POCOMOKE CITY COMPREHEHSIVE MASTER PLAN
2014

Adopted by Resolution October 6, 2014

ACKNOWLEDGMENTS & CREDITS

MAYOR AND COUNCIL

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George Tasker, Councilman

Diane Downing, Councilwoman

R. Dale Trotter, Councilman

Tracey Cottman, Councilwoman

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Peter Johnston & Associates, LLC

RESOLUTION NO. 485

A RESOLUTION OF THE POCOMOKE CITY MAYOR AND COUNCIL TO ADOPT "THE COMPREHENSIVE MASTER PLAN" AS PREPARED AND RECOMMENDED BY THE POCOMOKE CITY PLANNING AND ZONING COMMISSION.

WHEREAS, The Comprehensive Master Plan for Pocomoke City is a long range general guide for governing the future physical development within the Pocomoke City Planning area and adjacent to Pocomoke City for the next six (6)-ten (10) years, and

WHEREAS, the Pocomoke City Planning and Zoning Commission has worked with a professional planning consultant to develop the proposed Plan, and

WHEREAS, a Public Hearing was held by the Pocomoke City Planning and Zoning Commission on September 3, 2014, after publication in a local newspaper having general circulation in Pocomoke City and

WHEREAS, the revised Comprehensive Master Plan was prepared and presented in accordance with the, Annotated Code of Maryland, and other appropriate laws and regulations, and

WHEREAS, the Pocomoke City Planning and Zoning Commission has unanimously and formally recommended the adoption of the revised Comprehensive Master Plan by the Mayor and Council,

NOW, THEREFORE BE IT RESOLVED by the Mayor and Council of Pocomoke City as follows:

1. That the Comprehensive Master Plan for Pocomoke City, advertised for public hearing on September 3, 2014, as amended, be herby adopted. The Plan Shall consist of the following maps and exhibits:
    (a). A document entitled, "Comprehensive Master Plan, Pocomoke City, Maryland 2014". and
    (b). The following elements: Transportation, Community Facilities, Land Use, Housing, Sensitive Areas Elements, and related maps.

2. That this Resolution shall be certified to Maryland State Agencies and to the Worcester County Commissioners as required by law.

BE IT FURTHER RESOLVED by the Council of Pocomoke City that this Resolution will take effect upon approval of the Mayor.

September 8, 3014	October 6, 2014	_____
Date Introduced	Date Passed	Vice President

ATTEST

APPROVED BY ME THIS 6th DAY OF October

_____	_____
Carol L. Sullivan	Bruce A. Morrison
City Clerk	Mayor

POCOMOKE CITY COMPREHENSIVE MASTER PLAN

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INTRODUCTION

The purpose of the *Pocomoke City Comprehensive Master Plan* (henceforth, the "Plan") is to provide a series of goals, objectives, and recommendations to manage and direct growth and development in Pocomoke City. Upon adoption, it will become the basis for the preparation of more specific policies, programs, and legislation to implement the policies set forth in the Plan. As a policy document, it is general in nature, providing "big picture" guidance. The Plan encompasses the entire geographic area of the city, including all functional elements that bear upon its physical development such as transportation, land use, and community facilities. While the Plan is intended to describe the growth policies for the city, there are aspects of this growth that must be coordinated within a regional context.

The Plan provides the basic framework and direction for all components of what may be considered the city's planning program. The Plan is not a "stand-alone" document but is supported and, in turn, supports related plan implementation elements such as the following:

- Pocomoke City Zoning Ordinance;
- Pocomoke City Subdivision Regulations;
- Capital Improvement Plans and Budgets;
- Water and Sewer Facilities Plans; and
- Other important applicable ordinances such as Sediment and Erosion Control, Floodplain Management, Chesapeake Bay Critical Areas, Stormwater Management, and Forest Conservation.

Vision

Pocomoke City's vision is for a vibrant urban center that:

- provides safe and pleasant neighborhoods meeting the day-to-day needs of its residents;
- enables a strong local economy serving the needs of residents and the regional market while also providing employment opportunities for residents;
- provides the basic services and facilities its residents require to protect their health, safety, and welfare;
- sensitively fits itself within the surrounding natural environment; and
- protects its heritage for future generations.

CONTEXT FOR PLANNING—MARYLAND PLANNING LAWS AND POLICIES

The Plan's format is in response to planning laws and policies promulgated at the state level. These laws and policies define not only the basic topics the Plan must address, but also influence the policies' framework for planning. The following provides a brief discussion of the key state planning related laws and policies.

The Land-Use Article (Formerly Article 66B—Planning and Zoning Enabling Act)

The Land-Use Article of the Annotated Code of Maryland sets forth the minimum requirements for a comprehensive plan, which include, among other things, the following:

- A statement of goals and objectives, principles, policies, and standards;
- A land-use plan element;
- A municipal growth element;
- A sensitive areas element;
- A transportation plan element;
- A community facilities plan element;
- A water resource element;
- A mineral resources plan element, if current geological information is available;
- An element that contains the planning commission's recommendations for land development regulations to implement the plan; and
- Other elements, such as a community renewal section, housing, conservation, natural resources, etc., at the discretion of the Pocomoke City Planning and Zoning Commission.

The context for planning in Pocomoke City also addresses the 12 "Visions" contained in the Maryland Growth Management, Resource Protection and Economic Development Act, namely:

1. A high quality of life is achieved through universal stewardship of the land, water, and air, resulting in sustainable communities and protection of the environment.

2. Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving the community's goals.

3. Growth is concentrated in existing population and business centers, and growth areas are adjacent to these centers, or strategically selected new centers.

4. A compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and the preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources.

5. Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner.

6. A well-maintained, multi-modal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers.

7. A range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes.

8. Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the state's natural resources, public services, and public facilities are encouraged.
9. Land and water resources, including the Chesapeake and Coastal Bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources.

10. Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.

11. Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.

12. Strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these visions.

The *Maryland Economic Growth, Resource Protection and Planning Act of 1992* added the requirement that a comprehensive plan must contain a "Sensitive Areas Element" that describes how the jurisdiction will protect the following:

- Streams and stream buffers;
- 100-year floodplains;
- Endangered species habitats;
- Nontidal wetlands;
- Steep slopes; and
- Other sensitive areas a jurisdiction wants to protect from the adverse impacts of development.

The Critical Area Act

Portions of Pocomoke City are located in the Chesapeake Bay Critical Area. The Critical Area Act was passed in 1984. The law identified the "Critical Area" as all land within 1,000 feet of the Mean High Water Line of tidal waters or the landward edge of tidal wetlands and all waters of and lands under the Chesapeake Bay and its tributaries. The law created a statewide Critical Area Commission to oversee the development and implementation of local Critical Area programs that met the following goals:

- Minimize adverse impacts on water quality that result from pollutants that are discharged from structures or conveyances or that have run off from surrounding lands;

- Conserve fish, wildlife, and plant habitat in the Critical Area; and

- Establish land-use policies for development in the Critical Area that accommodate growth and address the fact that, even if pollution is controlled, the number, movement, and activities of persons in the Critical Area can create adverse environmental impacts.

The Critical Area Commission developed criteria that were used by local jurisdictions to develop local programs and amend local comprehensive plans, zoning ordinances, and subdivision regulations. Pocomoke City was granted an exclusion from the Critical Area Law in the mid-1980s. However, Critical Area requirements are applicable to land annexed after 1997.

Neighborhood Conservation and Smart Growth Areas Act of 1997

In 1997, the Maryland General Assembly enacted the *Neighborhood Conservation and Smart Growth Areas Act* (hereafter, "Smart Growth"). The intent of the legislation is to marshal the state's financial resources to support growth in Maryland's communities and limit development in agricultural and other resource conservation areas. At the heart of the Smart Growth concept are the "Priority Funding Areas" (PFAs) where state funding for capital projects will be targeted. PFAs include municipalities, rural villages, communities, industrial areas, and locally designated growth areas planned for service with public water and sewerage.

Plans must show designated "Growth Areas" including areas planned for annexation by municipalities. Land within local growth boundaries may be designated as a Priority Funding Area (PFA) provided sewer service is planned in a 10-Year Water and Sewerage Plan and provided such designation is a long-term and planned development policy that promotes efficient use of land and public infrastructure. Plans must include areas considered as PFAs, such as planned water and sewerage service areas, residential development areas, industrial development areas, economic development areas, and parks.

Maryland State Finance and Procurement Article

Maryland has procedures to ensure that public infrastructure improvements are consistent with growth policies as defined in the law. The Land-Use Article stipulates that a local government "may not approve a local construction project involving the use of state funds, grants, loans, loan guaranties, or insurance, unless the project is consistent with the state's "visions."

The *Maryland State Finance and Procurement Article* links the concept of Priority Funding Areas to state financial assistance funding for infrastructure and other related projects. The Finance and Procurement Article states that funding for growth-related projects may be provided by the state "…if an existing community receives a public or community sewer system, an area beyond the periphery of the developed portion of the existing community may be designated as a priority funding area, if the development has a permitted average density of at least 3.5 units per acre and is served by a public or community sewer system."[1]

2006 Maryland House Bill 1141

In 2006, the Maryland State Legislature passed House Bill 1141 (HB 1141). The law amended the Land-Use Article and Article 23A: "Municipal Annexation Act" of the Annotated Code of Maryland. Amendments include a requirement that local governments include a "water resources element" and a "municipal growth element" in their comprehensive plans.

HB 1141 establishes additional substantive and procedural requirements for municipalities preparing comprehensive plans. This includes inter-governmental coordination for land-use and growth management planning.

Information developed under the provisions of HB 1141 is reviewed and evaluated by state agencies including the Maryland Departments of the Environment, Natural Resources, and Planning. Substantive procedural requirements include the following:

- The city must include in its Plan a "municipal growth element" that specifies where Pocomoke City intends to grow, if at all, outside its existing corporate limits. It also must discuss how the city intends to address services, infrastructure, and environmental protection needs for any growth area.
- The city must develop the "municipal growth element" in coordination with the adjoining county or counties. Prior to approving a growth element, the city must provide a copy to the adjoining county, accept comments from the county, meet and confer with the county, and, on request from either entity, engage in mediation to facilitate the agreement concerning the growth element.

[1] Maryland Code, State Finance and Procurement 5-7B-03

- The city and county must include in their respective comprehensive plans a "water resource plan element" that identifies drinking water and other water resources to meet current and future demands. It also must identify suitable water and land areas to receive stormwater and wastewater derived from development.
- In order for land annexed after September 2006 to qualify for state assistance as a Priority Funding Area, the city must complete an analysis of land capacity available for development. This includes infill and redevelopment. It also includes an analysis of land as needed to satisfy demand for development.
- The city must develop and share with other planning agencies an "annexation plan" that is consistent with its growth element in the Plan.

Smart and Sustainable Growth Act of 2009

The Smart and Sustainable Growth Act of 2009 establishes annual reporting criteria to the Maryland Department of Planning. The objective is to collect data that measures growth trends and impacts statewide over time. Measures and indicators for reporting include the following textual and mapped information:

- The amount and share of growth being located inside and outside PFAs;
- The net density of growth in these areas;
- The creation of new lots and the issuance of residential and commercial building permits in these areas;
- The development capacity analysis (updated every three years or when significant change occurs in land use/zoning);
- The number of acres preserved with local agricultural land preservation funding (if applicable); and
- Other information on achieving statewide goals under revised state laws.

County and municipal corporations that issue less than 50 building permits per year for new residential units are exempt from the stipulated measures and indicators. However, all jurisdictions are required to submit an annual report.

The Smart and Sustainable Growth Act of 2009 also sought to clarify the role of the comprehensive plan and the adoption of ordinances and regulations in relation to comprehensive planning. The intent of the Maryland General Assembly is to create consistency with comprehensive plans that "…should be followed as closely as possible while not being elevated

to the status of an ordinance and that deviations from the plan should be rare." Legislative intent also seeks to encourage the development of ordinances and regulations that apply to locally designated PFAs, promoting mixed uses, sustainable design and development, and incentive-based processes consistent with the new state "visions."

The Smart and Sustainable Growth Act of 2009 requires all local jurisdictions to enact a land-use plan and educate Planning Commission and Board of Zoning Appeals members regarding the planning process. It also highlights the important role played by citizens involved in the comprehensive planning process for their respective communities. According to the amendment, "Citizens invest countless hours in determining the future direction of their jurisdiction through local comprehensive plans…and…the people of Maryland are best served if land-use decisions are consistent with locally adopted comprehensive plans."

