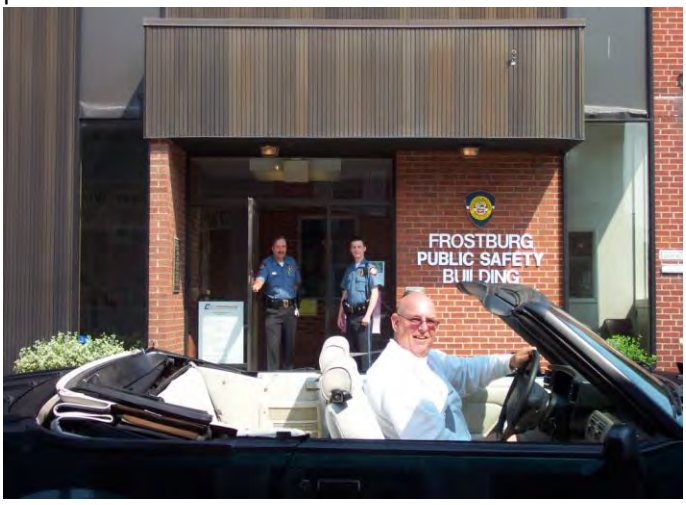
Instill community pride by publically promoting construction and maintenance of high quality education facilities, reasonable classroom sizes, and challenging, relevant curricula.

Collaborate with Frostburg State University in efforts to share resources through internships, public sector volunteer opportunities, joint planning exercises, and development projects that will benefit both the City and the University.

Police Department:

The city maintains a full-time professional police force to provide 24-hour police coverage based from the Public Safety Building at 37 Broadway. The City has in place a force of 15 full time police officers, but has found this staffing level difficult to maintain due to pay differentials and marginal during the school year when about 2,700 students are living off campus. Each of the three daily shifts is staffed by two officers on the street and one in the office. Officers rotate 12-hour shifts to provide weekend coverage. Supplemental coverage is requested when needed from the Maryland State Police.

The Police Department operates eight vehicles: 5 patrol cruisers, 1 criminal investigation vehicle, 2 heavy-duty vehicles. Patrol cruisers are routinely replaced at the rate of one per year. The department has no capital improvements program for the replacement of other vehicles or major equipment purchases.



Lt. Grove visits the office on his day off

Frostburg State University maintains a campus police staff that is generally restricted to enforcing on-campus activities and behavior. Security at the University is an institutional activity, and cannot extend over to the protection of the general public. However, issues that develop off campus are joint concerns of the City and University, and coordination has been improved as this mutual interest has been recognized.

Code Enforcement:

Enforcement of City ordinances, including zoning, subdivision, historic district, sediment and erosion, stormwater management, property maintenance, rental housing code, trash regulations, etc. are given to a Code Inspector located in the Community Development Department.

This sworn civil position is responsible under the Director of Community Development for regulation and inspection of about 2,000 rental units, as well as nearly 18 other civil authorities (Municipal Infractions) that are not part of the Police Department's priorities which focus on criminal offenses and investigations. The Code Enforcement Officer shares a sedan with City Hall staff. The Code Enforcement Officer has access to an administrative specialist who is delegated about two-thirds FTE to support the Rental Housing Code and civil code enforcement.


Before …. And After Code Enforcement

With the importance of managing the Rental Housing Code, it is fair to state that the City has very limited enforcement capabilities for other authorities barring cross-cutting assignments or application of additional financial resources. The City's ability to effectively manage the rental housing stock given the inspection and registration requirements on the books is fragile and requires a review of resources applied.

Volunteer Fire Department:

The Frostburg Fire Department is an all-volunteer department which maintains two locations: Station #1, 22 Water Street, built near the turn of the century and remodeled several times; and Station #2, 298 East Main Street, built in 1966. The department has about 45 active members, 20 semi-active members and 30 retired members. Although this is not a municipal service, the City provides substantial financial support through the City Charter provision requiring 10% of net real property tax receipts be provided to the Fire Department. The City has been aware of the serous inadequacies of the Water Street station with regard to modern equipment. The City and the Department are underway with a joint grant-supported project to facilitate the relocation of that station's basic response capability to the former Price Warehouse at 75 S. Water Street, purchased by the Department in late 2010 to replace the outdated and inadequate Station #1. A long term use plan for that property is being developed that

would further enhance the Department's facilities and programs and additional funding support by the City is anticipated during the planning period.

Ambulance and Rescue Service:

The Frostburg Area Ambulance Service, 86 W. Main Street, and Allegany Ambulance, 176 W. Main Street, provide ambulance services in the city. Allegany Ambulance is a privately-owned and operated service that provides primarily medical transport to other regions. The Frostburg Area Ambulance Service is a full-service non-profit volunteer organization financed by annual funding from both local/State government; community subscriptions which entitle members to ambulance service when needed; fees for services to non-members; and fundraisers. The FAAS has a suitable, central location on US 40A, and the City is working with the Service to allow minor property improvements to ensure safe and effective emergency response can be continued without unnecessary City interference in improvement projects.

Public Water System:

The City of Frostburg owns and operates a public water utility serving the city and an expanded service area in the surrounding Allegany County areas. Frostburg owns the Piney Dam and reservoir, which is located in Garrett County, west of Big Savage Mountain. The reservoir is created from an impoundment of water from Piney Run, which flows west through Pennsylvania into the greater Ohio River watershed, ultimately to the Gulf of Mexico. Piney Dam is the primary water source for the system, providing 2.5 million gallons of water per day (mgd). The City also owns and operates a series of springs in the Savage River watershed that supplement Piney Dam's supply. The city also owns and maintains the water transmission line to the filtration plant south of Route 40 at the western edge of the City; approximately 2,000 acres of the watershed surrounding Piney Dam, and an extensive water distribution system. The city is planning to buy and protect additional watershed land, mostly in Garrett County, as resources permit. Funds for land purchases may come from timber sales.

In 1991, the city completed an expansion of Piney Dam which increased the storage capacity of the reservoir from 50 million gallons to 400 million gallons. A new filtration plant was completed in 1996 with a capacity of 3.0 mgd, designed with the possibility of expansion down the road. The City is engaged in replacing the two oldest transmission line sections, and installing a small-head hydro plant at the supply dam to generate net metering of energy generated from the closed conduit pipe coming down the east slope of Big Savage Mountain. These improvements are to be completed in 2011. More detailed information may be found in the Water Resources Element.

Sanitary Sewer Services:

Frostburg also owns and maintains a public central sewage collection system within the city and bills residents for this service. As noted, this system has been a combined sewer system in the older areas of the City, which causes pollution at designed overflow locations during times with high rain or snow melt. Sanitary/storm sewage is transferred to the County system, operated by the Allegany County Sanitary Commission through the Braddock Run Sanitary District, and is transported through LaVale Sanitary Commission lines to the City of Cumberland's system and regional sewage treatment plant. Allegany County meters the flow and bills the City for treatment.

There are both environmental and system capacity limitations on sewage treatment that since 2001 have restricted and will continue to restrict growth in the Frostburg region. The major environmental problem is the combined sewer system, which is being eliminated methodically over 20 years ending about 2023. The treatment capacity issue depends on the future growth of the Cumberland area, as tap

capacity could be focused in Cumberland. For that reason, studies have been made of the possibility of developing a regional sewage treatment plant in the Frostburg area. However, the cost of such an undertaking means that no design will occur until combined sewers are under control and the State agrees that such an improvement is important to sustain western Allegany County communities centered on Frostburg. The County has removed a new regional plant from its 2011 Water-Sewer Plan, meaning that the concept is now officially inactive.

Urban Stormwater:

Continuing enforcement programs from the Federal and State government include both a Chesapeake Bay pollution control mandate underway in 2010 and preliminary pollution limits established without an EPA order to date that are broader in scope for local streams. This enforcement process will require continuing attention to addressing urban stormwater impacts as well as the leftover impacts of deep mining in and around Frostburg. Following approval of the new Environmental Site Design ordinance in 2010, the City is participating in a local Watershed Improvement Plan workgroup headed by Allegany County, with the expectation of developing a joint County and municipality response by November 2011. More background may be found in the Water Resources Element.

Street Improvements:

Main Street is also the National Highway, US 40A, which is a scenic byway managed in cooperation with the Maryland State Highway Administration. Frostburg operates a streetscape program that maintains decorative lighting, street trees, brick accents, and sidewalks along Main Street and including Broadway and S. Water Street in the downtown business district. City and Sustainable Communities funds are set aside to help business or property owners receive assistance in maintaining their mixed use or commercial properties, including façade improvements, within the context of the National Register and Local Zoning Historic Preservation Districts, focused on the downtown commercial area.

Frostburg has a limited capital maintenance program for overlays of existing streets. A very small set-aside is available for cost sharing of sidewalk improvements in recognition of the need for related curb replacement. Loss of revenue sharing from gasoline taxes make the City's investments in these areas more dependent on general fund revenue, meaning they are more at risk of deferral. Property owners are required by Code to maintain and replace street trees and sidewalks; however, the City is entering into a program to be more proactive in replacing unsafe street trees in partnership with FSU and the State's urban forestry experts and has reactivated its Shade Tree Commission in the fall of 2011.

Local Public Schools:

Education as a public service is a primary concern although provided by County, State, and private administration. The Allegany County Board of Education and Frostburg State University, part of the University System of Maryland, operate major facilities in the City, and St. Michael Parish continues to operate a pre-school program on Main Street.

Elementary and Secondary Schools

The City houses two elementary schools and the regional Mountain Ridge High School, the latter of which serves the entire western portion of Allegany County. Students in middle school are bused to Mt. Savage, about 5 miles to the north of Frostburg.

Elementary Schools

Beall Elementary is an inner city site with no room for horizontal expansion. The school is near capacity (24 students short of capacity at 349/373) and has site-related limitations that make accommodation of additional students difficult. Site improvements have improved bus movements in the neighborhood and provided a safer environment for students, and staff parking has been added, which have improved the school's function in the neighborhood and added safety and convenience. Retaining wall repairs remain to be addressed.

Frost Elementary has a flexible, expandable location and has excess capacity (59 students short of capacity at 235/294).

Both elementary schools are grades K-5, including pre-kindergarten at both schools.
Only 12 new elementary school students are expected on average per year, or a total of 71 in 6 years. This is on the high side of City planning projections. The City sees population increases in the college student cohort and in low-age senior citizens that have raised their children. The Board's projections are within current rated capacity by 12.

The main concern is equalizing the use of Beall Elementary (could be over-capacity in period) and the newer but more remote Frost Elementary (could lose students without consideration of redistricting).

Middle School

Frostburg students are bused to Mt. Savage Middle School as noted, which educates children between grades 6 and 8. The Board of Education indicated that there are no concerns with capacity at this school, which was formerly a 1-12 community school, as its enrollment of around 400 is anticipated to be stable even with assumed growth in the Frostburg area, as the remainder of the feeder area is declining in population. One solution to elementary overcrowding if it develops is to transfer 5th grade to the Middle School, which would require a future decision of the Board of Education.

High School

Mountain Ridge High School was dedicated in 2008 for use as an expanded regional, state-of-the-art facility at 96% of rated capacity (958/1,000). However, as with the middle school, the Board does not expect to see significant enrollment increases over the next 6 years due to a decline in population continuing in the outlying districts offsetting slow growth in and near Frostburg. In addition, Mountain Ridge was designed to be expanded within its campus in the event that economic patterns see unexpected growth during this period.

Frostburg State University:

The main campus of Frostburg State University (FSU) is the largest employer and represents the largest single land use, owning and managing approximately 15% of the land area within the municipal limits. As a result, the University directly and indirectly impacts on all municipal functions, but also provides local residents with affordable opportunities for higher education in many fields of endeavor, and well as approximately 900 jobs, of which over 25% are faculty positions.