Sustainable Growth and Agricultural Preservation Act of 2012

The Maryland General Assembly approved the Sustainable Growth and Agricultural Preservation Act of 2012 (Senate Bill 236), also known as the septic bill, during the 2012 General Assembly session. "The goal of the law is to limit the disproportionate impacts of large subdivisions on septic systems on…farm and forest land, streams, rivers, and the Chesapeake and Coastal Bays. The act provides a moderate and reasonable approach for planned development using on-site sewage disposal systems."[2]

[2] Implementation Guidance for The Sustainable Growth and Agricultural Preservation Act of 2012, Senate Bill 236, Maryland Department of Planning, August 1, 2012, p. 1

SECTION 1—COMMUNITY PROFILE

Location

Pocomoke City is located the southern portion of the Lower Eastern Shore of Maryland and nearly midway on the Delmarva Peninsula (see Figure 1-1). From a planning perspective, its geographical context may be defined several ways, including:

- *Chesapeake Bay Watershed:* Part of the drainage area for the Chesapeake Bay thus impacts by state and national policies address water quality in the Bay and its tributaries.

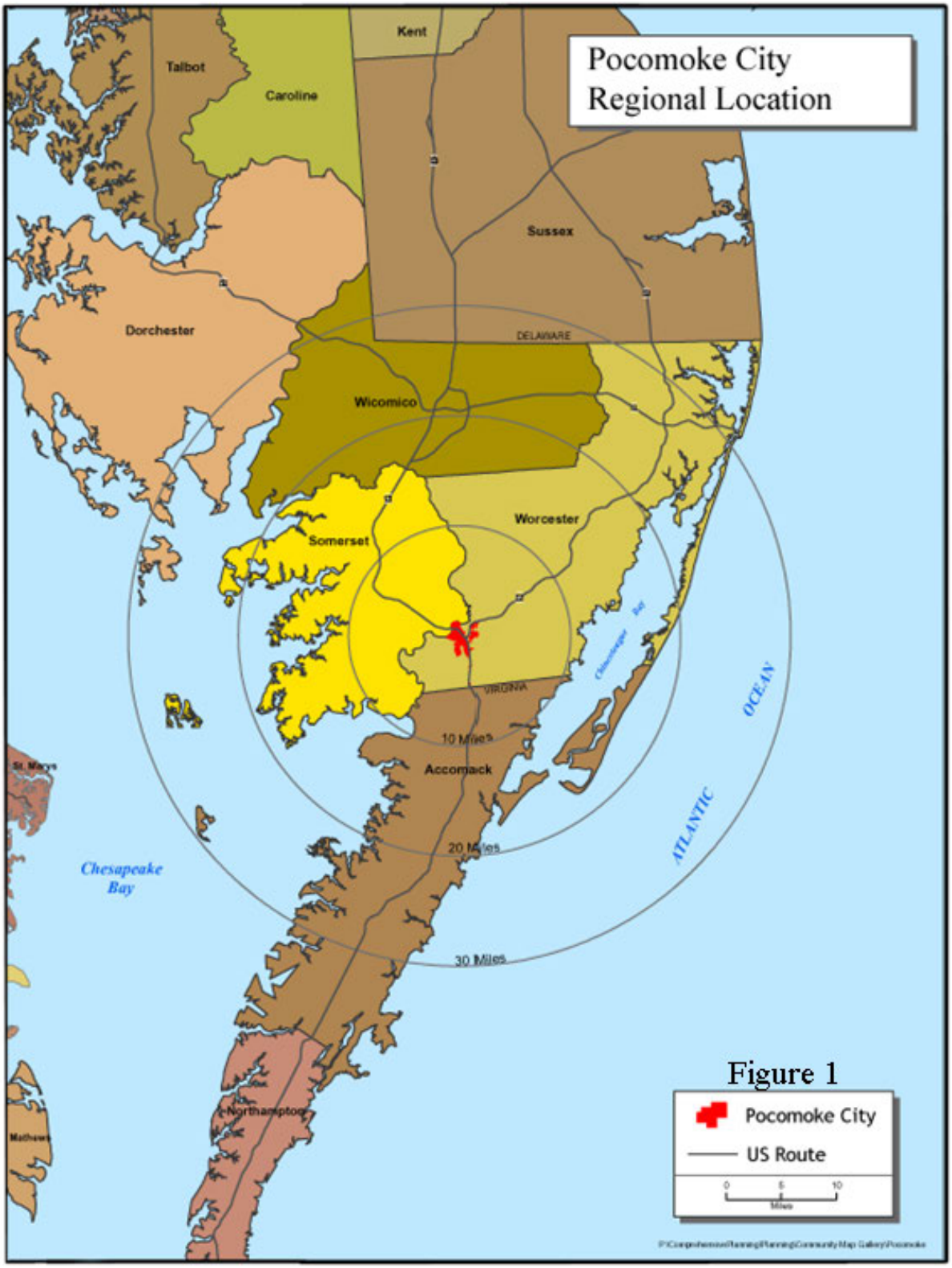
- *The Delmarva Peninsula:* Fluctuations in the region's (and Nation's) economy affect quality of life in Pocomoke City.

- *Worcester County:* Unique location among Maryland's Eastern Shore counties, in large part due to the attractiveness of assess to the Atlantic Ocean, with some spin-off benefits for the city. Pocomoke City is within 40 miles or less of Ocean City, Maryland, Assateaque Island (Maryland and Virginia).

Added to this is the city's proximity to Wallops Island located 21 miles to the south. In a 2013 article, the *Baltimore Sun Paper* stated that, "No longer will the barrier island be considered an obscure outpost of science. Instead, it has the potential to become a major launching pad for the U.S. space program. That distinct possibility represents an economic coup not just for Virginia but for Maryland as well. The benefit to the region is significant—more than 1,600 jobs and nearly $400 million in economic impact, according to a 2011 Salisbury University study."[3]

[3] http://articles.baltimoresun.com/2013-09-23/news/bs-ed-wallops-20130922_1_wallops-island-wallops-flight-dust-environment-explorer.

Figure 1 - Location



Population

Trends in the county and city's populations over time show whether the jurisdictions are growing, both in absolute terms and with respect to one another. From 2000 to 2010, Worcester County's population grew by 2,891 people, a 10% increase, all as a result of migration into the county. In-migration, as opposed to the net of births and deaths, was the sole component of population growth in the county and appears to be the result of people moving to the area for quality of life as opposed to jobs.

Table 1 shows the absolute population numbers for Pocomoke City and Worcester County and the city's population as a share of the county's population. These figures indicate that the county's population has been growing much faster than that of the city over the past 40 years.

Table 1: Population Growth 1970–2010, Pocomoke City and Worcester County, Maryland

Year	Pocomoke	Worcester County	City as a Percentage of the County Population
1970	3,573	24,442	14.62%
1980	3,558	30,889	11.52%
1990	3,922	35,028	11.20%
2000	4,098	46,543	8.80%
2010	4,184	51,454	8.13%

Data Sources: A Profile of Socioeconomic Measures, Selected Geographies: Worcester County MD. Economic Profile System-Human Dimensions Toolkit. July 10, 2012, U.S. Department of Commerce. 2012, Census Bureau, Population Division, Washington, D.C.

Relative to the state, Pocomoke City and Worcester County have experienced radically different population growth rates (See Table 2). Worcester County's population growth rate exceeded that of the state and Pocomoke City's through 2010. Pocomoke City lost population in the 1970s. Following a spike in growth in the 1980s similar to that of the county, Pocomoke City's population growth rate steadily declined through 2010.

Table 2: Annual Growth Rate 1970–2010, Pocomoke City, Worcester County, and Maryland

Period	Pocomoke City	Worcester County	Maryland
1970–1980	-0.04%	1.75%	0.72%
1980–1990	0.98%	1.42%	1.26%
1990–2000	0.44%	1.31%	1.03%
2000–2010	0.21%	1.55%	0.87%

Source: A Profile of Socioeconomic Measures, Selected Geographies: Worcester County MD. Economic Profile System-Human Dimensions Toolkit. July 10, 2012.

Age Groups

Table 3 compares age distribution of the city's population as reported in the 2010 Census. Pocomoke City's population age distribution has remained fairly constant with a slight decrease in the group more than 64 years of age. Conversely, Worcester County has experienced an increase in this age group. Compared to the U.S., Pocomoke City and Worcester County's age distribution in 2010 was slightly higher in the age group 64 and older.

Table 3: Age Distribution 2010, Pocomoke City, Worcester County, Maryland, and the U.S.

Age	Pocomoke City	Worcester County	Maryland	U.S.
Less than 25	37.0%	20.2%	26.3%	35.3%
25 to 64	47.8%	56.6%	61.5%	52.2%
65 and older	15.2%	23.2%	12.3%	12.4%

Source: U.S. Department of Commerce, Census Bureau, 2010 Census of Population.

The composition of population by age also is an indication of community character. In 2010, the median age of city residents was 36.4 years, which was much less than the county's median age of 48.1 years and slightly higher than that of the U.S., which was 35.3 years. Compared to Worcester County and the state, Pocomoke City has a higher proportion of young adults. Almost 52% percent of the city's residents are under 18 or 65 years and over compared to about 48 percent countywide.

Age groups are useful for estimating the size of the primary workforce (25 to 64) and may be an indicator of the need for education services for residents less than 25 years old and/or services for older residents (65 and older).

Gender

Females accounted for nearly 49 percent of the city's population in 2010 and were a greater percentage of the population than that of the county, state, and U.S. (see Table 4).

Table 4: Gender 2010, Pocomoke City, Worcester County, Maryland, and the U.S

Jurisdiction	Male	Female
Pocomoke	44.4%	55.6%
Worcester	48.7%	51.3%
Maryland	48.4%	51.6%
U.S.	49.2%	50.8%

Race

In 2010, the majority of the city's population was classified as "one race" and was fairly evenly distributed between the White and Black or African American races (see Table 5). The distribution was substantially different than that of Worcester County's racial makeup, which was predominantly white. Pocomoke City's white population percentage was closer to that of the state and well below that of the county and the Black or African Americans race was a much large percentage of the city's population in 2010 than was recorded for the county, state and U.S.

Table 5: Racial Makeup 2010, Pocomoke City, Worcester County, Maryland, and the U.S.

Race	Pocomoke	Worcester	Maryland	U.S.
One Race	0.98	0.983	0.971	0.971
White	49.5%	82.0%	58.2%	72.4%
Black or African American	45.8%	13.6%	29.4%	12.6%
American Indian and Alaska Native	0.5%	0.3%	0.4%	0.9%
Asian	1.3%	1.1%	5.5%	4.8%
Native Hawaiian and Other Pacific Islander	0.0%	0.0%	0.1%	0.2%
Some Other Race	1.0%	1.2%	3.6%	6.2%
Two or More Races	2.0%	1.7%	3.6%	6.2%

Source: U.S. Department of Commerce, Census Bureau, 2010 Census of Population

Households

From 1970 to 2010, new household formation out-paced population growth in the city. The most significant household growth occurred during the 1980s when households were added at an average annual rate of 1.4 percent per year.

Table 6 below compares annual growth rates in each decade with the 40-year annual average of Pocomoke City and Worcester County. In the period 1970 to 2010, Pocomoke City's households grew at an average rate 0.71 percent compared to a population growth rate of 0.21 percent. During the same period, Worcester County's households grew at an average rate of 2.63 percent as compared to a population growth rate of slightly less than two percent.

Table 6: Household Growth by Decade, Pocomoke City, and Worcester County

Jurisdiction	1970–1980	1980–1990	1990–2000	2000–2010	1970–2010
Pocomoke City					
Number	129	208	32	30	399
Percent	10.51%	15.34%	2.05%	1.88%	32.52%
Annualized Rate	1.00%	1.44%	0.20%	0.19%	0.71%
Worcester County					
Number	3,787	2,486	5,552	2,531	14,356
Percent	48.13%	21.33%	39.26%	12.85%	182.44%
Annualized Rate	4.01%	1.95%	3.37%	1.22%	2.63%

Source: U.S. Department of Commerce, Census Bureau, Peter Johnston & Associates, LLC.

Average household size in 2010 for Pocomoke City remained at 2.52 persons per household, indicating that the long-term reduction in the average household size in the city may be ending. This is consistent with national trends. According to the Pew Research Center, "the average size of U.S. households has been declining for decades, but may have grown in recent years, at least in part because of an increase in multi-generational households. Average household size in Maryland, which had declined in the 1970s, 1980s, and 1990s, grew by a tiny amount from 2000 to 2010, according to numbers analyzed by the Maryland State Data Center. In 1970, average household size was 3.25 in Maryland; in 1980, it was 2.82; in 1990, 2.67; in 2000, 2.61. In 2010, it was again 2.61 (the 2000 and 2010 numbers look the same, but the Data Center's analysis shows there actually was an increase of .01 before rounding)."[4]

Like population and age, the makeup of households gives some insight into community character. As shown below, 1,077 households, or about 62 percent of all households, were family households in 2010, that is, they were composed of persons related to the householder by birth, marriage, or adoption. Children were found to be a part of 534 households or about 47 percent of all households (see Table 7). The remainder of households was considered to be "non-family households."

Table 7: Households 2010, Pocomoke City, Maryland

	Children in Household			% of Total
Households	**Yes**	**No**	**Sum**	**Households**
Family Households				
Married Couple Families	241	337	578	35.5%
Male Householder, No Wife	50	44	94	5.8%
Female Householder, No Husband	243	162	405	24.9%

[4] Pew Research Center, http://www.pewsocialtrends.org/2011/04/22/census-2010-household-size-trends/.

Subtotal	534	543	1,077	66.2%
Non-Family Households	67	482	549	33.8%
Total households	1,144	482	1,626	100.0%

Source: U.S. Commerce Department, Census Bureau Summary File 1 Census 2010, 2011.

Other relevant findings concerning households from the 2010 Census regarding households included the following:

- 36 percent had children;
- 28 percent had one or more persons 65 years or older;
- 30 percent were one-person households;
- 54 percent of housing units were owner-occupied; and
- 47 percent of housing units were renter-occupied.

Income and Poverty

Estimated income characteristics for Pocomoke City were substantially lower than that of the county, state and the U.S. averages. Although Pocomoke City's per capital income as of 2007–2011, $1,924, increased by approximately 10 percent from 2000, it remains much lower than the state, county, or national averages. Pocomoke City's median household income is $30,909, which has grown by about five percent since 2000 (see Table 8).

Table 8: Income (In 2011 Inflation-Adjusted Dollars), Pocomoke City, Worcester County, Maryland, and the U.S.

	Pocomoke	Worcester	Maryland	U.S
Median household income (dollars)	$30,909	$57,474	$72,419	$52,762
Mean household income (dollars)	$45,477	$76,025	$94,020	$72,555
Per capita income (dollars)	$19,241	$32,811	$35,751	$27,915

Source: U.S. Department of Commerce, Economics and Statistics Administration, U.S. Census Bureau, American Community Survey, Selected Economic Characteristics, 2007–2011 Estimates.

According the estimates from the U.S. Census Bureau made for the period 2007 through 2011, the percentage of families and people whose income was below the poverty level was substantially higher than that of the county, state, or nation. Among families whose income was below the poverty level, those with a female householder, no husband present, were the highest. Unrelated individuals 15 years and over accounted for the largest percentage of people whose income was below the poverty level (see Table 9).

Table 9: Percentage of Families and People Whose Income in the Past 12 Months was Below the Poverty Level, Pocomoke City, Worcester, Maryland, and the U.S.

	Pocomoke	Worcester	Maryland	U.S.
All families	21.50%	6.80%	6.10%	10.50%
Married couple families	8.50%	4.10%	2.30%	5.10%
Families with female householder, no husband present	33.60%	22.10%	17.90%	29.40%
All people	27.00%	10.60%	9.00%	14.30%
Under 18 years	27.20%	17.00%	11.50%	20.00%
18 years and over	26.90%	9.20%	8.20%	12.50%
People in families	24.10%	8.40%	6.60%	11.80%
Unrelated individuals 15 years and over	43.70%	20.60%	19.70%	25.30%

Source: U.S. Department of Commerce, Economics and Statistics Administration, U.S. Census Bureau, American Community Survey, Selected Economic Characteristics, 2007–2011Estimates.

Unemployment

Chart 1 compares the unemployment rate for Worcester over time with that of the state and national averages.[5] Worcester County's unemployment rate has consistently been higher than that of the U.S. and Maryland. Maryland's rate has followed the trends in the U.S. while remaining less than that of the nation. The county's unemployment rate has worsened compared to the state and national rates.

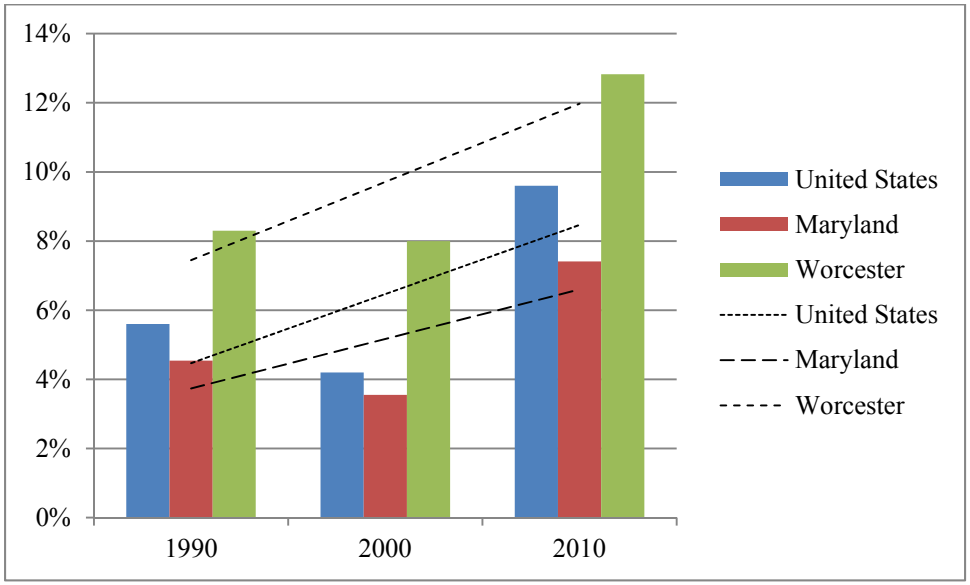


Chart 1: Unemployment Rates in 1990, 2000, and 2010 in Worcester County, Maryland, U.S.

[5] Source: U.S. Department of Labor, Bureau of Labor Statistics.

Over the past five years (2008–2012), Pocomoke City's unemployment rate has been slightly higher and has followed county trends (see Chart 2).[6] Both the county and city's rates were consistently high than state and national averages (the dotted lines show trends over time).

Worcester County's unemployment is typically higher in the winter months (December through February) and lower April through October, underscoring the seasonal nature of the local economy (see Chart 3). The city's 2012 unemployment rate followed a similar pattern. By way of contrast, the U.S. and state's monthly unemployment rates remained fairly consistent throughout the years, indicating the local economy lacks the state and nation's employment diversity.[7]

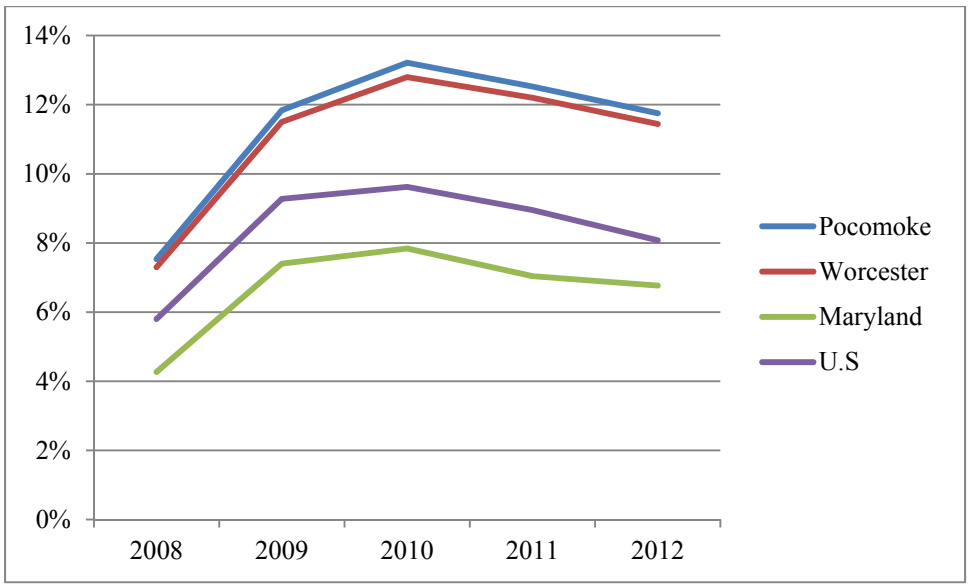


Chart 2: Average Annual Unemployment Rates, 2007–2011, Pocomoke City, Worcester County, Maryland, U.S.

[6] Source: U.S. Census Bureau, 2007-2011 American Community Survey
[7] Source: U.S. Department of Labor, Bureau of Labor Statistics.

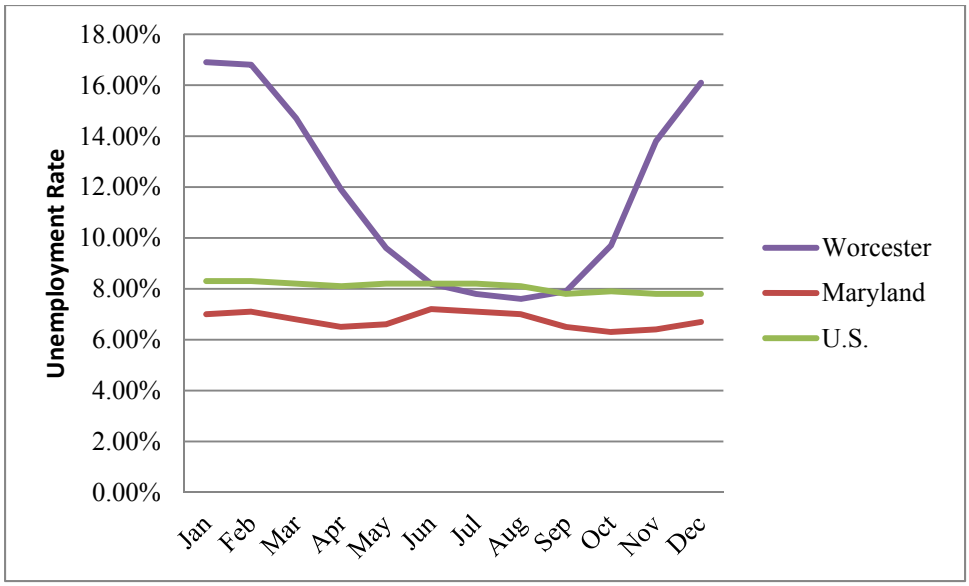


Chart 3: Unemployment Rates by Month, 2012, Worcester County, Maryland, U.S.

Industry Employment Growth in Jobs

Retail establishments were a more dominant component of the local economy in the 21851 zip code area in 2010 compared to the State of Maryland (See Chart 4).[8] Accommodations and food service establishments, along with retail trade and other services, accounted for over half of all business establishments in this zip code area in 2010. This clustering of business establishments is likely due to the concentration of sales and services along the US 13 corridor.

[8] Sources: U.S. Bureau of Economic Analysis, U.S. Census 2010 County and Zip Code Business Patterns Analysis.