The school was founded by the Maryland legislature in 1898 after residents had privately raised the money to buy land for a normal school. Residents again raised funds and supplied manpower to help keep the school alive during the 1940's. Today, FSU is part of Maryland's system of higher education (University System of Maryland).

FSU is one of the few branches of the University System that had not been struggling with high demand and growth issues, being relatively stable for many years. As the Great Recession took hold after 2007, FSU began to see enrollment and retention growth, driving residential demand that is divided among FSU residence halls, the on-campus but privately managed Edgewood Commons facility, and off-campus private sector housing. Since Edgewood is fixed, and campus is fixed and constrained by the need for renovations, growth generally falls to the City's private sector housing market.

The University expects that its long term growth cap is around 6,450, which level is not expected to be challenged over the next 6 years based on official USM estimates. Recent trends are expected to reverse beginning in the fall 2012- spring 2013 terms. While recent rates have been about 3.5% annual growth (150-200/year), a new quality-first paradigm is in place that should see new enrollment fall quickly to a small initial decline in headcount at the Frostburg campus (already seen in fall 2011 enrollment) and into 2012-13. Off-campus housing solutions are more important in a growth mode. The housing sector needs to be carefully managed if the University is expected to maintain status quo. Based on a September 2011 announcement of a new 405-bed residence hall project, new markets should be developed despite the near-term need for on-campus residence hall renovations that will keep off-campus demand near current levels. The City and University must work together to develop a plan for all contingencies; the City will need to adjust to University student housing policy.

Private Schools:

The St. Michael Parish of the Baltimore Archdiocese of the Catholic Church had operating a parochial pre-school and elementary school until November 2008, when the main elementary (K-5) program was eliminated, leaving only the early childhood development school for 3- and 4-year olds remaining at the downtown St. Michael Parish complex. The K-8 school in 1968 with 345 students had declined to K-5 at 86 at closing. The Bishop Walsh School in Cumberland continues K-12 as an option for City residents.

PART III – RECOMMENDATIONS

RECOMMENDATIONS – ISSUES AND CHALLENGES IN 2011

I. FROSTBURG STATE UNIVERSITY – THE UNIVERSITY NEIGHBORHOOD

Issue I-a: The housing sector is skewed toward rentals and away from home ownership; features numerous private conversions of single-family residences into multi-unit rentals; and has seen infill buildings that are designed to be higher density than seen in the historical pattern of single-family dwelling construction. These represent a change in the fabric this older neighborhood. Concentration of temporary student residents leads to a dominant sub-culture that tends to set its own rules of behavior outside of longstanding community standards.

Challenge I-a: Move toward balancing permanent residents with students in the University Neighborhood. Find the right balance of density - counting both units and bedrooms - that allows a reasonable response to off-campus demand by the property owner while reducing negative neighborhood impacts. Create a means to fit new construction seamlessly into the old neighborhood.

Issue I-b: Pre-senior year students are placed off campus by necessity, and many of the second year students in particular do not have the maturity or experience to act in conformance with neighborhood standards, tending to ignore City ordinances and laws.

Challenge I-b: Until there is additional on-campus housing, find a means to educate student renters on the basics of community civility as they are placed "on the economy" for housing, without alienating students or creating unnecessary friction that may be counterproductive, while finding successful paths of enforcement for civil infractions through the courts or preferably in partnership with FSU. Promote, highlight, and support positive student initiatives or actions. Support efforts by FSU to construct additional on-campus beds for sophomore year students. Support efforts by FSU to improve the quality of students by raising academic standards and being more selective.

Issue I-c: Letting off steam in the academic setting has become more and more associated with alcohol and even drug use and abuse, which can lead to irresponsible behavior that may not otherwise occur. This can be dangerous to the user and the public. Use of more dangerous substances is becoming a growing trend for some students and their guests.

Challenge I-c: Limit scope and availability of entertainment venues based on alcohol, and support FSU and local schools' emphasis on avoiding alcohol and substance abuse with education. Increase regional law enforcement coordination and keep numbers and training of local police at optimum level to keep drug activity from taking hold. Promote positive alternative events and activities.

Issue I-d: The size of the institution means a major portion of the City is taken out of the City's assessable base, placing the burden on other businesses and residents to finance community needs, including code and law enforcement needed to respond to off-campus violations, both civil and criminal.

Challenge I-d: Work with the University to create partnerships to bring new private sector enterprise to downtown and other employment sites, and to add new private partnerships at the Allegany Business Center at FSU, focusing on research, development, and production opportunities in the 'green' economy; if successful, this effort will offset loss of revenue from State-owned land, and is preferable to resorting to policies based on levies on students that increase the cost of education and hurt the University's competitive position.

Issue I-e: There are many positive aspects of being a university town. FSU brings a body of expertise both in the faculty and student realm that can be used to leverage City redevelopment and environmental protection initiatives; and provides a stable, high-value workforce including both academic and administrative careers, plus a variety of jobs in the service sector. The presence of FSU also brings increased community diversity and a wide variety of musical, theatrical, and artistic expression related to Appalachia and other cultures.

Challenge I-e: While higher education provides more stable employment than a private industrial concern, FSU is in competition within the University System. Private institutions have closed and public universities have had degree offerings and teaching positions curtailed when the business side of higher education is not in line with budget realities. On-campus capital improvements are a necessary tool to remain competitive, and the City needs to help FSU obtain its fair share to achieve common goals, especially considering that FSU has the oldest physical plant of all System schools.

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The decision to raise funds and lobby for the normal school is most certainly a fortunate event in the City's history, second only to the construction of the National Pike in significance. The City needs to make good use of partnerships with a President bringing a strong background in joint community development initiatives and a vision to transform the University over time that will if successful reduce troublesome issues noted above.

II. OLDER RESIDENTIAL NEIGHBORHOODS

Issue II-a: The extension of Mechanic Street west of Water Street contains unusual street features not found in the West Side, including very narrow lots combined with several multi-family properties. This corridor has been placed in a single family zoning district which is not descriptive of its history. The street contains some of the oldest housing in the city, and has several substandard or blighted

properties.

Challenge II-a: Find a means of improving the quality of life on W. Mechanic Street to integrate the street into the life of the greater neighborhood without sacrificing the affordable housing provided and its unique character.

Issue II-b: The West College Avenue and Linden Street sub-area of the West Side up to Chestnut Street are being impacted by student rental impacts, and long time residents have expressed concern.

Challenge II-b: Down zoning to the east and strict enforcement of Rental Housing Code and Zoning regulations in this less-dense residential area are needed to protect the traditional character of this neighborhood.

Issue II-c: Both the west and east side neighborhoods have an arterial that contains a streetscape presenting a single family residential block front, including many large historical homes. Due to the traffic along US Route 40A, and especially in the east side approaching the city limits, there are pressures for conversions and redevelopment to commercial uses.

Historic Detail, W. Main Street

Challenge II-c: Find the right mix and location for appropriate commercial uses on Main Street, while keeping the historic residential character of the city's approaches to downtown.

Issue II-d: The east side feeds students and faculty to the high school from the west and south end neighborhoods. This can create traffic and nuisance problems, before and especially after school.

Challenge II-d: Ensure that traffic flows out to Main Street to the high school, and that routes for pedestrians and cyclists are safe and effective, with a necessary law enforcement presence when needed.

Issue II-e: The south end has been the focus for student rentals, partly because of the proximity to the campus but also due to an intentional zoning effort to 'protect' other older neighborhoods from perceived negative behavior. This policy has led to extreme concentrations and responding formation of University Neighbors to engage off-campus students and lobby for new policy considerations that would return more balance to the older south neighborhood.

Challenge II-e: Address permanent resident concerns while respecting the off campus rental real estate market, working closely with University staff on housing and redevelopment policies that can bring a better balance among the old residential neighborhoods without disrupting peaceful enjoyment in the east and west end.

III. NEW RESIDENTIAL NEIGHBORHOODS

Issue III-a: New residential communities have been located to be intentionally separated from historic Frostburg neighborhoods, with limited access points and no pedestrian links to the old town. They are

without exception poorly integrated and suburban in character. However, there are opportunities to improve connectivity for walkers/bikers and via bus transit links. Sidewalks have proven to be undesirable (Timber Ridge and Braddock Estates) or a low priority (Sand Spring) for these communities.

Challenge III-a: Find a safe alternative means of allowing movement between the new developments and local destinations (schools, stores, government) as well as the historic residential sectors of the City that are accepted by the residents while retaining the desired quality of life.

Issue III-b: New developments have expanded the City's area and tax base but have been created by annexation of fields and wooded areas, which will not be as readily permitted in the future. In-City expansion is still possible at Braddock Estates and Prichard Farm, but other expansion of residential development will require annexation under new State requirements for growth management and new mandates to protect watersheds from sediment and nutrient pollution, as well as other stressor substances while encouraging infiltration and of stormwater to clean the water and recharge aquifers.

Challenge III-b: Consider when and under what circumstances Frostburg should allow development beyond its existing boundaries into newly established growth areas, and how ongoing discussions with the County can be maintained with a goal of keeping annexations to the minimum needed to address regional growth as might occur in or in close proximity to services provided by or at Frostburg, while protecting and enhancing watersheds, rural land uses, and wildlife habitat.

Issue III-c: Planning discussions at Braddock Estates, Braddock Heights, Sand Spring Run, and Prichard Farm have focused on how to accommodate a second accessway. This is not found as a requirement in any Frostburg ordinance, and rests on a Fire Marshal regulation (NFPA 1141, Standard for Fire Protection Infrastructure for Land Development in Suburban and Rural Areas, 2008) intended to be applied during planning for suburban-type development created from rural land based on work of an NFPA Technical Committee on Forest and Rural Fire Protection relating specifically to 'rapid growth and change.'

Challenge III-c: Decide if and how the City should regulate vehicle access at existing and growing subdivisions and especially with respect to new developments so that regulations clearly state City policy for this important issue, without adding unreasonable burdens but maximizing effective connections to the older built community and emergency service providers.

IV. COMMERCIAL DEVELOPMENT, DOWNTOWN

Issue IV-a: Upper story redevelopment is beginning to be a focus for Frostburg First and the City, which is based on documented interest from downtown property owners.

Challenge IV-a: The City needs to understand what demand is being addressed by upper story development so policy can support this effort with respect to parking, transit, and supporting commercial uses that need to be nurtured for this initiative to thrive.

Issue IV-b: While several strong business locations are in place, many important storefronts are vacant or underutilized in downtown. A few storefronts have seen a series of failed ventures. Following the Great National Recession, owner interest in reinvestment and entrepreneurial enterprise has been hampered by difficulties in obtaining financing and weakened markets.

Challenge IV-b: The City must create a master plan or strategy for guiding new investment to maximize the odds of increasing the number of successful and sustainable businesses. The City must grow or minimally maintain its recent history of partnership funding to create momentum during continuing difficult economic times.

Issue IV-c: As noted, Main Street's offset Depot Street/Center Street intersection is dangerous. At the same time, Depot Street is the main connector between Main Street and the Old Depot/Great Allegheny Passage trailhead area, which requires two very steep climbs in elevation to reach Main Street. Center Street is the connecting point from I-68 Intersection 33, and traffic from FSU, including the Wood Street corridor that visually lines up to the profile of Old Main on College Avenue.

Challenge IV-c: The City should consider if a traffic and design study of this key interface point is needed to find a safer and more effective vehicle, pedestrian and bicycle link, which is perhaps the key location for recreational visitors to the City, and consider if the traffic direction on Center Street is appropriate. Review of costs to renovate the C&PRR Tunnel under Main Street should be undertaken with the County. While it must be considered a financial challenge, the former regional solution used especially in Western Pennsylvania of an inclined plane may be both a solution and an attraction in its own right if carefully reviewed for development and operating costs. The City should consider a corridor upgrade for Wood Street.