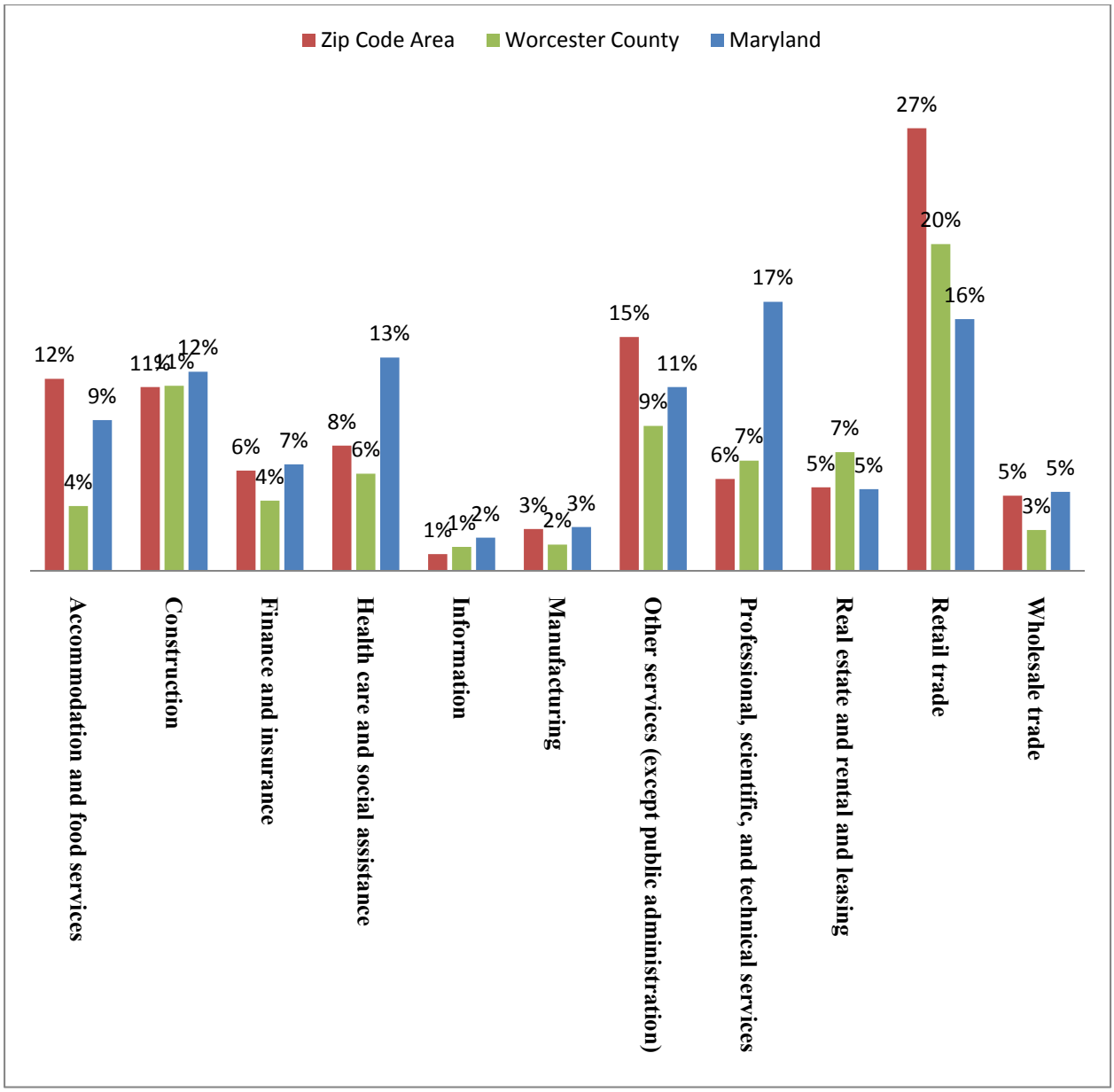


Chart 4: Business Establishments by Sector, 2010, 21851 Zip Code Area, Worcester County, Maryland

A look at the trends in the local and regional economies provides a sense of economic activity and may indicate where opportunities for economic development lie. During the three-year period from 2007 to 2010, jobs and wages were lost throughout the state and local economies. The job and annual payroll loss rates in the Pocomoke zip code area (21851) were less than that of the county but more than that of the state (see Tables 10 and 11).

Table 10: Employment 2007–2010, Pocomoke City Zip 21851 Code Area, Worcester County, and Maryland

	Paid employees for pay period including March 12		
Year	**Zip Code 21851**	**Worcester**	**Maryland**
2007	3,036	19,193	2,239,181
2010	2,705	16,683	2,075,507
Change			
Number	-331	-2,510	-163,674
Annual Rate	-0.50%	-1.53%	-0.43%

Sources: U.S. Bureau of Economic Analysis, U.S. Census 2010 County and Zip Code Business Patterns Analysis.

Table 11: Annual payroll ($1,000) 2007–2010, Pocomoke City Zip Code Area 21851, Worcester County, and Maryland

Year	**Zip**	**Worcester**	**Maryland**
2007	103,073	549,395	99,467,512
2010	101,175	516,126	97,807,214
Change			
Number	-1,898	-33,269	-1,660,298
Annual Rage	-0.50%	-1.53%	-0.4%

Sources: U.S. Bureau of Economic Analysis, U.S. Census 2010 County and Zip Code Business Patterns Analysis.

Table 12 examines employment trends by industry in Worcester County. From 2005 to 2010, the largest shifts in employment (in terms of absolute values) were in construction, accommodation and food service, manufacturing, and retail trade. These industries lost over 1,800 jobs in this period. In terms of percentage of jobs lost, the leading industries were forestry, fishing, hunting, and agriculture support, construction, manufacturing, and information. The greatest gainers (in terms of absolute values) were health care and social assistance, other services (except public administration), educational services, and finance and insurance. In terms of percentage of jobs gained, the leading industries were educational services, health care and social assistance, and other services (except public administration).

Table 12: Paid Employees by Industry 2005–2010, Worcester County, Maryland

NAICS code description	Paid employees for pay period including March 12			
	2005	2010	Change	Percent
Total	18,242	16,683	-1559	-8.55%
Forestry, Fishing, Hunting, and Agriculture Support	128	52	-76	-59.38%
Mining	NP	NP	NP	NP
Utilities	NP	NP	NP	NP
Construction	1,886	1,030	-856	-45.39%
Manufacturing	761	437	-324	-42.58%
Wholesale Trade	357	337	-20	-5.60%
Retail Trade	3,547	3,288	-259	-7.30%
Transportation and Warehousing	98	103	5	5.10%
Information	223	155	-68	-30.49%
Finance and Insurance	503	528	25	4.97%
Real Estate and Rental and Leasing	572	482	-90	-15.73%
Professional, Scientific, and Technical Services	660	608	-52	-7.88%
Management of Companies and Enterprises	NP	NP	NP	NP
Administrative and Support and Waste Management and Remediation Services	507	487	-20	-3.94%
Educational Services	114	145	31	27.19%
Health Care and Social Assistance	1,645	1,965	320	19.45%
Arts, Entertainment, and Recreation	524	519	-5	-0.95%
Accommodation and Food Services	5,640	5,261	-379	-6.72%
Other Services (except Public Administration)	1,045	1,127	82	7.85%
Unclassified	9	0	-9	-100.00%
Suppressed due to disclosure rules	23	159	136	591.30%

Sources: U.S. Bureau of Economic Analysis, U.S. Census 2010 County and Zip Code Business Patterns Analysis.

Travel to Work

On average, Pocomoke City residents spend 18.5 minutes per day commuting to work, which is lower than the state average of 31.7 minutes and is lower than the county average of 22.3 minutes (see Table 13).

Table 13: Commuting to Work, Pocomoke City, Worcester County, and State of Maryland

Commuting To Work	Pocomoke	Worcester	Maryland
Workers 16 years and over	1,530	23,501	2,868,084
Car, truck, or van—drove alone	1,324	19,509	2,100,669
Car, truck, or van—carpooled	70	1,883	301,940
Public transportation (excluding taxicab)	15	343	251,975
Walked	87	458	68,162
Other means	14	337	31,607
Worked at home	20	971	113,731
Mean travel time to work (minutes)	18.5	22.3	31.7

Source: U.S. Census Bureau, American Community Survey.

SECTION 2—LAND USE

Goal and Objective

Goal: Retain the city's unique character even as growth occurs.

- Objective #1: Encourage compatible growth and reinvestment in properties by facilitating infill and redevelopment within the city to accommodate the future population.

- Objective #2: Protect existing residential neighborhoods from incompatible uses.

- Objective #3: Ensure that public lands are used in a manner that best serve the needs of the population.

- Objective #4: Continue to implement revitalization projects in the Downtown Business District including assistance to new start-up businesses, façade improvements, sidewalk maintenance and pedestrian improvements, improved signage and overall beautification.

Existing Land Use

The 2010 land-use/land-cover data provided by the Maryland Department of Planning presented on Map 1 gives a general snapshot of existing land use in and around Pocomoke City. It is apparent from the map that Pocomoke City's existing urban land-use pattern stands in stark contrast to that of the predominantly rural surrounding area. This distinct contrast between the intensity of the city's built environment and the resource-dominated landscape of the outlying areas contributes to the quality of life for residents in both environments.

It also seems reasonable to believe that further non-agriculture development in county areas around the city (primarily rural large-lot subdivisions) will slow due in part to state initiatives like the Sustainable Growth and Agricultural Preservation Act of 2012 and the Maryland Department of the Environment's new septic treatment requirements (nitrogen-removal technology) that adds a substantial cost to the development of septic systems. It is not difficult to conclude that the area surrounding the city will continue the existing natural resource-dominated pattern for the foreseeable future.

Residential and public and semi-public developed uses were dominant within the city in 2010, constituting nearly 40 percent of the total incorporated area (see Table 14). Over half of the public and semi-public land-use category was included in the three public school sites and the city's wastewater treatment site. Employment uses, both commercial and industrial, were about 16 percent of all land use in 2010.

Map 1: Area Land Use - 2010

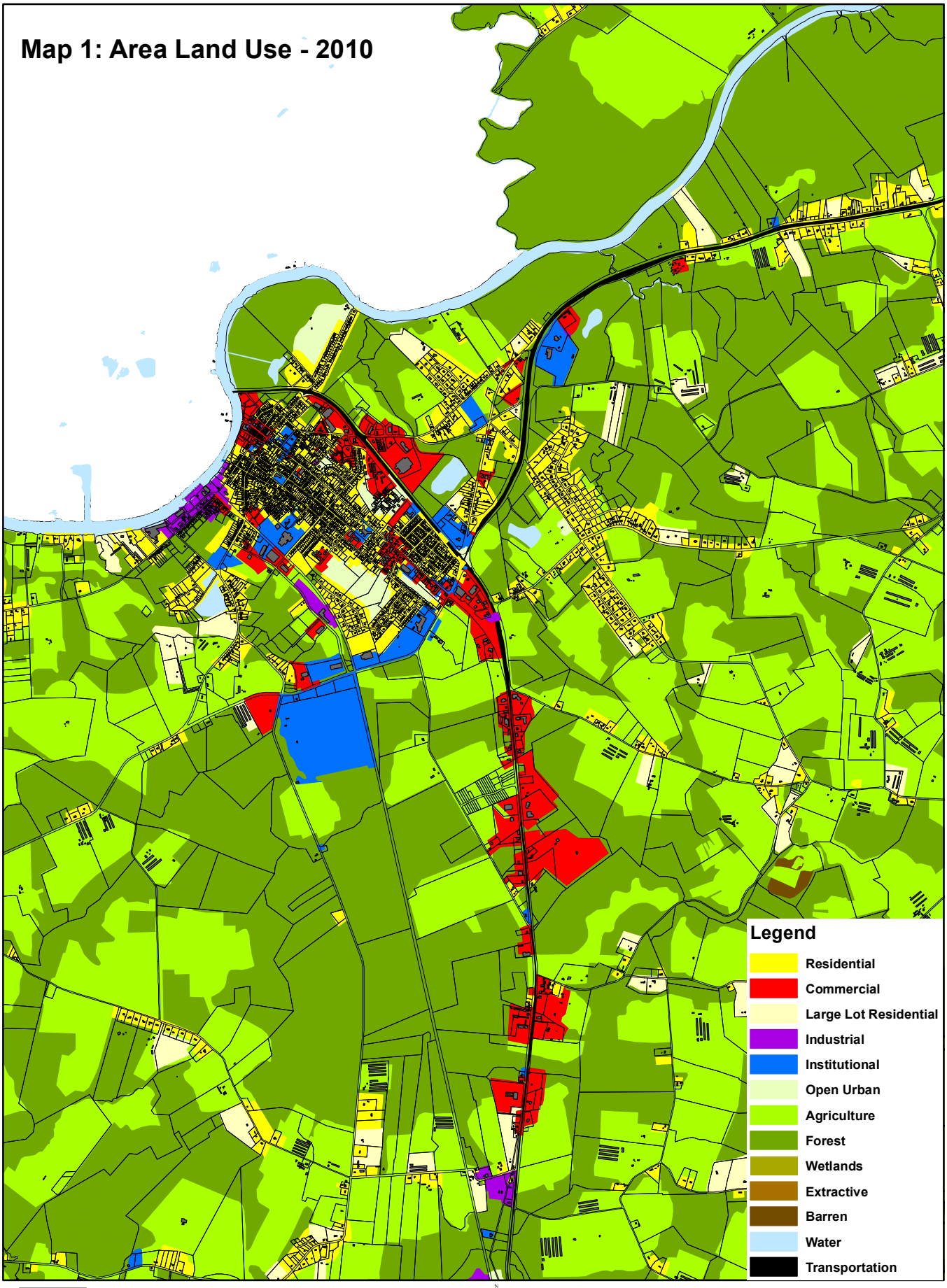


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Table 14: Land Use 2010, Pocomoke City

Land Use	Acres	Percent of Total
Agriculture	91	3.7%
Residential	462	18.7%
Commercial	352	14.2%
Industrial	51	2.0%
Public/Semi-public	505	20.4%
Park and Open Space	271	11.0%
Vacant	476	19.3%
Transportation	266	10.8%
Total	**2,474**	**100.0%**

Source: Peter Johnston & Associates, LLC.

Vacant and Underutilized Land

Approximately 495 acres of city land were vacant in 2010. Of this acreage, 265 acres were zoned for residential development and about 230 acres were zoned for commercial or industrial use (see Table 15). An additional 239 acres were underutilized, divided as 118 acres zoned for residential development and 121 acres zoned for commercial or industrial use (see Map 2).

Table 15: Vacant and Underutilized Land 2010, Pocomoke City

Land Use/Zoning	Vacant (acres)	Underutilized (acres)	Total (acres)	Percent
Residential				
R-1	111	0	111	15%
R-2	137	100	237	32%
R-3	17	18	35	5%
Total	265	118	383	52%
Commercial				
B-1	0	0	0	0%
B-2	126	103	229	31%
Total	126	103	229	31%
Industrial				
M-1	104	18	122	17%
Grand Total	495	239	734	100%
Percent of City	20%	10%	30%	

Source: Peter Johnston & Associates, LLC.

Land-Use Plan

The "Land-Use Plan" is a primary component of the *Pocomoke City Comprehensive Master Plan.* It describes the preferred land use for various areas of the city that are deemed to be consistent with the city's vision and support of the land-use goals and objectives. The city's Land-Use Plan (Map 3) includes eight separate categories. Table 16 summarizes the acreage in each land-use category.

These land-use planning areas provide the basis for decisions concerning land-use regulations and programming of transportation and public facilities. Where already developed, these areas define the character of the city. Along with the vacant and underutilized portions of the city, these districts collectively constitute a blueprint for what the city believes will be the most appropriate and desirable pattern for the general location, character, extent, and interrelationship of the uses of public and private land now and into the future.

Table 16: Land-Use Plan Summary

Land-Use District	Acres	Percent of Total
Low-Density Residential	268	11.3%
Medium-Density Residential	533	22.6%
High-Density Residential	46	1.9%
Central Commercial	17	0.7%
Regional Commercial	426	18.0%
Industrial	223	9.5%
Public/Semi-Public	577	24.5%
Park and Open Space	270	11.4%
Total	**2,359**	**100.0%**

Source: Peter Johnston & Associates, LLC.

Planned Residential Land Use

Approximately one-third of the city is dedicated to residential land uses. It is the city's objective to protect existing residential areas from incompatible uses that might destabilize property values and disrupt the peaceful enjoyment of residences. New residential areas are expected to be designed as extensions of existing neighborhoods with a character compatible with the surroundings.

Low-Density Residential

This land-use district includes neighborhoods primarily of detached single-family dwellings and existing and planned residential neighborhoods. Approximately 40 percent of this land-use category is undeveloped. In addition to detached single-family dwellings, existing and future

development may include institutional uses for civic, religious, academic, and recreation purposes.

Medium-Density Residential

The Medium-Density Residential land-use category is similar to the Low-Density Residential category in that it is primarily intended for detached single-family dwellings, albeit on smaller lots and at a higher density. Slightly over 40 percent of this land-use district is undeveloped. In addition to detached single-family dwellings, two-family dwellings may be permitted in subdivisions on large tracts. Other types of uses appropriate to these areas include institutional uses for civic, religious, academic, and recreation purposes.

High-Density Residential

This land-use district consists of existing and planned areas of residential use, including one- and two-family dwellings, townhouses, and multifamily dwelling units. Like the other residential land-use districts, the High-Density Residential land-use category permits a range of institutional uses for civic religious, academic, and recreation purposes. Slightly over 80 percent of this land-use district is undeveloped.

Planned Nonresidential Land Use

Central commercial uses are convenient to the neighborhoods, while regional commercial uses serve both city residents and the regional market. Commercial and industrial land uses make up about a quarter of the city and help support the area's employment base.

Central Commercial

The Central Commercial land-use district encompasses the historic central business district and other commercial uses situated in or near existing neighborhoods. This land-use district is fully developed with a wide array of retail, lodging, entertainment, cultural, park, dining, personal service, office, and professional service uses. It also contains most of the city's tourism infrastructure, including a discovery center, museum, and historic structures and places. It fronts the Pocomoke River and connects to Winter Quarters and Cypress Park.

Regional Commercial

The Regional Commercial land-use district includes areas, existing and planned, for a wide array of uses serving a regional market. The uses located here are primarily highway-oriented businesses that take advantage of the excellent access provided by US 13 and US 113 and include big-box retail, building supplies, auto dealerships, and traveler services. Pocomoke City

has become a commercial center for a radius of up to 20 miles with a population of over 20,000 people. Slightly less than 30 percent of the land in this category is undeveloped.

Industrial

This land-use category includes the city's industrial park, which is the location of several businesses with over 200 jobs created in the past few years. A 42,000-square-foot industrial building owned by the State of Maryland was completed in 2004. As of late 2012, the sale was pending for a new high-tech industry. Hardwire, Inc., recently expanded with a new 58,000-square-foot industrial building at the site of the former Campbell Soup Company. In late 2012, a site plan was approved for a new company to construct a grain elevator facility on a Clarke Avenue industrial site. As of 2010, approximately 46 percent of the land in this category was undeveloped.

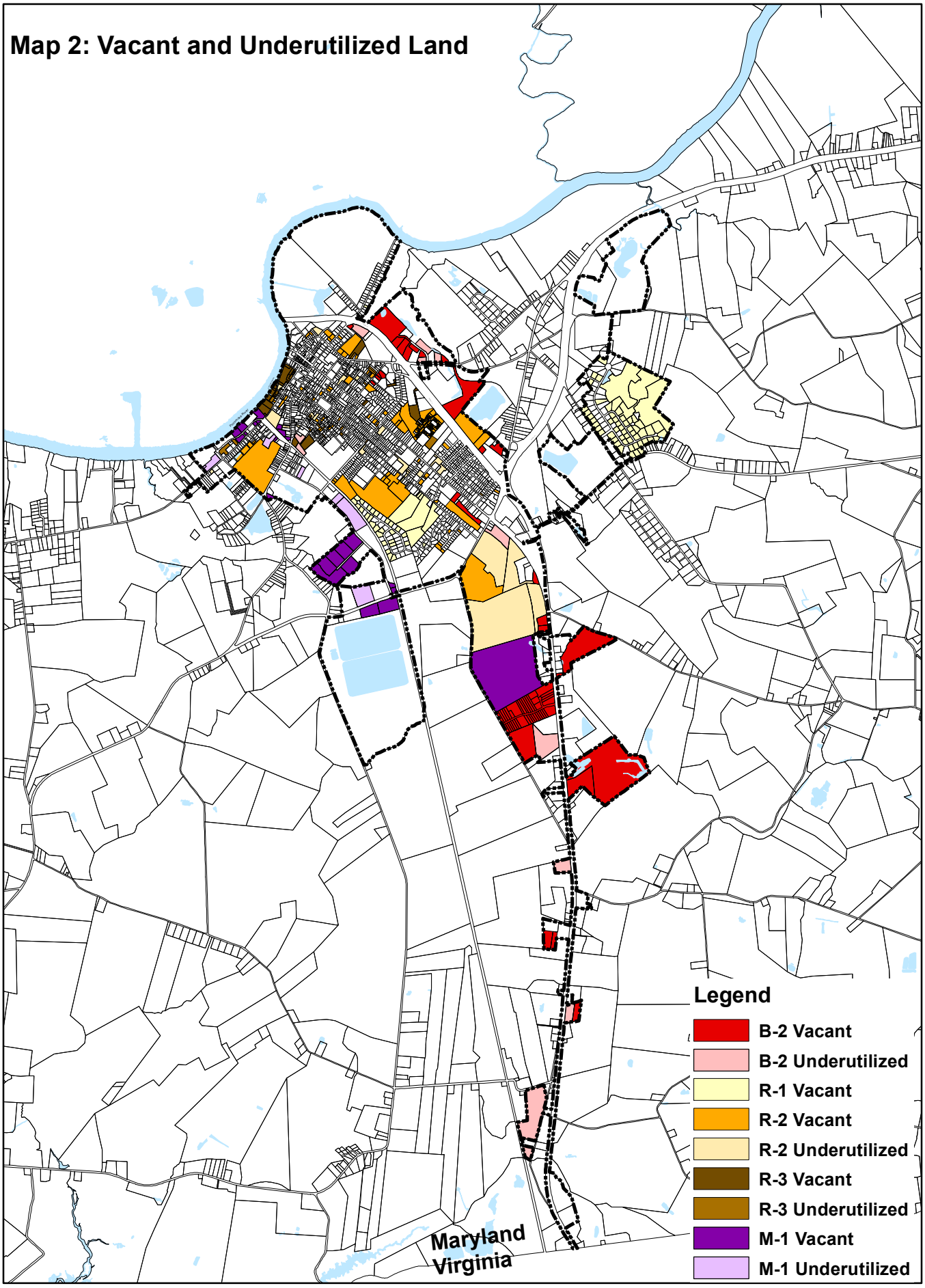
Public and Semi-Public

Public and semi-public uses support the residential neighborhoods, providing facilities and services for such things as civic and philanthropic endeavors, religious institutions, and recreation and entertainment facilities. With a scale and intensity compatible with surrounding residential uses, public and semi-public uses may be located within the neighborhoods and are permitted in commercial areas.

Park and Open Spaces

Park and open spaces provide residents and visitors with recreation opportunities and give access to the Pocomoke River and the natural beauty of the Cypress Swamp. City-owned parks and open spaces are primarily located adjacent to the Pocomoke River. The neighborhoods are served by recreation facilities located at the school sites owned by the Worcester County Board of Education. In addition, Worcester County operates a regional park and recreation facility: Newtown Recreation Area.

Map 2: Vacant and Underutilized Land



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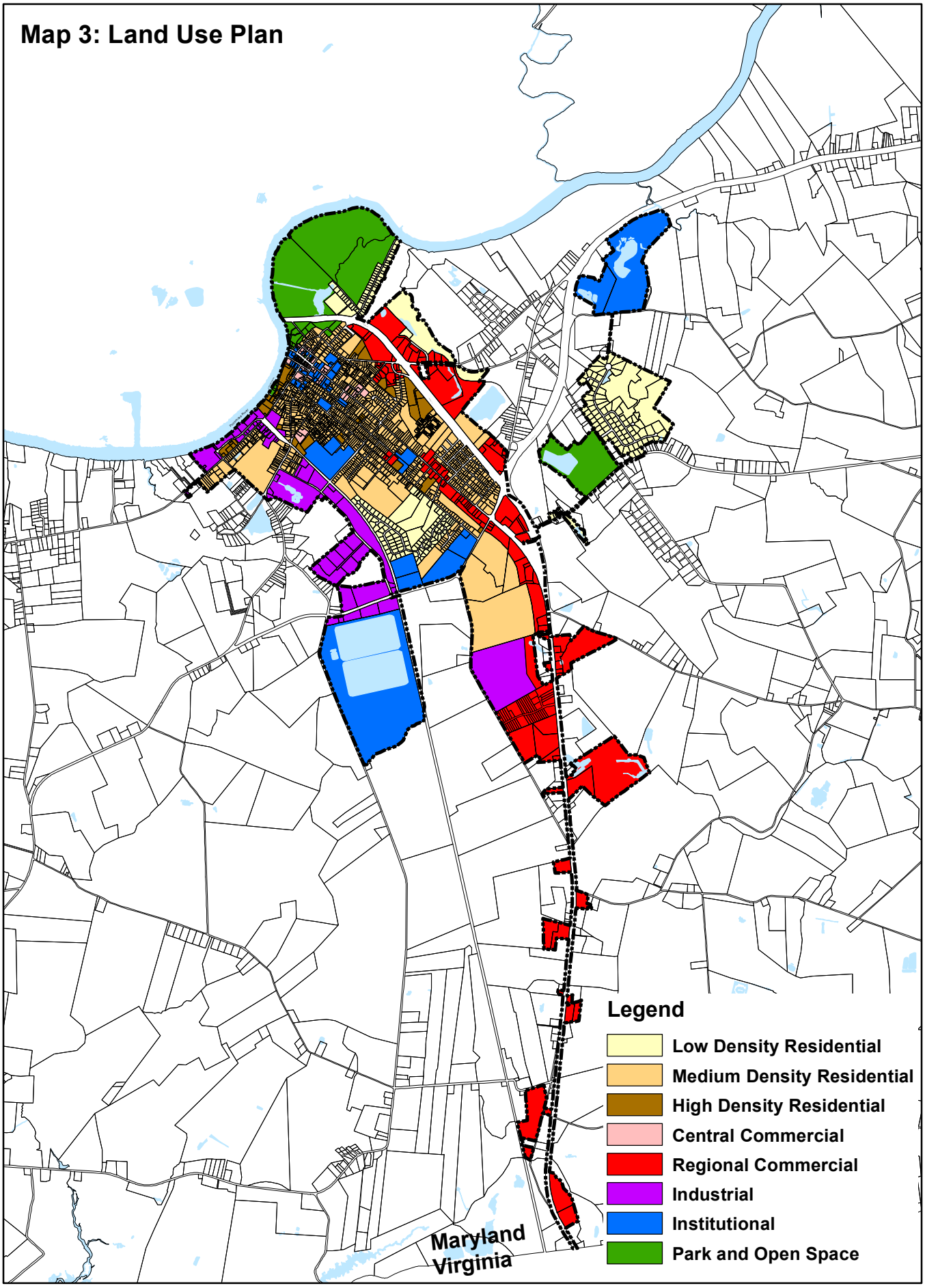
Map 3: Land Use Plan