Issue IV-d: The University has made a statement with its commitment to commercial, office, and institutional presence on Main Street at the Lyric Building in partnership with Michael Joy's renovation project. This ties the University closer to visitors and residents who visit downtown and help support downtown merchants, but the project does not address student consumer markets, and many visitors will not see downtown if they use Midlothian Road exit from I-68, the closest to campus. A previous City plan had contemplated a major downtown residential center for students in lower Main Street.

Lyric Building – The Grandolf's Fire Redevelopment

Challenge IV-d: The City needs to address the best strategy to capture disposable income among students to support business ventures, and assess whether a major campus presence downtown is realistic given the physical separation of the two centers. Any new residential initiative proposed by the University should be analyzed for commercial opportunities. Edgewood Commons was built at the farthest point from downtown possible. Based on this trend, services will need to be created closer to campus and the future of downtown will need to be tied to long term residents and visitors beyond student households.

V. COMMERCIAL DEVELOPMENT, HIGHWAY LOCATIONS

Issue V-a: Commercial development has stalled in the Route 36 corridor since 2009 but opportunities remain. If Prichard Farm moves forward, an additional customer base will exist, but will be closer to the Route 36 corridor than to downtown by car. The City is interested in setting aside land for job creation that complements downtown and other established businesses and that serves local and regional residents and not solely transient Interstate traffic.

Challenge V-a: The Business Park is not far from build-out, although several locations are underutilized and 2007 business expansion initiatives have not returned to the forefront. Other than the specialized technology-oriented ABC@FSU location, the City should consider how to plan for accommodating new uses requiring large impervious parking or loading areas that are not appropriate in downtown but are important to retain a diversified economic base, with first emphasis being on recycling existing underused impervious areas.

Issue V-b: As the energy market continues to feature volatility in prices and uncertainty with respect to a transition to alternative fuels, fewer customers will be able to afford the additional vehicle miles necessary to reach LaVale for goods and services, which will present new opportunities for both downtown and close-in highway commercial locations. The 2006 concept by Wal Mart of a second location within 6 miles of LaVale is likely based on the premise that they need to be located closer to customers to foreclose competition. A competing store did open in 2009 in the MD Route 36 corridor as the second Wal Mart location did not materialize.

Challenge V-b: The City should consider whether it is in a position to facilitate or influence big box retail if these locations begin to seek access in the immediate vicinity of Frostburg. This includes especially the Braddock Road interchange and adjoining lands to the west, as well as the annexation site south of I-68 along MD Route 36. The latter should be secondary to use of remaining lands along the Route 36 gateway corridor to US 40A already in the City if feasible.

Issue V-c: The Braddock Road corridor between I-68 and the Allegany Business Center/ Appalachian Lab area has the potential to be a major employment and service center for the region, with the biggest constraint being the poor offset intersections at Braddock Street to the northeast and Winner's View Terrace coal haul road to the southwest.

Challenge V-c: The City has begun a multi-year project to create a safe and effective cross-intersection that would serve as the access point for residential and commercial uses on either side of MD 736 within the first 1.3 miles from I-68. This has immediate land use potential, especially on the west side, and could lead to further development to the west in a proposed annexation area where strip mining has been completed and reclaimed or is underway but expected to be completed in 2-3 years, without further new permitting. The challenge will be to see the funding process through while finding success

in marketing opportunities related to University, Interstate, and Business Park spin-off once major off-site infrastructure problems are resolved.

Issue V-d: The west end commercial areas are disjointed and are constrained by the presence of Sand Spring Run, which crosses Route 40 in the middle of the commercial area. In addition, gerrymandered County lands contain both residential and commercial developments that are integrated with but not legally part of the City, adding another element of disruption. A possible townhouse development is constrained by poor access and encroachment on the Sand Spring Run floodplain and riparian zone.

Challenge V-d: Development in this area needs to respect the environmentally sensitive stream corridor, but is constrained in the Shaw Street area by a very congested and unsatisfactory traffic pattern. The city should consider if there is a way to resolve these difficulties despite long-established commercial and multi-family uses in place.

Issue V-e: Neighborhood commercial uses have almost disappeared. Of two remaining bars serving primarily student customers, one is dilapidated and for sale. A nonconforming warehouse is to be converted to a fire station in a residential neighborhood. The Kenney store has not reopened since 1995 despite creation of favorable zoning. There is interest in reintroducing specialty service and retail opportunities in the University Neighborhood, unrelated to alcohol.

Challenge V-e: Consider uses as would complement a generally fragile downtown market and not exacerbate parking difficulties in already congested neighborhoods. Balance protection of residential areas with a reintroduction of neighborhood commercial uses along collector streets, with a focus on 21st century micro enterprise opportunities and local market strengths.

RECOMMENDATIONS – PLAN ELEMENTS

The nine elements have set forth goals and policies, which lead to the following recommendations guiding actions of the City in the planning period.

Element #1, Land Use Implementation Recommendations:

Review current design standards, zoning, and other land use regulations to determine what changes or additions are needed to protect community character and historic sites in Frostburg. A central theme in the development, establishment, and administration of development regulations should be protecting Frostburg's low-rise, green yard character from inappropriate scale or façade treatments. Design standards are needed to maintain continuity within neighborhoods. These standards should balance flexibility in new construction design with protection of existing neighborhood design elements.

Cooperate with Allegany County Comprehensive Plan by encouraging County Planners to concentrate development and redevelopment within the city to avoid sprawl. The City of Frostburg is located within a regional planning framework set by Allegany County. It is important that City and County officials work together to implement compatible development regulations and procedures in greater Frostburg, including early discussion of areas identified for future annexation, and including a new emphasis on conservation zones at key natural settings on the periphery of the City and within long term annexation areas to preserve the rural character of the region.

Expand the city's corporate limits only as needed for sound community growth and only if the area proposed for annexation does not strain public services or add stressors to the watershed. When considering annexation, it is necessary to evaluate whether a) annexation is in response to an identified

public need, b) public services are adequate for the enlarged community, and c) the proposed development is planned in an environmentally sound manner.

Well-planned assembly, light manufacturing, or large scale commercial locations that complement but do not directly compete with Main Street businesses should be located in planned gateway area locations. The City must annex land for these uses if and when reserved lands are to be fully used and further growth is indicated. Larger scale commercial and industrial activities should locate adjacent to Interstate 68 and the adjoining Route 36 gateway corridor. Commercial development allowed should be highway oriented and not be detrimental to redevelopment of Main Street. Sufficient land for highway-oriented light industrial uses should be maintained, even if this requires annexation of land near the interchanges working with County planners. Frostburg should consider the extent to which the City can serve as a regional employment and workforce housing center for Western Allegany County and Eastern Garrett County.

Provide flexible zoning for small-scale, microenterprise development in home occupation or mixed use settings with limitation on types and scale of these uses, including allowing former neighborhood commercial buildings to be used as such wherever they exist. In order to accommodate the needs of retirees relocating to Western Maryland, and to provide more flexibility for small scale commercial activity given trends in the world economy and the necessary emphasis on environmental protection that will make large-scale development more difficult, the City needs to be proactive in removing obstacles where small scale commercial uses can be carried on without harm to the neighborhood or where the goods or services are filling a need for residents without resorting to extensive driving.

New single-family residential development should be encouraged in or adjacent to existing residential neighborhoods where services are available with suitable protections in place for sensitive areas. New residential development should be 'organic' and not require extensive service extensions; regulations must protect watersheds and sensitive areas.

New developments should be given incentives to use quality building designs and watershed 'best management practices' when a need is identified for flexibility in lot requirements, density, and the variety of land uses allowed. Site plans and specifications should feature continuity and distinctive designs while protecting land and water quality. Density or similar concessions requested in planned developments should be tied to achievement of a higher-level site and building design outcome.
Consider use of new zoning or an overlay district to address off-campus student housing in areas in close proximity to Frostburg State University. Regulations should allow housing types and densities that are responsive to the student market with reasonable controls on design, occupancy, and environmental protection. Evaluate the need to further restrict student housing impacts in traditional neighborhoods by reviewing regulations on conversion limits, new apartment construction, and underlying zoning, and review the current language addressing boarding uses in these areas. The extensive use of special exception review for all but single family uses in the low-moderate density housing districts has not been successful in preserving the neighborhoods closer to the University in terms of maintaining quality housing and stable values. Therefore a new evaluation of zoning must be undertaken to protect historical residential values while retaining a necessary and adequate response to the student housing marketplace. A new response is required. A new approach, whether by traditional or overlay zone, could allow the City to evaluate and allocate appropriate sites for higher-density residential housing in partnership with the neighborhood. Higher densities would not be appropriate in historically single-family residential neighborhoods. The form of regulation should balance neighborhood protection with a stable and sufficient off-campus housing supply.

Encourage continuation of the focus on single-family dwelling construction and homeownership in the historical residential neighborhoods. Neighborhood revitalization is most successful in the context of owner-occupied single-family dwellings, which has historically been a defining characteristic of the housing stock in Frostburg. Commercial uses when allowed should be carefully evaluated to ensure that the character of the neighborhood is maintained and protected.

Ensure that the downtown area allows a wide variety of mixed land uses, and that a greater variety of uses be allowed in adjoining areas along Main Street, especially east of Center Street. In order to reach its potential as a counterweight to sprawl development, the City should encourage mixed land use in the downtown area as will aid in preservation and restoration of large residential properties along East Main Street. Mixed land uses may help revive downtown as a viable business location by promoting upper story residential uses and development of a more pedestrian and transit-oriented citizenry. At the same time, Main Street will not progress as a counterweight to sprawl without sufficient parking resources. The City is being asked to look closely at this difficult issue in 2011-2012 with regard to capacity and demand, enforcement, and marketing.

Develop regulations requiring landscaped buffer areas between residential and commercial uses, and strengthen buffer protections for streams and other identified critical areas. Integrate vegetative buffers into planned developments to facilitate environmental site design in early planning. Vegetated buffers reduce conflicts between differing land uses and protect riparian values. Existing buffer zones should remain and new buffers should be created wherever feasible. Effective use of green space while minimizing impervious surfaces in all site plans is now required and is a critical element in site plan review for all sites that disturb over 5,000sf of land.

Allow for land to be preserved to link existing recreation sites with residential neighborhoods and to the Great Allegheny Passage. The City should plan for acquisition of riparian areas to address connectivity and recreation opportunities for residents and visitors while also serving to protect floodplain/wetland areas from development. This would complement the City's recreation resources, provide a non-motorized link between neighborhoods, and help protect the local watersheds.

Element #2, Transportation Implementation Recommendations:

Annually identify and prioritize locations where street and sidewalk maintenance projects are needed. Maintenance is the key to a properly working street system. These needs should be anticipated and prioritized annually for a projected five-year period in coordination with a Capital Improvement Plan. Sidewalks should not be ignored in this process.

Identify traffic control or street modification options for problem intersections as well as need for street widening or extensions based on growth and increased traffic where indicated by accident data and traffic studies. Attention should be given where new growth has occurred or is planned, as well as already difficult intersections. Both the Route 36 area and Cherry Lane from Prichard Farm are either in or going to be the subject of traffic studies, and Depot/Center with Main and Shaw/Main intersections are difficult to navigate in busy traffic or can cause bottlenecks that may increase in frequency in the future.

Complete a bicycle path network plan to connect neighborhoods, Mountain Ridge High School, and recreation facilities. In order to provide for healthy and environmentally friendly transportation choices the City should plan for a coordinated bike path system that relies mostly on off-road alignments. This

can use abandoned rail lines, the already completed Great Allegheny Passage, and stream corridors that would benefit from public ownership and protection for passive recreation use. The plan for the Frostburg Trail should focus on connections within the City. Working with Allegany County to stabilize and use the C&P Tunnel under Main Street would be a major longer-term project goal.