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SECTION 3 - COMMUNITY FACILITIES AND SERVICES

Introduction

Public services and facilities provided by Pocomoke City and other government agencies ensure the health, safety and welfare of existing and future populations. To insure that adequate community facilities and services are available when needed the city must continually monitor demand and capacity in order to anticipate when and where facility expansion will be needed. Preparation of a community facilities element in the Plan is a preliminary step in plan to address future supply and demand for community facilities.

Goal and Objective

Goal: Provide adequate public facilities and services to ensure the health, safety, and welfare of residents.

- Objective #1: Plan for the appropriate expansion of the city's water and wastewater systems and replacement and upgrades where needed.

- Objective #2: Make a variety of quality recreational environments and opportunities readily accessible to all of its citizens, and thereby contribute to their physical and mental well-being.

- Objective #3: Maintain, expand and redevelopment existing park and recreation facilities, including the Winter Quarters park and golf course. Maintain and expand facilities in order to improve public access to the river and encourage more boating activity and public use of the waterfront park.

- Objective #4: Ensure public safety by providing well trained and equipped police force. Support organization providing emergency services to ensure appropriate response times and levels of care.

- Objective #5: Provide appropriate waste management services for city residents including recycling facilities.

Public Water Supply

Pocomoke City currently has ample water supply to meet existing and planned needs. Pocomoke City services approximately 1,760 residential and about 132 commercial water accounts. The City water plant was upgraded in 1996 from a daily capacity of 600,000 gallons per day to

835,000 gallons per day to meet expected future needs. Pocomoke City currently draws its drinking water from the Pocomoke Aquifer. The city has four wells at approximately 140 feet providing drinking water for the city.

Average daily flows in 2006 were about 0.49 million gallons per day (see Table 17 below) and an equivalent dwelling unit value (EDU) of about 290 gallons per day (GPD).

Table 17: Pocomoke Water Treatment Plant Daily Average Flow

Month 2006	Amount (1,000 GPD)
April	545
May	562
June	414
July	542
August	321
September	549

Source: Pocomoke City Department of Public Works

There are a few private wells in the City, including some existing residential subdivisions and on commercial properties along the US 13 corridor. The city has no plans to provide public water to these properties at this time. The city does not serve areas outside its corporate limits with public water and annexation into the city is a basis requirement for city access to public water service.

The city's Water Appropriations and Use Permit W0197G010(04) which is effective through October 2018 permits an average daily withdrawal of 0.86 million gallons per day (MGD). The city also plans to upgrade its water plant. Within a 1-2 year time frame, the city expects to upgrade water pumping stations by installing new controls. The cost of these improvements is approximately $250,000.

In addition, the city recently received funding to replace water meters. The project entails the replacement of aging water meters with new radio read capable meters and appurtenances throughout the city. The city acquired and installed new water meters in order to accurately track water losses, increase efficiency, minimize leakage and promote water conservation.

Public Wastewater Treatment and Collection

Pocomoke City services approximately 1,760 residential and about 132 commercial sewer accounts. There are no known users of individual septic systems/tanks (residential or commercial) in the Pocomoke City nor does the city serve areas outside its corporate limits. Annexation into the city is a basic requirement for sewer service.

Pocomoke City's wastewater treatment plant (WWTP) discharges into the Pocomoke River and has a design capacity and permitted flow of 1.47 MGD (National Pollution Discharge Elimination Permit System MD0022551). The monthly average flow was 0.555 million gallons per day (MGD) in 2005 or an equivalent dwelling unit value of about 290 GPD.
The city has applied for state funds to conduct a study to document the level of inflow and infiltration into the sewer system. Resolving the inflow/infiltration problem will increase capacity in the treatment plant.

The city maintains approximately 25 miles of sanitary sewer lines and related lift stations. Many are several years old and require constant maintenance or repair. The city should consider replacing and/or upgrading many of its sewer lines and lift stations to be more efficient and to avoid recurring failure which disrupt services to residents.

Public Schools

Students in Pocomoke City are fortunate to be able to attend schools located within the corporate limits. Pocomoke elementary is located on 21.6 acres at 2119 Pocomoke Beltway and serves grades Pre-k thru 3rd. The Worcester County Board of Education's 2011-2012 Educational Facilities Master Plan rated this facility as "excellent". The elementary school is staffed with 39 Teachers, 14 Educational Assistants, 4 Food Services, 1 Nurse, 2 Secretaries, 1 Media Specialist, and 4 Custodians. Teacher to student ratio is 1:16.

Pocomoke middle school is located on 21 acres at 800 Eighth Street and serves grades 4 thru 8. Worcester County Board of Education's 2011-2012 Educational Facilities Master Plan rated this facility as "adequate". It is staffed with 3 administrators, 46 teachers, 2 guidance counselors, 1 media specialist, 1 curriculum planner, 2 instructional coaches, 3 itinerant staff (psychologist, speech, ESOL), 1 technology coach, 10 educational assistants, 1 nurse, 3 secretaries, 5 food service personnel, and 5 custodians. Teacher to student ratio is 1:16.

Pocomoke high school is located on 32.5 acres at 1817 Old Virginia Road and serves grades 9 thru 12. Worcester County Board of Education's 2011-2012 Educational Facilities Master Plan rated this facility as "excellent". It is staff with 38 Teachers, 7 Educational Assistants, 4 Food Services, 1 Nurse, 3 Secretaries, 1 Media Specialist, 4 Custodians, 1 Curriculum Planner, 1 Technology Coach, and 1 Athletic Trainer. Teacher to student ratio is 1:23.

Based 2010-2011 enrollment figures, the three schools serving Pocomoke City and surrounding area have additional capacity for enrollment growth (see Table 18).

Table 18: School Enrollment and Capacity; 2010-2011

	Enrollment	Capacity	% of Capacity
Pocomoke Elementary	396	479	82.7%
Pocomoke Middle	461	826	55.8%
Pocomoke High	327	445	73.5%

Source: 2010-2011 Educational Facilities Master Plan, Worcester County Board of Education, http://www.worcesterk12.com/Facilities_Master_Plan.htm

Public Library

The Worcester County Library System includes the main library in Snow Hill with branch libraries in Ocean City, Ocean Pines, Berlin, and Pocomoke City. Pocomoke City's branch is located on Market Street and contains over 23,000 volumes of print material and almost 2,500 items in the non-print collection of compact discs, videos, and audio books. In addition, there are 12 adult patron computer terminals. The current building has approximately 4,800 square-foot of floor area. The branch received a 1,980 square-foot addition in 2004 when the entire library was renovated.

Community Meeting Facilities

Pocomoke City residents have access to several community meeting places for large groups on a rental basis. These facilities and their capacities are listed in the following table (see Table 19).

Table 19: Community Meeting Facilities and Capacity

Facilities	Capacity
Winter Quarters Log Cabin	100
Railroad Station	100
Pocomoke Branch Library	52
Catholic Church	150
The Elks Club	320
Pocomoke City VFD (5th Street)	200
Pocomoke City VFD (Market Street)	400

Source: Peter Johnston & Associates, LLC

Park and Recreation Facilities

Pocomoke City is well served by local public park and recreation facilities. Local recreational facilities are summarized in Table 20 and shown on Map 4.

The Nature Trail at Cypress Park will be extended to meet the northern terminus of the municipal docks at Cypress Park. This will allow users to walk from the Discovery Center on Market Street to the Winter Quarters Golf Course. All municipal docks in Pocomoke City were re-

decked in 2006 using grant funds from the State Waterway Improvement Fund. A trail system begins at Cypress Park and winds around Stevenson's Pond to Winter Quarters Landing, a public boat ramp, for a total of 4 miles. The trail is enhanced by several sections of floating boardwalk, exercise stations, a 57-foot pedestrian bridge, 260-foot fishing pier, gazebo and canoe launch sites. The boardwalk and fishing pier are handicap accessible.

In addition to the local facilities, the Viewtrail 100 bicycling trail passes through the City, providing a connection to the 100 mile long continuous loop that circles the County (see Figure 2).

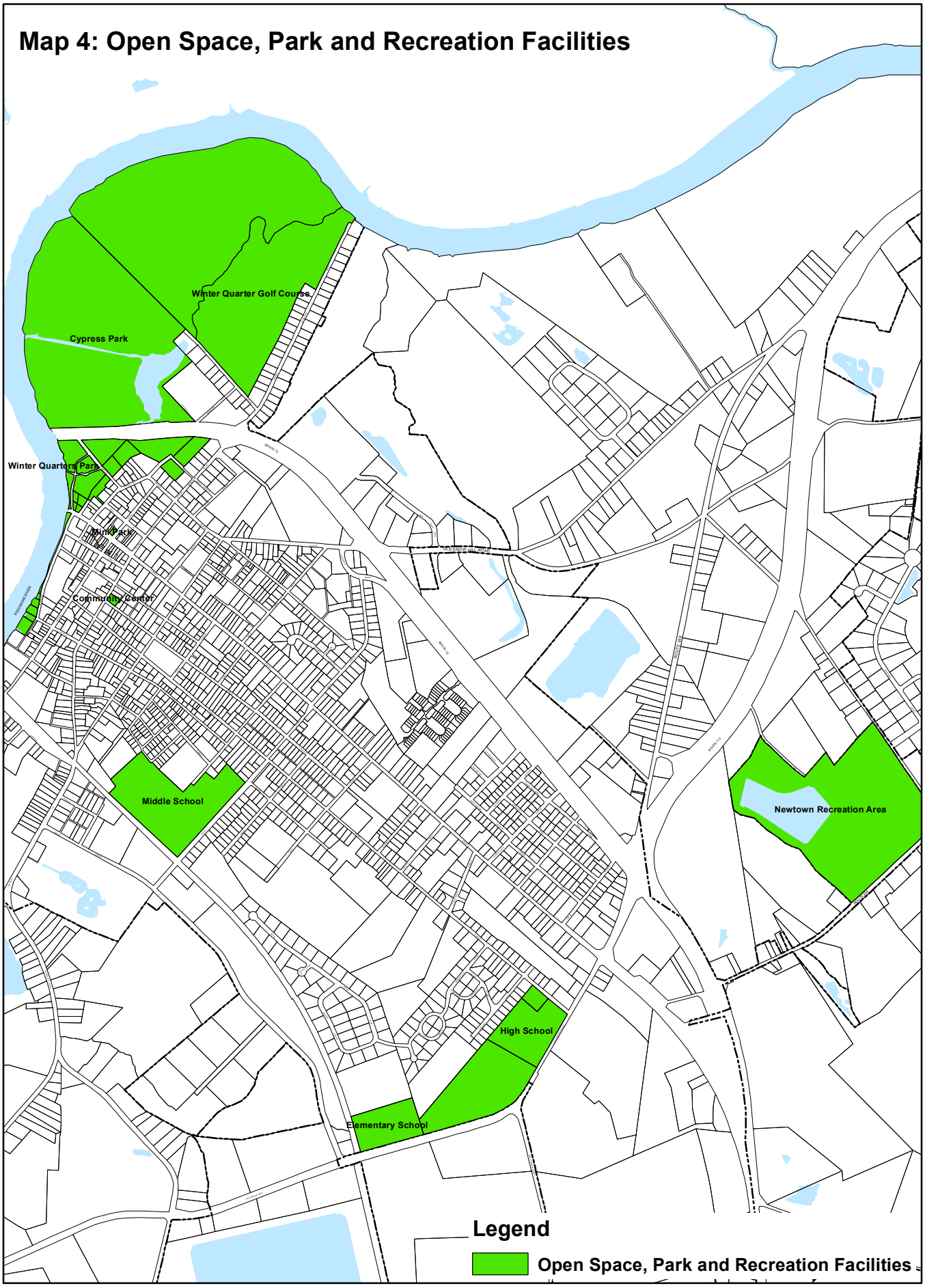
The city is currently completing another mini-park in our downtown. The mini-park will include seating and bike racks with the goal of increasing the walk-ability and bike-ability for both residents and tourists. High school students will assist with planting and weeding in the garden, thereby further encouraging youth involvement with our downtown revitalization efforts, and further enhancing community pride. Also, the city would like to add a community garden in the downtown area that will contribute to revitalization efforts. There are plans to involve youth, as well as seniors. There is also intent to donate garden produce to a local shelter, and possibly include a healing garden.

Table 20: Existing City Park and Recreation Facilities

Park/Facility	Description
Cypress Park	Athletic field, Tennis courts, restrooms, bicycle path, picnic tables, dock, tot lot, pavilion buildings, nature trail, fishing pier with non-licensed fishing area
Winter Quarters Park	Playground equipment, picnic tables, boat ramp, boat dock, fishing pier with non-licensed fishing area
Winter Quarters Golf Course	Public nine hole golf course, log cabin building, putting green, cart rentals
Laurel Street Boat Ramp	Boat launch ramp and dock
Downtown Mini-Park	Passive recreation, benches, fountain, walkways
Pocomoke Elementary School	Playground equipment, hard surface play area, basketball court
Pocomoke Middle School	Playfield, tennis and basketball courts
Pocomoke High School	Tennis courts, soccer field, hockey and baseball fields
Newtown Recreation Area (Worcester County)	Baseball, soccer and softball fields, tot lot, concession stand, fitness trail, picnic area
Mini Park (Clark Ave. & Willow St.)	Community Garden

Source: Peter Johnston & Associates, LLC

Map 4: Open Space, Park and Recreation Facilities



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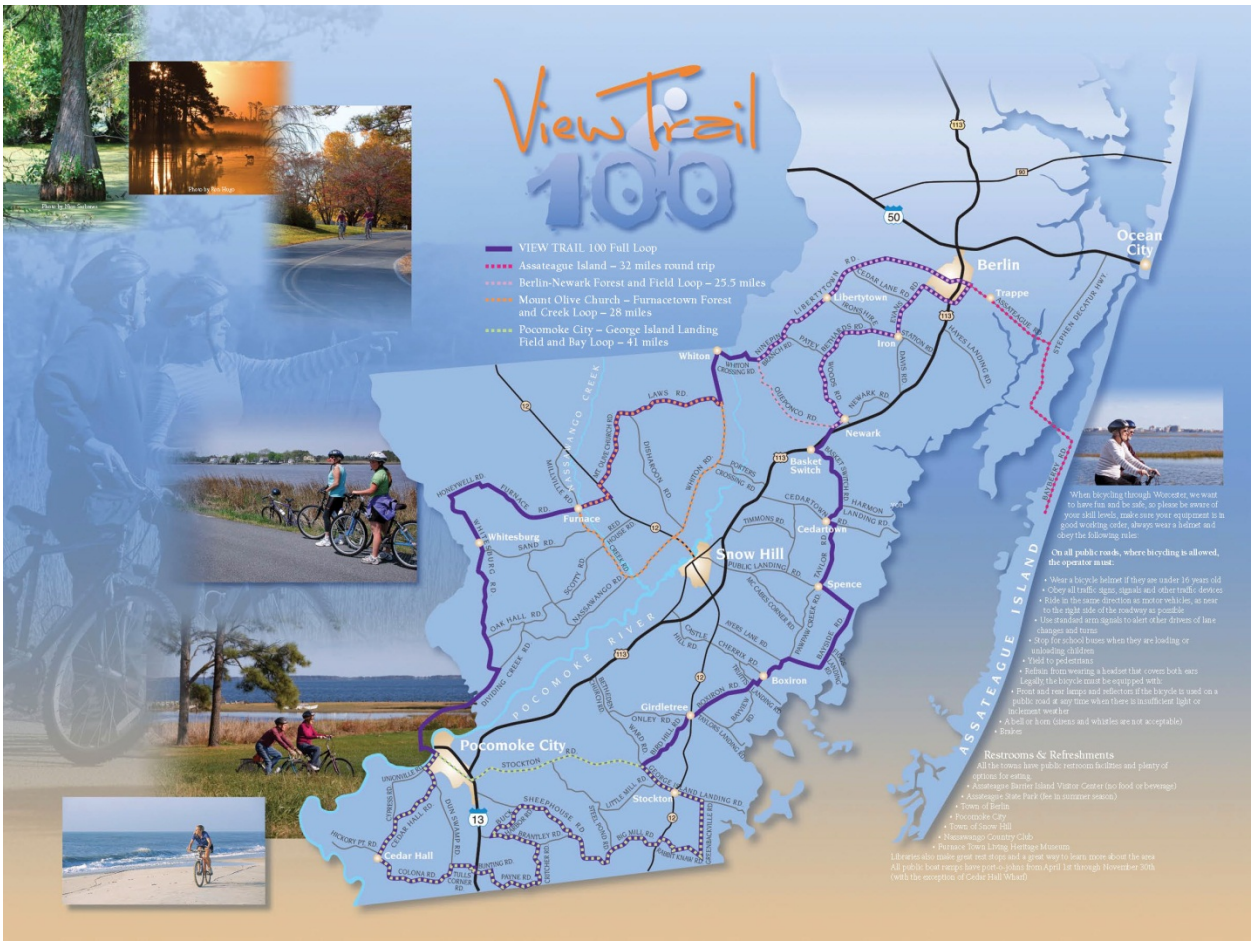


Figure 2: ViewTrail 100 Map

Public Safety Service

The Pocomoke City Police Department is responsible for enforcing law and order and responding to emergency needs within the city. The police force currently consists of 15 sworn officers and 8 civilian employees, which include 5 full-time and 1 part-time communications officers. There are numerous in-house certified police instructors in firearms, radar, OC spray, ASP, National Crime Identification Center, evidence technician, audio/video reconstruction technician, child exploitation, and communications.

The Department features a criminal investigator, a pistol qualification range, a six member special weapons and tactics (SWAT) response team, and a bicycle unit. The Department uses dogs for explosives and drug detection and tracking. Safety equipment includes 20 squad cars, most of which are equipped with radar units. The police headquarters is located in a former commercial building at 1500 Market Street.

The Pocomoke City Volunteer Fire Company, Inc. provides fire protection in Pocomoke City. The Company's service area encompasses about 65 miles and 6,000 residents in Worcester, Somerset, and Accomack (VA) counties. The Pocomoke City Volunteer Fire Company, Inc. is has 60 dedicated volunteers and covers an area within an approximately 7 mile radius around Pocomoke City. Equipment includes one tower truck, a 3,600 gallon pumper truck, three engine pumpers and several other vehicles. The fire house facility is located at 1410 Market Street (a former shopping center).

Hospital and Emergency Facilities

There are numerous private medical practitioners and three regional hospitals located within a 30-mile radius to respond to the urgent health care needs of Pocomoke City residents. Located in Berlin, Atlantic General Hospital, opened in 1993, is a 108,000 square-foot, 62-bed facility staffed by over 150 physicians. Physician specializations include pulmonology, gastroenterology, orthopedic surgery, gynecology, urology, neurology, rheumatology, anesthesiology, and pain management. The hospital contains 56 acute general and 6 critical care beds with emergency room facilities. Atlantic General operates a 1,500 square-foot diagnostic clinic in Pocomoke City at Market and Fifth Streets.

Located in Crisfield, McCready Memorial Hospital is a full service community hospital with 24 hour emergency facilities and 20 "acute-care" hospital beds. The hospital provides emergency, surgical, diagnostic, respiratory and ancillary services for patients.

Located in Salisbury, Peninsula Regional Medical Center, a 323 bed facility, has over 300 physicians and 2,200 other health care workers available to meet a wide variety of health care needs. Services of the hospital include an emergency room, comprehensive cancer treatment, kidney stone treatment, occupational and speech therapy and rehabilitation, neurosurgery, neo-natal intensive care unit, and a sleep disorder lab.

Other health care facilities include a Veteran Administration Outpatient Clinic and the Pocomoke Health Clinic, a branch of the Worcester County Health Department. The Health Clinic provides public health programs such as disease control immunization and mental and physical health programs. They are located in the Mature Adult Center at Fourth and Walnut Streets.

Numerous trained medical care professionals serve Pocomoke City residents such as optometrists, ophthalmologist, general practice physicians, internal medical physicians, physical therapists, dentist offices and psychologists with offices in the city. A “Your Docs In” facility located on US Route 13 provides urgent care, occupational health, sport medicine and laboratory services.

Pocomoke City EMS provides quality first responder emergency medical care and emergency

transport to area hospitals, if needed. This municipal department employs nine full-time personnel who are complemented by a trained professional part-time and volunteer staff. The department provides Basic and Advanced Life Support services with three fully equipped Advanced Life Support ambulances.

The Worcester County 911 Center is located in Room 1002 of the Worcester County Government Center in Snow Hill. The Communications Center receives the 911 calls for the entire county. It direct dispatches nine of ten fire companies and six of seven ambulance companies via a county wide radio system and utilizes the State EMS System. Along with the volunteer fire and ambulance companies the center has the responsibility for dispatching the Worcester County Fire Marshal's Office and the Worcester County Medical Examiners. The Communications Center also dispatches the Worcester County Sheriff's Department.

Solid Waste

The city collects solid waste from residential homes twice a week. Larger waste items (bulk) are collected from homes once a month. The waste is transported to the county landfill in Newark, MD. The city also provides recycling drop-off centers at two locations.

Stormwater

The city is responsible for approximately 25 miles of stormwater pipes and open ditches that drain all areas of the city. Many of these systems were originally designed and built several decades ago and are unable to properly handle even minimal to average rainfalls without resultant temporary flooding problems.

City Code Enforcement

The city is responsible for enforcing codes regarding housing, building construction, building safety, and other concerns. Enforcement for some codes (electrical, plumbing, stormwater management) is delegated to the county.

City Government

Pocomoke City functions under a Mayor and Council form of government. Residents elect five council members representing separate election districts. Meeting of the Mayor and City Council are normally held on the 1st Monday of each month at City Hall located at 101 Clarke Avenue and are open to the public as required by the "Maryland Open Meetings Act."

According to the fiscal year 2012 audit report, "the city government's responsibilities include streets, police, parks and recreation, finance, housing, industrial park development, planning and zoning, building maintenance, Winter Quarters Municipal Golf Course, snow removal, water

treatment and distribution, sewage collection and treatment, ambulance service, fairgrounds operations, (including horse barn, grandstand, and concession building) downtown development, boat slips, docks, and ramps. The city government also provides financial and other assistance to the volunteer fire department. In addition, the city government works closely with several non-profit and civic groups. These include the Costen House, the Sturgis One-Room African-American School Museum, the historic Mar Va Theatre, the Delmarva Discovery Center Museum, the Chamber of Commerce, the Great Fair Committee, the Christmas Parade Committee, and the Downtown Pocomoke Association."[9]

The city's fiscal year 2012 budget was approximately $2.9 million for general government services like general government, public safety, public works, parks, recreation and culture, and urban development and housing.[10]

According to the most recent audit report the city's combined net assets, after depreciation was slightly more than $14.7 million. Revenue sources for FY 2012 broke out as follows: property taxes, 34 percent charges for services, 32 percent; and grants and contributions, 30 percent. Expenses were $7,250,000 made up of: 30 percent for public safety; 26 percent for the water/sewer fund; 13 percent for public works; 11 percent for ambulance; and 20 percent for other departments.[11]

Recent capital projects include:

- New police headquarters building at 1500 Market Street, which was purchased and renovated with a $1 million loan from USDA;
- New waterfront restaurant in the downtown area, built with grant funds from USDA and the State;
- New ambulance garage in 2011;
- Ultraviolet disinfection improvement, wastewater treatment plant; and
- New garbage truck.