Develop a plan for areas that need new sidewalks or sidewalk replacement to provide connectivity and safety within the neighborhood. This includes identifying areas where existing sidewalks are unsafe or dilapidated. A safe and effective sidewalk network encourages residents walk and appreciate the aesthetic experience of their neighborhood and use the commercial benefits provided by in-town businesses without concern over parking. As part of a Capital Improvement Plan, City sidewalks should be brought up to State and Federal standards including those found in the Americans with Disabilities Act.

Identify opportunities for streetscape improvements that would upgrade neighborhood life and enhance multi-user access and safety particularly in the University Neighborhood. A plan to upgrade Wood Street from East College Avenue to Stoyer Street has been presented to the City and is included in capital project recommendations, along with accompanying improvements to East College Avenue itself.

Assist Allegany County Transit in meeting its mission to provide improved service to residents, businesses, and Frostburg State University students and promote the benefits of using transit service wherever possible. Allegany County Transit is charged with providing service in the Frostburg community, and the City can play an important supporting role in promoting and supporting this service, as well as making planning choices that emphasize alternatives to the private automobile for many trips.

Acquire land for and construct landscaped surface or structure-based parking facilities in close proximity to downtown without sacrificing the historical fabric of the downtown business district or important contributing resources within the close-in neighborhoods. Identifying and acquiring viable sites for surface parking and constructing landscaped parking will help address concerns with customer, employee, and upper story apartment parking needs in the downtown area. Parking structures would be preferable in many ways, but the difficulty will be the economic feasibility of building, operating, and replacing structure-based facilities for a small City experiencing slow growth. The private market may not support this level of investment, in which case shared parking and surface lot opportunities will need to be explored.

Implement a capital improvement program to identify major infrastructure expenditures for transportation and other public improvement projects to ensure that projects are prioritized consistent with development goals and policies of the Comprehensive Plan. Infrastructure that is included in a Capital Improvement Plan will provide a mechanism for funding of work needed to refurbish existing facilities as well as new construction improvements as may be deemed necessary.

Element #3, Community Facilities Implementation Recommendations:

Prioritize and fund top priority facilities from the Recommended Capital Improvements, Part III of this Plan; provide funding or administrative support to assist in obtaining affordable funding from other sources to maintain facilities that require upgrades during the planning period.

Seek administrative partnerships with non-profit organizations, Allegany County, or other governmental partners to maintain and improve community facilities in Frostburg.

Analyze the operations and maintenance costs of new community facilities to ensure that the tax base

for the City or revenue from operations can support the new facility, or analyze the potential for the new facility to lead to a net increase in tax base due to business locations or population growth as part of any proposed new facility plan.

Element #4, Mineral Resource Element Recommendations:

Identify abandoned mines that need reclamation and work with the Maryland Bureau of Mines, Maryland Department of the Environment, to reclaim these areas.

If subsidence is found, work with the Bureau of Mines to fill areas underneath the property to prevent further sinking.

Coal bearing structures within the growth boundary area should be protected for future extraction by limiting urban development until the coal is removed. Prime coal bearing lands not already urbanized should be protected from urban development until mining activities cease by working closely with Allegany County and State planning offices.

The City should work with the State and the County to provide input on mining permits and reclamation plans to ensure proposed mining areas are compatible with Frostburg's future land uses, especially within the long-term growth area.

Existing urban lands, historic sites and sensitive areas adjacent to urban areas should be provided safeguards to assure minimum disruption or damage from mineral extraction.
Land where sandstone and fire clay outcrops exist in favorable locations should be protected from extensive urban development.

Element #5, Sensitive Areas Implementation Recommendations

Require planted buffers within the 25 feet of stream and wetlands buffer area.

Require biologist or other qualified review of development within indicated SSPRA areas.

Develop a local Forest Conservation Plan to better manage tree removal and deforestation caused by new development, or consider an agreement with Allegany County to better manage timber harvest and forest conservation measures.
Strengthen regulations addressing development of steep slopes.

Develop a mitigation guide to assist with sensitive development of land areas with steep profiles but under 25% slope.

Develop a revised Floodplain Ordinance or consider an agreement with Allegany County to better manage floodplain development consistent with State and Federal law.

Require that proposed development activities within Sensitive Species Process Review Areas (SSPRA) address protection of State and federally designated endangered and threatened species. The developer must determine through contact with the City and the Maryland Department of Natural Resource's Wildlife and Heritage Service whether the proposed activities will occur within or adjacent to identified endangered species habitats and whether the activities will adversely affect the area.

If it is established that a development activity will occur within or adjacent to an endangered species habitat, require that the developer during the review process provide protection measures in project design and a written environmental assessment including site design plans and a description of measures to be taken to protect the endangered species. The developer must be required to follow guidelines found in the Maryland Natural Heritage Program in establishing site-specific species protection measures. Protection measures may include:

- Designation of protection areas around the essential habitat of the designated species. Development activities or other disturbances will be prohibited in the protection area, unless it can be shown that these activities or disturbances will not have or cause adverse impact on the habitat. The protection area designation will be made with input from DNR.
- Implementation of design strategies that work to protect the species and essential habitat. These strategies should include but are not limited to: restrictions on siting of structures, use of cluster design, establishment of undisturbed open space area, restrictive covenants, and restrictions on noise levels and timing of construction activities.

Element #6, Water Resources Implementation Recommendations:

Water System

1. Complete all proposed FY10 capital projects before June 30, 2013; being the Water Transmission Improvements, the second filter set upgrade, the low head hydroelectric facility, and the Savage River watershed improvement project.
2. Support Allegany County's program to implement a water service connection to provide potable water to Mt. Savage and environs and including distribution system upgrades for that community, implementing the water service agreement.
3. Complete a Source Water Protection Plan by invitation of the Maryland Department of the Environment in October 2011 and develop partnership projects to implement the SWP recommendations beginning in CFY13.
4. Investigate additional cost savings and operational control of energy supplies by investigating the potential for solar and wind power at key operating sites, and implement same if cost savings are found that warrant expenditures, which the City should leverage with MEA or other grant opportunities.
5. Investigate feasibility of linking with an alternative energy cooperative if the technology is proven and a feasible business model is provided to allow the City to keep critical facilities functioning in the event of PJM grid failures.
6. Seek funding for hydraulic loop projects in the second half of the planning period so that all of the most recently recommended projects related to the distribution system can be completed for system efficiency and fire flow.
7. At the end of the planning period investigate the Piney Creek Pump Station for improvements as may be needed.

Sewer Conveyance System

1. Continue aggressive action to seek funding partnerships for Combined Sewer Overflow (CSO) elimination projects throughout the period, with a goal of completing at least one project per year with a reasonable cost to local rate payers.
2. Complete digital mapping of the sewer system project with a goal of creating a hydraulic model by the end of 2014 to inform the next Control Plan update.
3. Continue working closely with Allegany County on metering of key locations inside and adjoining

Frostburg to support measurement of problem areas and progress in eliminating CSO events and infiltration.

4. Cooperate with Allegany County's active Sewer System Evaluation Studies in adjoining County communities of Grahamtown, Consol, and Eckhart funded by USDA.
5. Complete revision of the Prichard Farm sewer tap agreements including the County's participation to facilitate orderly and appropriate development consistent with the Control Plan.
6. Continue and intensify the program to use smoke testing and field investigations to identify and eliminate rain leaders, ground drains, and other illegal connections to combined sewers, and educate the public on benefits of surface drainage as practicable. Begin a property owner notification and enforcement process no later than March 2014 based on planning efforts.

Stormwater Management and Watershed Protection

1. Support and the interagency coordinating committee led by Allegany County to plan and implement measures to control stressor substances identified in the Chesapeake Bay Total Maximum Daily Load (TMDL) for sediment, nitrogen, and phosphorus; and afterwards begin a process to set measures for specific TMDL stressors that impact the Georges Creek and Wills Creek sub-watersheds.
2. Implement and fine tune local processes and administrative procedures under the 2010 local Stormwater Management Ordinance for new development and redevelopment projects in conformance with the Stormwater Management Act of 2007, working closely with Allegany Soil Conservation District.
3. Adopt a new Sediment and Erosion Control Ordinance on or before June 1, 2012 to update best practices for runoff control during construction in conformance with new State regulations, also working closely with Allegany Soil Conservation District.
4. Adopt changes in zoning, subdivision, and rental housing ordinances to make them consistent and supportive of the new Stormwater Management Ordinance on a overlapping schedule so that Zoning is completed by January 1, 2013, and the balance of the regulations are conformed by no later than December 31, 2013.
5. Complete the investigation of the George's Creek and Sand Spring Run waterways to determine stream and riparian restoration opportunities on a schedule set during the Bay TMDL decisions by March 2012, using local academic resources; and support or sponsor directly projects to improve riparian areas in the City thereafter using partnership funding.
6. Consider participating in any County stormwater utility program if mandated or determined to be necessary to meet Bay TMDL measures if a municipal utility is found to be impractical. Funding of administrative and planning processes and then funding of George's Creek/Sand Spring Run restoration projects would be initial priorities if a source of local revenue is established.
7. Ensure sufficient training is given to local staff so that new stormwater laws and regulations are effectively implemented per limited personnel resources.
8. Take measures to protect and enhance stream corridors within the City through adoption and effective implementation of buffer and vegetative cover requirements in land use ordinances in conjunction with possible land banking for trail corridors that will also protect these areas from urban development.
9. Continue to improve code enforcement process directed at reduction of trash pollution on public and private lands, including outreach and education of the City's large tenant and landlord population and use of civil citations as needed.

Element #7, Municipal Growth Element Implementation Recommendations:

Land uses within approved Municipal Growth Areas should be implemented consistent with recommendations set forth in other elements of the Frostburg Plan, but especially the Land Use Element recommendations, listed above.

A Municipal Growth Boundary is recommended as set forth in Map #17 and as discussed in the Municipal Growth Element text.

Three Growth Areas are recommended for the planning period as set forth in Maps #17 and #18 and as discussed in the Municipal Growth Element text.

Element #8, Sustainable Frostburg Implementation Recommendations:

Economic Development

Communicate with existing business owners to identify private sector needs and respond with City action when needed. Frostburg First, the City's State-sponsored Main Street program, provides a vehicle for getting feedback on threats and opportunities that would require City involvement. With the recent dissolving of the Frostburg Business and Professional Association, Frostburg First and City government have an opportunity to unite on a vision for Frostburg's business future to be reflected in the pending Sustainable Communities Plan to be submitted in January 2012. Keeping close ties with the County and Staff economic development staff will also lead to early identification of business problems and needs relating to Frostburg.

Work with Allegany County's Department of Economic Development to promote Frostburg locations and Enterprise Zone Program benefits. The County's economic development department is charged with marketing the major business parks in the City and can assist with marketing Frostburg for new business locations. The Department is also available to facilitate State and County infrastructure investments in the Frostburg region when necessary for new private investment.

Maintain an inventory of available commercial and industrial sites; evaluate center city buildings for viable new uses and create an inventory of available space. Creation of these management tools will greatly assist marketing the City.

Actively use State and Federal revitalization and economic development grant programs for large scale projects. These programs can leverage funds for needed public investments that trigger private investment, the basis for economic development.

Create a strategic plan for the Main Street commercial district that considers visitors, artists, residents, and businesses, and identifies public investments needed to move Main Street forward. Main Street is an underused resource with great potential. In a changing economic environment, the City should consider a consensus plan to move all parties forward in the same direction.

Housing

Develop a housing finance project with Maryland's Community Development Block Grant and/or USDA's Section 504 Program that supports renovation of single family owner-occupied homes.

Work to identify a feasible workforce housing project site in Frostburg with Cumberland Housing Alliance or other available partner.

Develop a Low Income Housing Tax Credit Program proposal for workforce housing.

Create a database of available lots where single family or multi-family development might occur.

Continue to address Main Street mixed use renovation and near-downtown residential improvements by leveraging Community Legacy Program through plan updates and companion funding applications.

Encourage downtown projects with elevator access to upper story residential units, and continue to work for pedestrian safety improvements and the growth of retail and service businesses in the center city that will serve senior and disabled populations.

Create design-based overlay districts in key corridors near the University to ensure that the character of the City's residential neighborhoods is not adversely affected by new infill, including new construction after demolition of blighted structures.

Ensure that the City applies sufficient funding resources to administer Rental Housing Code, Property Maintenance including addressing blighted properties, and other City Code items including Municipal Refuse violations that will improve the health, safety, and appearance of the City's neighborhoods, and ensure that revenue from fees and fines are recycled back into this effort to avoid pressure on local taxes.

Work with private interests to review the unit density versus bedroom density regulations as have existed in the Zoning Ordinance to find a better system for supporting the needs of the off-campus student housing market while reducing damage to the rental housing stock and related behavioral problems that come with large housekeeping units.

Meet with FSU managers to determine if a City-Campus incentive program can be configured to encourage University staff to live near their work.

Historic Preservation and Arts & Entertainment

Re-establish local support for historic preservation zoning by reinforcing the economic and community preservation benefits to the greater community. Ensure elected officials and the public at large continue to support a longstanding form-based zoning requirement that will allow the Commission to exercise its authority to regulate private property for the greater good of the City.

Re-establish a local historic preservation district boundary. A review and decision to either confirm or modify the present official boundary for the local zoning district is important. Whether action is taken to retain the National Register District boundary or modify the boundary by carefully considered changes, good decisions in this area will help maintain public support. In defining this area, it will be important to determine which structures or properties are considered contributing and/or significant and which are not as this must be part of the Commission's decision-making process by State law. Completion of the historic district data gathering process begun in 2010 is vital and will provide evidence as to the degree of integrity of improved properties within the current boundary area.

Review the decision-making process used for review of proposed changes to building exteriors, proposed demolition, and new construction within the designated historic district. Commissioners must conscientiously consider and find facts on each case using a regulatory process provided by State and local law to support consistent, defensible decisions. The zoning overlay text needs to be reviewed to

ensure consistency with State law and the existence of a clear framework to support the decision-making process.

Adoption and use of design guidelines are strongly recommended as a means of applying the law and should be reconsidered concurrent with the zoning ordinance update process in late 2011 through 2012.

Publicize Frostburg's historic buildings and attractions. Active support of the Frostburg Museum, preparation and dissemination of brochures and publications, public speaking by local historians as sponsored by the Library Board, and supporting local celebratory events in the district in partnership with the Main Street program are all ways to keep the community involved and attract visitors and possible new residents and investors. The City's 2012 bicentennial celebration of the founding of the settlement by the Frost family will be an important occasion to celebrate the City's historical heritage. Updating of walking tour brochures, use of an information booth or table at local events, and promotion of workshops on historic tax credits and historic rehabilitation techniques, supported by informational handout summarizing tax credit and rehab financing incentives are all recommended activities in 2012.

Encourage and support alternate or adaptive reuse for vacant or underutilized commercial and industrial buildings in the historic district. Preservation is better served by creative reuse; demolition must always be a carefully documented last resort. The City should support owners or developers that wish to retain the historic character of key buildings while modifying them for 21st century uses. In order to support sensitive infill construction and alterations to non-contributing properties, the City should consider broadening the Commission's area of review to include streetscape elements and yard features, including natural elements such as trees and landscaping features in accordance with the Secretary of the Interior's guidelines.

Pursue State and Federal revitalization and preservation assistance funding programs; and seek State historic preservation training for staff and Commission members. State and Federal revitalization and preservation programs can be used to preserve, maintain, and renovate key historic properties. A greater depth of knowledge with regard to the legal underpinnings of the regulatory process is important for both staff and Commission members, as is knowledge of how tax credits can work with private investment projects to improve the City's historic resources. The State should be contacted with regard to training and technical assistance as well as grants, loans, and tax credits.

Review permit application procedures to ensure they support the work of the Commission and provide a reliable framework for property owners seeking to undertake projects in the historic district. Historic overlay review must be well-integrated into the City's permitting process. Applicants must understand their responsibilities to provide materials and adequate information for the Commission review, and the City must be sure that permits are not issued until a certificate of review is issued. Enforcement of zoning regulations is also an important part of the preservation fabric and must be implemented when necessary. Obvious and public violations where work is begun without prior review should not be ignored, especially when the owner is not cooperative in staying work underway.

Review local code enforcement regulations and procedures to ensure they uphold the work of the Commission and provide a fair but firm process to protect the historic district from projects that intentionally or unintentionally work against the principles of historic preservation. Public outreach will need to be a continuous focal point for the Commission and staff to ensure owners of regulated property are aware of the need for prior review of owner projects, and that owner's are aware of the need to meet with Community Development staff before proceeding on exterior improvements,

including some that may be seen as maintenance projects. Early detection of projects that begin without prior review is essential to successful compliance. Cooperation of the community at large will help to make the City's zoning enforcement process one where reviews are held before substantial improvements are made. In the event of a challenge to local laws, the enforcement process must be well understood and uniformly applied so that District Court will uphold historic preservation regulations.

Element #9, Public Services Recommendations:

Support the Fire Department and the State Fire Marshal Fire Safety and Education Programs; and the Police Department's DARE Program. These programs educate community members to help save lives and property.

Determine an optimal personnel level for police and code enforcement officers and strive to maintain this level to protect the lives and property of the residents and businesses in the City. In order to serve and protect the residents of Frostburg, the capacity for police and code enforcement response must be commensurate with the needs of the community as set forth in the City Charter.

Continue funding partnerships to leverage State and Federal programs to complete necessary capital improvement programs, focusing on the water system, but including streets, sidewalks, and sewer delivery systems. The City is under a judicial mandate to separate formerly allowed combined sanitary and storm sewers, in which case this must be the main focus of the City's capital budget. While undertaking this effort, which is to last until 2023, the City needs to keep in mind its water system needs, as well as opportunities for street and sidewalk maintenance and replacement. Wherever possible, the City should leverage the combined sewer elimination program to make related street and water system improvements at the same time. This will require a very aggressive funding approach for a sustained period of time to avoid overtaxing system users.

Maintain and improve the formal agreement between City Police and University Police for coordinated enforcement in the University neighborhoods. An agreement exists between the City and University to improve information sharing and coordination of enforcement since at least 57% of the University student population lives in off campus housing, mostly in the City limits. The current practice of regular meetings and information sharing is paying dividends and must be continued and improved to the benefit of both the City and the University.

Determine an optimal service level to sustain current use and to take into account new development planned or likely to occur to ensure that public services will be sustainable and fairly provided. All public services should be studied with respect to capacity and potential growth to ensure that new development can be accommodated or that financing methods can be planned where necessary and appropriate to support growth that will not harm existing residences or businesses or strain existing service systems and infrastructure.

Periodically review and meet with Allegany County Board of Education managers to review updates on education trends and facilities issues impacting Frostburg. Meeting with the Board will allow Frostburg necessary input into system deliberations and keep the Board of Education's staff current on local conditions and issues.

Maintain existing strong relationship with Frostburg State University managers and improve student outreach to promote joint-benefit planning and development, and an outstanding educational and living

experience. Working together, the City and University will be able to bring a variety of resources and expertise to bear on joint issues, and the students will have their educational experience grounded in the' real world,' helping to make FSU a stronger competitive institution.

Recommendations – Land Use Ordinances

Generally update all language in the Zoning and Subdivision Ordinances using clear and concise writing, to achieve internal consistency, consistency with City Code and other land use ordinances, consistency with the Stormwater Management Act of 2007 and other State development regulations, with a goal of reducing the degree of interpretation required for the staff director and the Board of Appeals and upholding sound, legal decisions.

Land Development Regulations containing standards for site plan and subdivision review require updating and these should be created in a document that is separate from Zoning and Subdivision Ordinances, but which is referenced by both ordinances.

Zoning Ordinance

Reorganize the Zoning Ordinance to split the final section into two: Part III, Overlay Zones; and Part IV, Regulations Common to All Districts. Split Definitions into a separate Part II. Result: Part I, Administration; Part II, Definitions; Part III, District Regulations; Part IV, Overlay Zones; Part V, Regulations Common to All Districts.

Zoning districts should reflect in general the list of uses, sub-uses, and types of overlay approaches found in Element #1, Land Use, subject to further deliberation, public hearings and approval by the Mayor and Council.

Use tables to the maximum extent practical rather than repeating similar or equal requirements in district regulations, following Allegany County practice.

The future land use map (Map #3) should be used as a guide to creating a revised zoning map subject to public hearings and approval by the Mayor and Council.

The role and authority of the Planning Commission in review of major site plans (Section 319) within the context of permitting set forth in Section I of the Zoning Ordinance and authorities provided to City staff and Board of Zoning Appeals should be reviewed to clarify how these authorities will mesh during major plan review. Text addressing this subject should be included in Section I, Administration and carefully linked to the permitting process.
A provision for administrative variance or adjustment pursuant to Article 66B should be added after consulting with the Board of Zoning Appeals on the degree of variance to be permitted, the types of dimension-based findings that may be allowed, and the procedure for staff to follow consistent with State law.

Ensure that staff and Commission focus on a thorough review and update of the following sections:

Section 120, Non-Conformities
Section 122, Nuisances Resulting from Changes In Use
Section 300, Historic Preservation Overlay District
Section 307, Off-Street Parking Requirements
Section 311, Signs
Section 314, Home Occupations

Subdivision and Land Development Regulations

In addition to separating the Subdivision and Land Development Regulations into separate documents, the Subdivision regulations will require a review by staff with the Planning Commission of consistency related to other local ordinances and State laws, especially a review for consistency as mandated by the State with respect to stormwater management regulations.
Specific items for consideration in an update of the Subdivision Ordinance are:

- Reference to new State visions and mandates;
- Integration of the 'stricter applies' rule with the 'repeal of conflicting ordinances' rule, which are contradictory and give the Planning Commission authority to change the zoning ordinance by 'determination' without due process.
- Creation of a minor subdivision category following Allegany County practice.
- Consideration of delegation of specified types of minor subdivisions to staff with notice to Commission.
- Review to ensure that the land development review process (site plan review and approval) is made consistent with the new zoning ordinance in terms of roles of City staff and Planning Commission. Certain guidelines and processes may need to be accurately cross referenced in the zoning text (currently in Section 319).
- Review of enforcement and penalties section with City Attorney and the Planning Commission.
- Determination of what belongs in Land Development Regulations or Standards and what is required to be directly in Subdivision Ordinance.
- Determine as to when City Engineer, Planning Commission, or Development Director - or collectively through a serial process - will have primary approval authority for various plan requirements.
- Update of Planned Residential Development sectors (featuring cluster development) and integrate with master plan overlay regulations.
- Clarify relationship of subdivision process to related master plan review and major site plan review.
- Clarify when and under what circumstances the Planning Commission can waive lot and yard requirements in subdivision review process.
- Update plan review requirements; number of copies; agencies with mandatory prior review; and form and timing of reports to Planning Commission.
- Review of submittal requirements for various stages of review for subdivisions.
- Clarify and rewrite waiver section; when Mayor and Council concurrence is needed; use of Board of Appeals variance language; and when procedural versus substantive regulatory waiver is allowed.
- Update environmental regulations for subdivision review; work out how to make environmental requirements in zoning and subdivision ordinances consistent without duplication.
- Review utility and street requirements and update as needed.
- Review sidewalk policy; who builds; how much impervious area; and location.
- Update bonding and construction inspection requirements.
- Review for consistency and best practices by reference to the City of Cumberland and Allegany County subdivision regulations.

Consistency with Other City Ordinances

During land use ordinance review, the Commission should consider making regulations consistent with other articles of the City Code, which is slated for re-codification in 2012, follows:

City Code, Real Property Article
Stormwater Management (ESD) Ordinance
Sediment and Erosion Control Ordinance
Building Codes
Energy Conservation Code

Fire Code
Property Maintenance Code
Nuisance Code
Rental Housing Code

Other City Code Articles as Needed
Police and Public Peace
Streets and Transportation
Refuse Collection
Water and Sewage

Commerce
Recreation
Animals

Recommendations for Capital Projects by type and anticipated timing

The Planning Commission recommends that the City continue to aggressively pursue partnership projects to improve infrastructure, improve the environment, and especially to stimulate economic development and tourism development opportunities over the term of the plan.

Recommended capital projects are shown below at Appendix #3 and Appendix #4. Appendix #3 shows a project name, type and anticipated schedule for outcomes. Appendix #4 shows estimated cost data for all projects in the Plan period.

Funding partnerships shown in Addendum #4 are critical to the City's ability to move forward given the financial challenges that are concentrated in smaller municipalities, especially one where the main employer is tax exempt and controls 14% of the land area.

The Commission is aware that the State and Federal system that has allowed for local government partnerships is under pressure from extraordinary national and state budget deficits. To the extent that opportunities to partner with traditional agencies are diminished, the City will need to carefully prioritize projects that are either a) legal mandates; or b) provide a strong potential for return on investment by either operational savings or new private sector revenues from new development or redevelopment.

If mandates are given to the City without accompanying funds to help with local financing of improvements, the City will need to use all of its influence to remind legislators that there is a limit to what local citizens can provide, and there is a moral and legal obligation to assist when the City has acted in good faith and continues to do so.

MAPS AND APPENDICES

Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 1:
Existing Land Use

Legend

- City Boundary

Land Use

- Commercial
- Industrial
- Institutional
- Open Space
- Professional
- Residential
- Transportation/Utilties
- Vacant

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 2: Zoning

Legend

City Boundary

Zoning

- C/LI
- C1
- C2
- C3
- R1
- R1A
- R2
- R3
- RO
- RP

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Map 3:
Future Land Use

Legend

- City Boundary
- Single-Family Residential
- Two-Family Residential
- Medium Density/Multifamily Residential
- Residential-Office
- University Mixed-Use
- Mixed Use/Historic District
- Highway Commercial
- Gateway Commercial/Industrial
- Light Industrial
- Institutional
- Open Space
- Transportation

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Map 4: Transportation

Legend

- City Boundry
- Signalized Intersection
- Frostburg Major Roads
- Interstates
- Maryland Interchanges
- State Highways
- Local Streets and Roads
- MD_Counties

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Adopted: 8/18/2011

Map 5: Bike & Pedestrian Corridors

Legend

City Boundary

Municipal Growth Areas

Exsiting Trails

Frostburg Trailhead Connector

Great Allegheny Passage

Future Trails

Cumberland and Pennsylvania RR

West End Loop Trail

Prichard Farm Spur

East End Spur

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Adopted: 8/18/2011

Map 6:
Community Facilities

legend

City Facilities

- 1 Calhoun Park
- 2 Rifle Range
- 3 Frostburg Recreation Complex
- 4 West End Park
- 5 Frostburg Community Park & Recreation Department
- 6 Armory And Street Department
- 7 City Place
- 8 Frostburg Fire Department Station #1
- 9 Frostburg Police Department
- 10 Frostburg Community Center
- 11 Frostburg Fire Department Station #2
- 12 East End Playground
- 13 Mount Pleasant Street Playground
- 14 Frostburg City Hall
- 15 Water Treatment Plant
- 16 Frostburgh Museum

County Facilities

- 17 Frostburg Library
- 18 Thrasher Carriage Museum
- 19 Bella Elementary school
- 20 Depot
- 21 Frostburg Elementary School
- 22 Mountain Ridge High School
- 23 Great Allegheny Passage Trail Head

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City of Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 7: Selected Mines

Legend

City of Frostburg Corporate Limits

Growth Area

Historic Deep Mines

Bowery Furnace Mine No. 2

Consolidation Coal Mine No. 12

Consolidation Mine No. 3

Pittsburgh Deep Mine

Union Mine

Surface Mines *

Baughman Contracting Co. Inc.

Bessemer Iron & Coal Company

Winner Brothers Coal Company, Inc.

0 2,600 5,200 Feet

* Surface mines are active mines

Source: MDE Bureau of Mines

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 8: Flood Plains

Legend

City Boundary

FLOOD ZONE

- A
- AE
- AO
- X
- X500

FEMA Flood Insurance Rate Map (FIRM) Definitions:

A - This code identifies an area inundated by 100-year flooding, for which no Base Flood Elevations (BFEs) have been determined.

AE - This code identifies an area inundated by 100-year flooding, for which BFEs have been determined.

X - This code identifies an area that is determined to be outside the 100- and 500-year floodplains.

X500 - This code identifies an area inundated by 500-year flooding; an area inundated by 100-year flooding with average depths of less than 1 foot or an area protected by levees from 100-years flooding.

Source:
Flood Plain data provided by the Federal Emergency Management Agency (FEMA); 1996.

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 9: Wetlands

Legend

City Boundary

National Wetlands Survey

Palustrine - Open Water - Semipermanently Flooded

Palustrine - Open Water - Intermittently Flooded

DNR Wetlands

Palustrine - Persistent - Temporary

Palustrine - Persistent - Seasonal

Palustrine - Persistent - Seasonal - beaver

Palustrine - Persistent - Semipermanent

Palustrine - Unconsolidated - Permanent - Diked

Palustrine - Unconsolidated - Permanent - Excavated

Source: National Wetland Inventory and Maryland Department of Natural Resources

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 10: Soil Types

Legend

- City Boundary
- B1a
- B1b
- B1c
- B2a
- B2b
- B2c
- C1a
- C1b
- C1c
- C2b
- C2c
- D1a
- D1b
- D1c
- E2a
- E2b
- E2c
- F3
- G1
- G2
- H1a
- H1b
- H1c
- H2c
- Ma
- Unc
- Wa

No Hydric Soils in City Limits

Source:
Hydric Soils data provided by Natural Resources Conservation Service - National Cooperative Soil Survey & Soil Data Mart

N W E S

0 2,400 4,800 Feet

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Comprehensive Plan
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Map 11: Steep Slopes

Legend

- City of Frostburg
- Growth_Area

Slopes Greater than 25%

- 25 - 50%
- 50 -75%
- 75 - 100%
- Greater than 100%

0 2,600 5,200 Feet

N W E S

Source: DNR

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 12:
Sensitive Species Project Review Areas

Legend

- City of Frostburg Corporate Limits
- Growth Area
- Planning Area
- Sensitive Species Project Review Areas

Source: City of Frosburg & Maryland Department of Natural Resources

0 2,000 4,000 Feet

N W E S

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 13:
Water Service Area

Legend

- City Boundary
- Other Water Districts
- Borden/Zihlman/Morantown Water
- Carlos/Shaft/Klondike
- City of Frostburg
- Clarysville
- Consol
- Eckhart
- Grahamtown Water System
- Hoffman
- Mount Savage Water Company
- Route 36/ Vale Summit
- Midlothian Water Company
- Lonaconing Water Company
- Existing Water Service Areas
- Proposed 2010 Water Service Area

N
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S

0 4,500 9,000 18,000 Feet

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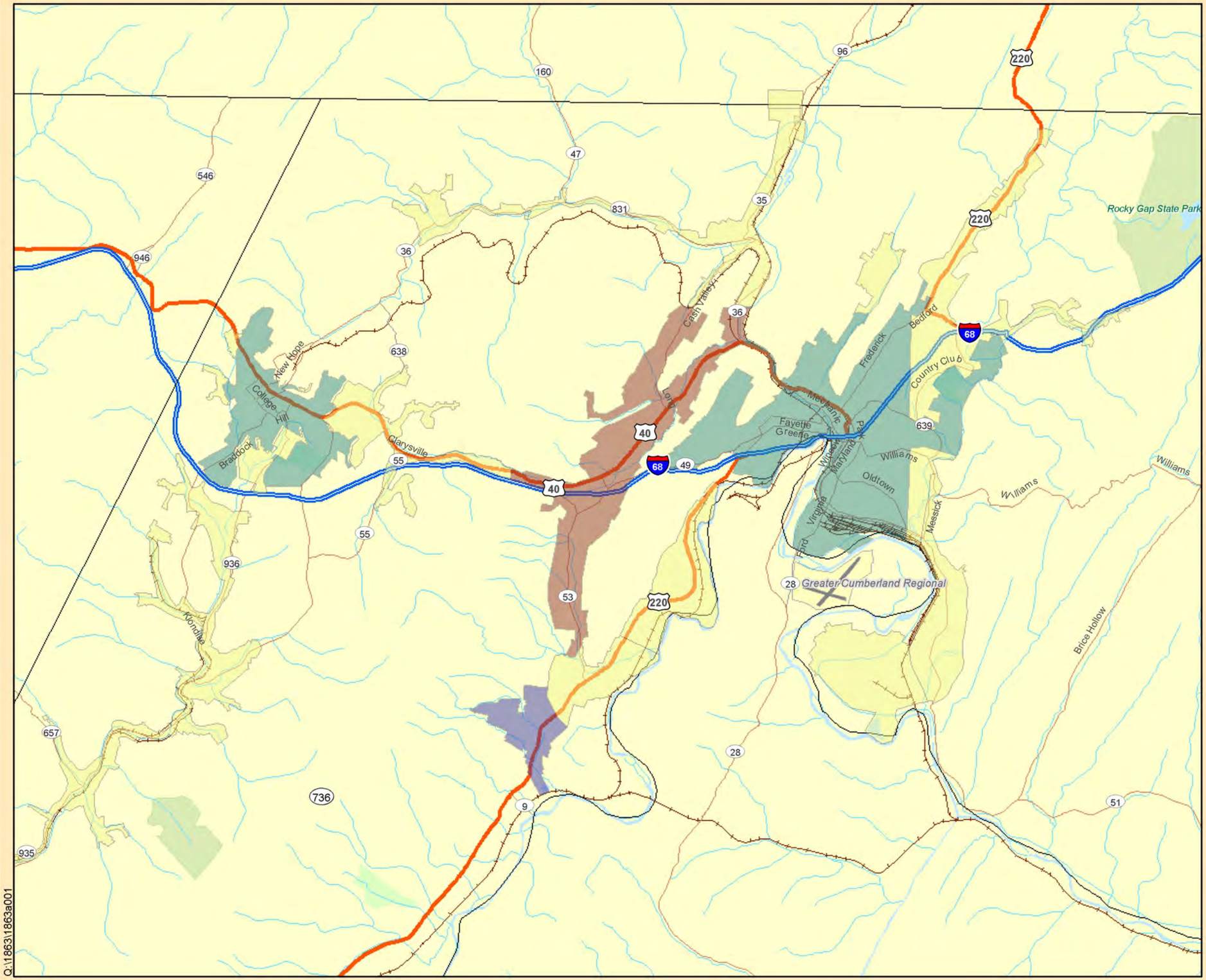

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

Map 14:

Allegany County Sanitary District's Braddock Run Sanitary District

Legend

City Boundary

Sewer Service Area

- ACDPW
- City of Cumberland
- LaVale Sanitary Commission
- Maryland Water Service

0 8,000 16,000 Feet

N W E S

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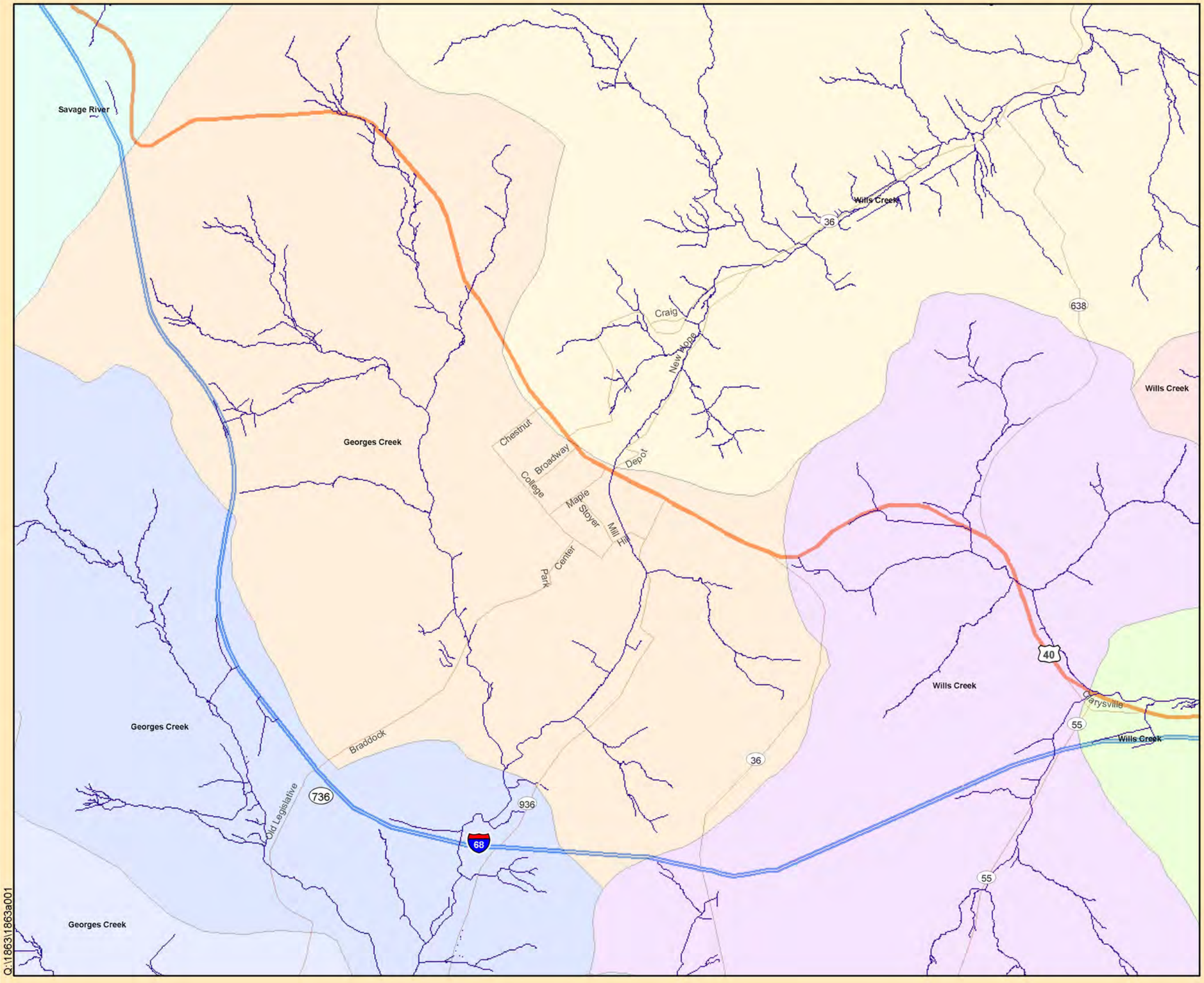

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Comprehensive Plan
Adopted: 8/18/2011

MAP 15
Watershed

Legend

City Boundary

Streams

Subwatersheds are all part of the North Branch Potomach River

Source:
Maryland Watershed data provided by Maryland Department of Natural Resources; 1998

N
W E
S

0 2,500 5,000 Feet

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Frostburg
Comprehensive Plan
Adopted: 8/18/2011

MAP 16: Watershed and Tier II Streams

Legend

- City Boundary
- Tier II Stream
- Streams

There are no Tier II streams in Frostburg.

Source:
Maryland Watershed data provided by Maryland Department of Natural Resources; 1998

N
W E
S

0 5,000 10,000 Feet

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Adopted: 8/18/2011

Map 17: Growth Areas

Legend

- City Boundary
- City of Frostburg

Growth Area

- Municipal Growth Area 1 (Commercial)
- Municipal Growth Areas 2 (Commercial)
- Municipal Growth Area 3 (Residential)

N W E S

0 3,000 6,000 Feet

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Comprehensive Plan
Adopted: 8/18/2011

Map 18:
Allegany County Zoning in Municipal Growth Areas

Legend

City Boundary

County Zoning in MGA

- Agriculture
- Conservation
- Industrial
- Residential

Note: County zoning as of the date of this plan. Subject to change and verification.

N
W E
S

0 3,000 6,000 Feet

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Annexation Area #1 Vicinity Sand Spring Run and MD 736

APPENDIX 1 and APPENDIX 2, Nutrient Loading

Scenario 1

Existing City Limits

Nutrient Loads for 2002 Landuse with 2002 Implementation of BMPs

Nonpoint Source Nutrient Loading	Land Use Information								
	Frostburg						TOTAL		
Land Use/Cover	Initial (acres) Nitrogen	Future (acres) Nitrogen	Initial (acres) Nitrogen	Future (acres) Nitrogen	Initial (acres) Nitrogen	Future (acres) Nitrogen	Initial (acres) Nitrogen	Future (acres) Nitrogen	Percent Impervious
LULC11 (Low Density Residential)	489	599					489	599	0.14
LULC12 (Medium Density Residential)	54	62					54	62	0.26
LULC13 (High Density Residential)							0	0	0.41
LULC14 (Commercial)	98	306					98	306	0.72
LULC15 (Industrial)	14	37					14	37	0.53
LULC16 (Institutional)	431	431					431	431	0.34
LULC17 (Extractive)							0	0	0.02
LULC18 (Open Urban Land)							0	0	0.09
LULC21 (Cropland)							0	0	0.00
LULC22 (Pasture)							0	0	0.00
LULC23 (Orchards)							0	0	0.00
LULC24 (Feeding Operations)							0	0	0.02
LULC25 (Row and Garden Crops)							0	0	0.00
LULC41 (Deciduous Forest)							0	0	0.00
LULC42 (Evergreen Forest)							0	0	0.00
LULC43 (Mixed Forest)	237	128					237	128	0.00
LULC44 (Brush)							0	0	0.00
LULC50 (Water)							0	0	0.00
LULC60 (Wetlands)							0	0	0.00
LULC71 (Beaches)							0	0	0.00
LULC72 (Bare Rock)							0	0	1.00
LULC73 (Bare Ground)	480	166					480	166	0.09
LULC80 (Transportation)	600	674					600	674	0.95
LULC191 (Rural Residential)							0	0	0.04
LULC241 (Feeding Operations)							0	0	0.02
LULC242 (Agricultural Buildings)							0	0	0.02
TOTAL	2,403	2,403	0	0	0	0	2,403	2,403	Sub Totals
Septic Systems									
Residential Septic Systems- **Number**, Conventional	0	0					0	0	N/A
Residential Septic Systems - **Number**, Denitrifying	0	0					0	0	N/A
Non-Residential Septic Systems- **Acres**, Conventional	0	0					0	0	N/A
Non-Residential Septic Systems- **Acres**, Denitrifying	0	0					0	0	N/A
									Sub Totals
									TOTAL

Woods in Good Condition, NW of High St., in Growth Boundary

Scenario 2

Growth Areas

Nutrient Loads for 2002 Landuse with 2002 Implementation of BMPs

Nonpoint Source Nutrient Loading	Land Use Information								
	Frostburg						TOTAL		
	Initial	Future	Initial	Future	Initial	Future	Initial	Future	Percent
Land Use/Cover	(acres)	(acres)	(acres)	(acres)	(acres)	(acres)	(acres)	(acres)	Impervious
	Nitrogen	Nitrogen	Nitrogen	Nitrogen	Nitrogen	Nitrogen	Nitrogen	Nitrogen	
LULC11 (Low Density Residential)		79					0	79	0.14
LULC12 (Medium Density Residential)							0	0	0.28
LULC13 (High Density Residential)							0	0	0.41
LULC14 (Commercial)		299					0	299	0.72
LULC15 (Industrial)							0	0	0.53
LULC16 (Institutional)							0	0	0.34
LULC17 (Extractive)							0	0	0.02
LULC18 (Open Urban Land)							0	0	0.03
LULC21 (Cropland)							0	0	0.00
LULC22 (Pasture)							0	0	0.00
LULC23 (Orchards)							0	0	0.00
LULC24 (Feeding Operations)							0	0	0.02
LULC25 (Row and Garden Crops)							0	0	0.00
LULC41 (Deciduous Forest)							0	0	0.00
LULC42 (Evergreen Forest)							0	0	0.00
LULC43 (Mixed Forest)	248	53					248	53	0.00
LULC44 (Brush)							0	0	0.00
LULC50 (Water)							0	0	0.00
LULC60 (Wetlands)							0	0	0.00
LULC71 (Beaches)							0	0	0.00
LULC72 (Bare Rock)							0	0	1.00
LULC73 (Bare Ground)	256						256	0	0.09
LULC80 (Transportation)	1	79					1	79	0.95
LULC191 (Rural Residential)	3						3	0	0.04
LULC241 (Feeding Operations)	2	0					2	0	0.02
LULC242 (Agricultural Buildings)							0	0	0.02
TOTAL	510	510	0	0	0	0	510	510	Sub Totals
Septic Systems									
Residential Septic Systems- **Number**, Conventiona	6	0					6	0	N/A
Residential Septic Systems - **Number**, Denitrifying	0	0					0	0	N/A
Non-Residential Septic Systems- **Acres**, Conventiona	2	0					2	0	N/A
Non-Residential Septic Systems- **Acres**, Denitrifying	0	0					0	0	N/A
									Sub Totals
									TOTAL

Frostburg from Big Savage Mt. Looking SE

APPENDIX 3 and APPENDIX 4, Capital Projects

Capital Project List, City of Frostburg Comprehensive Plan

Utility Projects	FUNDING	Note	Estimated Cost
CSO Projects (reference Long Term Control Plan Update, 2009)			
Phase VII-VIII, Paul - E. Mechanic Street Corridor Design	D		$ 150,000
Phase VII-A, Taylor-Maple Street CSO Elimination Project Construction	1,2,3,D	2-Loan	$ 2,000,000
Phase VII-B, Maple - Bowery Street CSO Elimination Project Construction	1,2,D	2-Loan	$ 1,400,000
Phase VII-C, Bowery to Tide Gate CSO Elimination Project Construction	1,2,D	2-Loan	$ 1,250,000
Phase VIII, Tide Gate/Grant Street to Grahamtown CSO Elimination Project Construction	1,2,D,H	2-Loan	$ 1,750,000
Phase IX-A, College-Charles SCO Elimination Design, Construction	1,2,D	2-Loan	$ 2,300,000
Stormwater Retrofit, Rain Leader Removal	1,D,G		$ 50,000
Stormwater Restoration	1,2,F	2-Loan	$ 500,000
Water Projects			
Low Head Hydroelectric Turbine at Supply Dam Construction	6,9,13,15	9-Loan	$ 500,000
Savage Springs Rehabilitation and Energy Efficiency Project Design	C		$ 50,000
Savage Springs Rehabilitation and Energy Efficiency Project Construction	1,C		$ 350,000
Welsh Hill - Braddock Estates Waterline Loop Project Design	C		$ 50,000
Welsh Hill - Braddock Estates Waterline Loop Project Construction	1,C,X	Developer	$ 300,000
Other Utility Projects			
Water Meter Replacement/Upgrade Program	9,C,G	9-loan	$ 150,000
Salt Dome Retrofit	E		$ 75,000
Transportation Projects			
State Partnership Projects			
MD 736 Safety & Access Improvement Phase I, II, & III Design-Construction	6,A		$ 2,000,000
MD 736 Access and Intersection Improvements Phase IV Design and Construction	6, 7,8,A,X	Developer	$ 1,500,000
MD 936 Stormwater Improvements, Lower Grant to County Line	5,F		$ 600,000

Funding Source Code	
MDE	1
EPA	2
CDBG	3
SCP	4
MDOT	5
ARC	6
EDA	7
DBED	8
USDA-RD	9
US DOT	10
MD DNR	11
DHS	12
DOE	13
MDP	14
Other St.	15
Other Fed.	16
Local Paygo	A
Local Bonds	B
Local Water	C
Local Sewer	D
Local Streets	E
Local SW	F
Local Private	G
Local County	H

Utility Projects	FUNDING	Note	Estimated Cost
C&P Tunnel Upgrade, Feasibility Study with Allegany County	6,10,11,A,H		$ 125,000
Sidewalk/Bicycle Connectivity Project, MD 36 and Route 40 at East Gateway Design	A		$ 40,000
Frostburg Bicycle Beltway Feasibility	6,A		$ 50,000
Frostburg Trail to Sand Spring Run/FSU Connectivity Trail Feasibility	6,10,11,A		$ 30,000
Prichard Farm Connectivity Trail Feasibility	A,X		$ 30,000
Depot/Center Street-E. Main Street Intersection/Streetscape/Ped-Bike Feasibility	6,A,X		$ 40,000

Street Projects

Wood Street Streetscape, Design	3, A		$ 45,000
Streetscape Rebuild, Center and E. College across from FSU, Design	3,A		$ 70,000
Wood Street Streetscape, Construction	3, A		$ 350,000
Streetscape Rebuild, Center Street opposite FSU Construction	3,A		$ 300,000
Streetscape Rebuild, E. College Avenue opposite FSU Construction	3,A		$ 400,000
Sidewalk Connectivity, Armstrong/Shaw Street Corridor Feasibility	A		$ 30,000
S. Broadway Streetscape and Safety Improvements at Beall Elementary Design	A		$ 20,000
S. Broadway Streetscape and Safety Improvements at Beall El. Construction	3,A		$ 100,000
Mountain Ridge HS Streets to School Feasibility, Design, Construction	5,10,A		$ 150,000
Depot/Center/Main St. Intersection/Streetscape Feasibility	6,3,A		$ 70,000

Community Development Projects

City Square Surface Lot	3,A		$ 200,000
Strategic Plan for Parking	6,3,A		$ 75,000
Public Art, Murals and Place-Making	15,A		$ 20,000
East Downtown Surface Lot Property Assembly	3,A,X		$ 250,000
East Downtown Surface Lot Design	A		$ 35,000
East Downtown Surface Lot Construction	3,6,A		$ 250,000
Relocated Fire Station #1 Rehabilitation	3,9,X		$ 650,000

Funding Source Code	
Other Private	X

Funding Source Code

MDE	1
EPA	2
CDBG	3
SCP	4
MDOT	5
ARC	6
EDA	7
DBED	8
USDA-RD	9
US DOT	10
MD DNR	11
DHS	12
DOE	13
MDP	14
Other St.	15
Other Fed.	16
Local Paygo	A
Local Bonds	B

Utility Projects	FUNDING	Note	Estimated Cost
Energy Conservation Projects			
Energy Efficiency Retrofit, City Buildings (Utility Rebate Programs) Feasibility	15,A		$ 15,000
Streetlight Retrofit by LED Insert	13,A		$ 45,000
Distributive Energy Cooperative Feasibility	6,A		$ 30,000
Water System Energy Efficiency Improvements Feasibility	C		$ 25,000
Economic Development and Tourism Development Projects			
Business Park, Interior Infrastructure Design	6,A		$ 45,000
Business Park, Interior Infrastructure Construction	3,6,8,X	Business	$ 250,000
Inclined Plane Trail to Depot to Downtown Connectivity Project Feasibility	3,6,A		$ 30,000
Inclined Plane Trail to Depot to Downtown Connectivity Project Design	3,6,A		$ 250,000
Inclined Plane Trail to Depot to Downtown Connectivity Project Construction	3,6,10,A		$ 3,000,000
C&P ROW Linear Park/Trail - Frostburg Trail Phase III Design	3,6,A		$ 75,000
C&P ROW Linear Park/Trail - Frostburg Trail Phase III Construction	10,11,15,A		$ 400,000

Funding Source Code	
Local Water	C
Local Sewer	D
Local Streets	E
Local SW	F
Local Private	G
Local County	H
Other Private	X

Capital Project List , City of Frostburg Comprehensive Plan			
Project Title	**Project Type**	**Start**	**Finish**
CURRENT THROUGH SPRING 2013 START			
MD 736 Access and Safety Improvements Phase I Design-Construction*	Transportation/ED	Spring 2010	Spring 2012
Phase VII-VIII, Paul - E. Mechanic Street Corridor Design*	Utility, CSO Elimination	Fall 2010	Winter 2011
Savage Springs Rehabilitation and Energy Efficiency Project Design*	Utility, Water	Winter 2010	Winter 2011
City Square Landscaped Surface Parking Facility Construction*	Downtown/ED	Spring 2011	Fall 2011
Streetlight Retrofit to LED Inserts, Phase I*	Public Safety/Energy Efficiency	Spring 2011	Fall 2011
Relocated Fire Station #1 Occupancy Improvements*	Public Safety	Summer 2011	Spring 2012
Low Head Hydroelectric Turbine at Supply Dam Construction*	Utility, Water	Summer 2011	Winter 2011
Public Art, Murals and Place-Making Bicenennial Project	Downtown/ED	Fall 2011	Summer 2012
Strategic Plan for Parking	Downtown/ED	Fall 2011	Spring 2012
Phase VII-A, Taylor-Maple Street CSO Elimination Project Construction*	Utility, CSO Elimination	Fall 2011	Winter 2012
MD 736 Access and Safety Improvements Phase II Design-Construction*	Transportation/ED	Fall 2011	Summer 2012
Energy Efficiency Retrofit, City Buildings Rebates Feasibility	Energy Efficiency	Winter 2011	Summer 2012
Wood Street Streetscape Improvements Design	Transportation/Neighborhood	Spring 2012	Fall 2012
Stormwater Retrofit, Rain Leader Removal, Phase I	Utility, CSO Elimination	Spring 2012	Fall 2012
S. Broadway Streetscape & Safety Improvements at Beall El. School Design	Public Safety/Neighborhood	Summer 2012	Winter 2012
Savage Springs Rehabilitation and Energy Efficiency Project Construction	Utility, Water	Fall 2012	Summer 2013
MD 736 Access and Safety Improvements Phase III Design-Construction	Transportation/ED	Fall 2012	Summer 2013
Business Park, Interior Infrastructure Design	Economic Development	Winter 2012	Summer 2013
Frostburg Bicycle Beltway Feasibility Study	Transportation/ED	Spring 2013	Fall 2013
Phase VII-B, Maple - Bowery Street Project Construction	Utility, CSO Elimination	Spring 2013	Spring 2014

Project Title	Project Type	Start	Finish
Water Meter Replacement/Upgrade Program, Phase I	Utility, Water	Fall 2013	Fall 2014
Wood Street Streetscape Improvements Construction	Transportation/Neighborhood	Fall 2013	Fall 2014
East Downtown Surface Lot Property Assembly	Downtown/ED	Fall 2013	Fall 2014
MD 736 Access and Intersection Improvements Design & Construction	Transportation/ED	Fall 2013	Winter 2015
C&P Tunnel/Depot Upgrade, Feasibility Study with Allegany County	Downtown/ED	Winter 2013	Summer 2014
Stormwater Restoration Project #1	Utility, Stormwater Management	Winter 2013	Fall 2014
Streelight Retrofit to LED Inserts, Phase II	Public Safety/Energy Efficiency	Spring 2014	Fall 2014
Business Park, Interior Infrastructure Construction	Economic Development	Spring 2014	Winter 2014
Phase VII-C, Bowery to Tide Gate Construction	Utility, CSO Elimination	Spring 2014	Spring 2015
Welsh Hill - Braddock Estates Waterline Loop Project Design	Utility, Water	Summer 2014	Winter 2014
Streetscape Rebuild, Center and E. College across from FSU, Design	Transportation/Neighborhood	Summer 2014	Spring 2015
Inclined Plane Trail to Depot to Downtown Connectivity Project Feasibility	Downtown/ED	Fall 2014	Summer 2015
Stormwater Restoration Project #2	Utility, Stormwater Management	Winter 2014	Fall 2015
East Downtown Surface Lot Design	Downtown/ED	Spring 2015	Summer 2015
Stormwater Retrofit, Rain Leader Removal, Phase II	Utility, CSO Elimination	Spring 2015	Fall 2015
Phase VIII, Tide Gate/Grant Street to Grahamtown Construction	Utility, CSO Elimination	Spring 2015	Spring 2016

Project Title	Project Type	Start	Finish
SPRING 2016 START THROUGH SPRING 2018 START			
Water System Energy Efficiency Improvements Feasibility	Utility, Water/Energy Efficiency	Summer 2015	Winter 2015
Mountain Ridge HS Streets to School Feasibility	Transportation/Public Safety	Summer 2015	Winter 2015
Welsh Hill - Braddock Estates Waterline Loop Project Construction	Utility, Water	Summer 2015	Spring 2016
Phase IX Project Series Design	Utility, CSO Elimination	Summer 2015	Fall 2016
Frostburg Trail to Sand Spring Run/FSU Connectivity Trail Feasibility	Economic Development/Rec.	Fall 2015	Spring 2016
S. Broadway Streetscape and Safety Improvements at Beall El. Construction	Transportation/Neighborhood	Fall 2015	Summer 2016
Streetscape Rebuild, Center Street opposite FSU Construction	Transportation/Neighborhood	Fall 2015	Fall 2016
MD 936 Stormwater Improvements, Lower Grant to County Line Design	Transportation/Stormwater	Winter 2015	Summer 2016
Inclined Plane Trail to Depot to Downtown Connectivity Project Design	Downtown/ED	Spring 2016	Fall 2016
Salt Dome Retrofit	Utility, Street Maintenance	Summer 2016	Fall 2016
C&P ROW Linear Park/Trail - Frostburg Trail Phase III Design	Economic Development/Rec.	Fall 2016	Summer 2017
East Downtown Surface Lot Construction	Downtown/ED	Spring 2017	Summer 2017
Mountain Ridge HS Streets to School Access Improvements Construction	Transportation/Public Safety	Spring 2017	Fall 2017
Streelight Retrofit to LED Inserts, Phase III	Public Safety/Energy Efficiency	Spring 2017	Fall 2017
Stormwater Retrofit, Rain Leader Removal, Phase III	Utility, CSO Elimination	Spring 2017	Fall 2017
Depot/Center/Main Street Intersection/Streetscape Feasibility	Downtown/ED	Summer 2017	Winter 2017
Streetscape Rebuild, E. College Avenue opposite FSU Construction	Transportation/Neighborhood	Summer 2017	Spring 2018
MD 936 Stormwater Improvements, Lower Grant to County Line Construction	Transportation/Stormwater	Summer 2017	Summer 2018
Distributive Energy Cooperative Feasibility	Energy Efficiency	Fall 2017	Summer 2018
Phase IX-A E. College -Charles Street Project Construction	Utility, CSO Elimination	Fall 2017	Winter 2018
Prichard Farm Connectivity Trail Feasibility	Transportation/Rec.	Spring 2018	Summer 2018
Ped/Bike Connectivity Project, MD 36 & Route 40 at East Gateway Design	Transportation/ED	Spring 2018	Fall 2018
Sidewalk Connectivity, Armstrong/Shaw Street Corridor Feasibility	Transportation/Neighborhood	Spring 2018	Fall 2018
C&P ROW Linear Park/Trail - Frostburg Trail Phase III Construction	Economic Development/Rec.	Spring 2018	Winter 2018