[9] Pocomoke City, Maryland Financial Statements, Year Ended June 30, 2012, PKS and Company, PA, October 5, 2012

[10] Ibid
[11] Ibid

SECTION 4—MUNICIPAL GROWTH

Introduction

The Land-Use Article of the Annotated Code of Maryland requires that all municipalities:

- To include a Municipal Growth Element (MGE) in their Plan that specifies where the municipality intends to grow outside its existing corporate limits;

- To complete an analysis of land capacity available for development including infill and redevelopment and an analysis of the land area needed to satisfy demand for development at densities consistent with its land-use plan; and

- To share with other planning agencies an annexation plan that is consistent with any proposed growth element in the comprehensive plan.

The Municipal Growth Element (MGE) examines the interrelationships among land-use, population, and housing growth and the related impacts on public facilities and services. Pocomoke City officials will have a sound basis for setting land-use and growth management policies through a better understanding of the multi-dimensional implications of future changes.

The MGE is based on projections and assumptions concerning population growth, which may or may not occur, in the exact year predicted. The city recognizes this possibility. When new or significant trends or events are counter to basic assumptions underlying the conclusions of the MGE, e.g., accelerated population growth, then the city will revise the Plan as necessary and appropriate. With this caveat in mind, the overall objectives of the MGE are to:

- Evaluate future pattern of growth and development in Pocomoke City;

- Assess the impacts of growth on public services, facilities, and infrastructure;

- Identify strategies to address projected facility or service needs;

- Improve inter-jurisdictional coordination with Worcester County; and

- Recommend policies, processes, and regulations to encourage appropriate infill and redevelopment.

Goal and Objectives

Goal: Ensure development is consistent with the overall growth goals and objectives of the Plan.

- Objective #1: Ensure that new growth is consistent with the city's visions.

- Objective #2: Promote controlled and compact development patterns that reflect good design practices, make efficient use of available land, and locate development where public facilities, services, and amenities can be provided in the most efficient manner.

- Objective #3: Analyze the impacts of new growth and development on city services, facilities, and infrastructure and ensure a positive return on any public investment.

- Objective #4: Maintain good inter-jurisdictional coordination and cooperation with Worcester County.

- Objective #5: Update the city's development regulations as required to implement recommendations of this Plan.

Population Projections

Pocomoke City's population and dwelling unit projections are the basis for assessing the city's land development capacity as well as evaluating the potential impacts of growth on community facilities and services. The city's population projections take into account the Maryland Department of Planning's most recent population projections for Worcester County.[12] Two population growth scenarios were used as the basis for development capacity analysis (see Table 21). Scenario 1 posits conservative growth, an average annualized growth rate of about 0.6 percent (see Table 22). Scenario 2 envisions a higher growth rate of, one percent per year (see Table 23).

Growth projections under the two scenarios account for the population growth in group quarters. The 2010 Census categorized 81 persons as the population living in group quarters (65 in Nursing/Skilled Nursing Facilities and 16 in "other" group quarters).[13] Both population projection scenarios assume modest increases in the group quarters population, with a total population in group quarters of 128 by 2030.

[12] Maryland Department of Planning, http://www.mdp.state.md.us/msdc/S3_Projection.shtml.
[13] Census 2010 Advance Group Quarters Summary File, Release Date: April 20, 2011.

Table 21: Population Projections Pocomoke City 2030

	2010	2015	2020	2025	2030	Change
Scenario 1 Population	4,103	4,217	4,335	4,457	4,582	479
Scenario 2 Population	4,103	4,397	4,621	4,857	5,105	921
Population in Group Quarters	81	92	104	116	128	47

Source: Peter Johnston & Associates.

Table 22: Household Population and Dwelling Units Projections 2010–2030, Growth Scenario 1

	2010	2015	2020	2025	2030	Change
Population in Households	4,103	4,217	4,335	4,457	4,582	479
Average Household Size	2.52	2.47	2.43	2.40	2.38	–
Housing Units	1,628	1,707	1,784	1,857	1,925	297

Source: Peter Johnston & Associates.

Consideration was given to varied average household size. The Maryland Department of Planning projects average household size in Worcester County will decrease from about 2.28 persons per household to approximately 2.12 persons per household by 2040.[14] Assuming a similar trend in Pocomoke City, the average household size could decrease from 2.52 persons per household to 2.34 persons per household. Recent data indicates average household size in Maryland is stabilizing. However, for the purposes of this capacity analysis, the average household size follows the projected trends for the county. Accordingly, the average household size was 2.44 persons per household for the planning period, believing it better to error on the side of overstating household-driven demand calculations.

Table 23: Household Population and Dwelling Units Projections 2010–2030, Growth Scenario 2

	2010	2015	2020	2025	2030	Change
Population in Households	4,103	4,397	4,621	4,857	5,105	874
Average Household Size	2.52	2.47	2.43	2.40	2.38	–
Housing Units	1,628	1,742	1,855	1,973	2,095	467

Source: Peter Johnston & Associates.

Development Capacity

Residential Infill Development Capacity

Residential development capacity measures the city's ability to accommodate future residential growth without the need for annexing additional land. This exercise allows city officials to

[14] Maryland Department of Planning, http://www.mdp.state.md.us/msdc/S3_Projection.shtml.

quantify land development capacity within the existing corporate limits to determine if there is adequate land, appropriately zoned, to accommodate projected growth. The process analyzes vacant and underutilized land applying assumptions about how this land could be developed in the future in order to derive an estimate of development capacity. Infill includes undeveloped and underdeveloped parcels and lots with suitable acreage for development.

The methodology for determining vacant and underutilized (see Map 5) properties includes the following procedures:

- Vacant and underutilized parcels identified using Maryland Property View (MPV) data;
- Status of property verified using recent (2010) aerial photography;
- Vacant and underutilized properties categorized by the zoning classification shown on the city's Official Zoning Map adopted in 2010; and
- Location relative to the Municipal Priority Funding Area (PFA).

When applying a density factor (permitted dwelling units per acre under current zoning) to vacant acreage, 25 percent of the site was subtracted to account for land set aside for roads, open space, stormwater management facilities and other site development requirements. This resulted in a lower development yield than simply applying a permitted minimum lot size or permitted density. For example, based on a minimum lot size of 10,000 square feet the maximum density achievable in the R-1 district is 4.356 units per acre. However, approximately 3.28 dwelling units per acre is a more realistically achievable when taking into consideration set aside land.

An average household size of 2.44 persons per household was used to estimate population associated with the build-out of vacant and underutilized land within the town. Table 24 summarizes the acres of vacant and underutilized parcels in each residential zoning classification. The estimated number of dwelling units that could be built on vacant and underutilized properties within the town is summarized in Table 25.

Table 24: Vacant and Underutilized Land—2010

Zoning Classification	Vacant Acres	Underutilized Acres	Total Acres
R-1	111	0	111
R-2	137	101	237
R-3	17	17	35
Total	**265**	**118**	**384**

Source: Peter Johnston & Associates

The capacity analysis demonstrates that there is adequate residential infill capacity in to accommodate an additional 1,600 dwelling units and a population increase of about 3,900 within its corporate limits (see Table 25). The unused capacity in land zoned for residential

development in the city is sufficient to accommodate projected population growth under either growth scenario. All of this infill capacity is located within the city's municipal PFA.

This residential capacity analysis assumed the land zoned R-3 would develop at an average rate of about 11 dwelling units per acre. If the vacant and underutilized lands zoned R-3 were actually developed at the maximum allowable density of 14 dwelling units per acre, then the population capacity would increase to nearly 4,400.

Table 25: Development Capacity, Dwelling Units, and Population, Pocomoke City

Zoning Classification	Minimum Lot Area Per Unit	Potential Dwelling Units	Estimated Population
R-1	10,000	364	888
R-2	8,000	969	2,365
R-3	4,000	278	677
Total	**–**	**1,611**	**3,930**

Source: Peter Johnston & Associates.

Non-Residential Development Capacity

Non-residential development capacity analysis examines vacant and underutilized commercial (B-2) and light industrial (M-1) properties (see Map 6 and Table 26). Calculation of non-residential development capacity (expressed as Gross Floor Area or GFA) is based on an assumed "Floor Area Ratio" (FAR) factor of 0.15 or approximately 6,500 square feet of GFA per acre of land. Based on this assumption, the analysis determined the city has sufficient capacity in land zoned for commercial and industrial use to support approximately 1.5 million square feet of additional commercial/business development and about 0.80 million square feet of new light industrial uses within the corporate limits. All of the potential infill sites are located in the city's PFA.

Table 26: Vacant and Underutilized Non-Residential Land—2010

Zoning Classification	Vacant (acres)	Underutilized (acres)	Total (acres)	Potential Gross Floor Area
B-2	126	103	229	1,495,443
M-1	104	18	122	796,678
Total	**230**	**120**	**351**	**2,292,121**

Source: Peter Johnston & Associates.

The current per capita ratio of commercial and industrial floor area to population is about 280 square feet of commercial floor area per city resident and about 50 square feet of industrial floor area. These ratios were used to assess the potential demand for commercial and industrial floor areas (see Table 27). As can be seen, the city currently has adequate vacant or underutilized

commercial and industrial land to accommodate the demand for commercial and industrially zoned land associated with population growth in either growth scenario through 2030.

Table 27: Estimate Demand for Additional Commercial and Industrial Floor Area—2030

	Floor Area to Population Ratio (square feet per person)	Population Increase 2030	Potential Demand (GFA)
Scenario 1			
Commercial	280	526	147,493
Industrial	51	526	26,752
Scenario 2			
Commercial	280	921	258,253
Industrial	51	921	46,841

Source: Peter Johnston & Associates.

Impacts of Growth 2030

Growth of the city will impact public services and facilities provided by Pocomoke City and Worcester County. Table 28 summarizes the potential impacts of growth on public facilities and services associated with the two alternative growth scenarios projected for the city through 2030 program. Impacts include increased demand for municipal water and sewer service, as well as for other public facilities and services currently provided by Worcester County, such as schools, libraries, police, parks, and some emergency services. Impact estimates are derived by multiplying the "service measure" by the "service unit," i.e., either new households or new population. Households and occupied dwelling units are used interchangeably in this analysis. Multipliers used represent an anticipated level of service that will be provided. These multipliers are summarized in Table 29.

In calculating impacts associated with Pocomoke City's growth in the planning period, the city utilized the following sources and assumptions:

- Future population and dwelling unit projections to 2030 as described in this section of the Plan;
- Maryland Department of the Environment (MDE) multipliers for water and wastewater demand (250 gallons per day of water and sewer per dwelling unit);
- Generic multipliers for school enrollment estimates as described in the *Smart Growth, Community Planning and Public School Construction Models and Guidelines* (multipliers for St. Mary's County, Maryland).
- Maryland Department of Planning multipliers for recreation land demand (30 acres per 1,000 persons);

- Multipliers for municipal administrative space demand based on current office and meeting space per thousand population;
- Multipliers for library facilities demand based on the current level of service;
- Multipliers for police personnel needs based on the current level of service;
- Current level of service measure for fire personnel; and
- National Planning Standard square footage multiplier for need for firehouse facilities.

Table 28: Estimated Impacts of Population and Housing Growth 2030, Pocomoke City

Growth Inputs	Scenario 1	Scenario 2	Measurement Unit
New Dwelling Units	297	467	Dwelling Units
Additional Population	479	874	Population
School	143	222	New Students
–High School	46	72	New Students
–Middle School	32	50	New Students
–Elementary School	65	100	New Students
Town Administration/Meeting	345	629	GFA
Public Works	479	874	GFA
Library	48	87	GFA
Police			
–Sworn Officers	2	3	Personnel
–Building	114	208	GFA
Recreation Land	14	26	Acres
Fire & Rescue			
–Manpower	0	1	Personnel
–Facilities	14	16	GFA
Residential			
–Added Water and Sewer Demand	0.07	0.12	MGD
Commercial/Industrial			
–Added Water and Sewer demand	0.03	0.06	MGD
Total Added Water and Sewer Demand	0.11	0.18	MGD

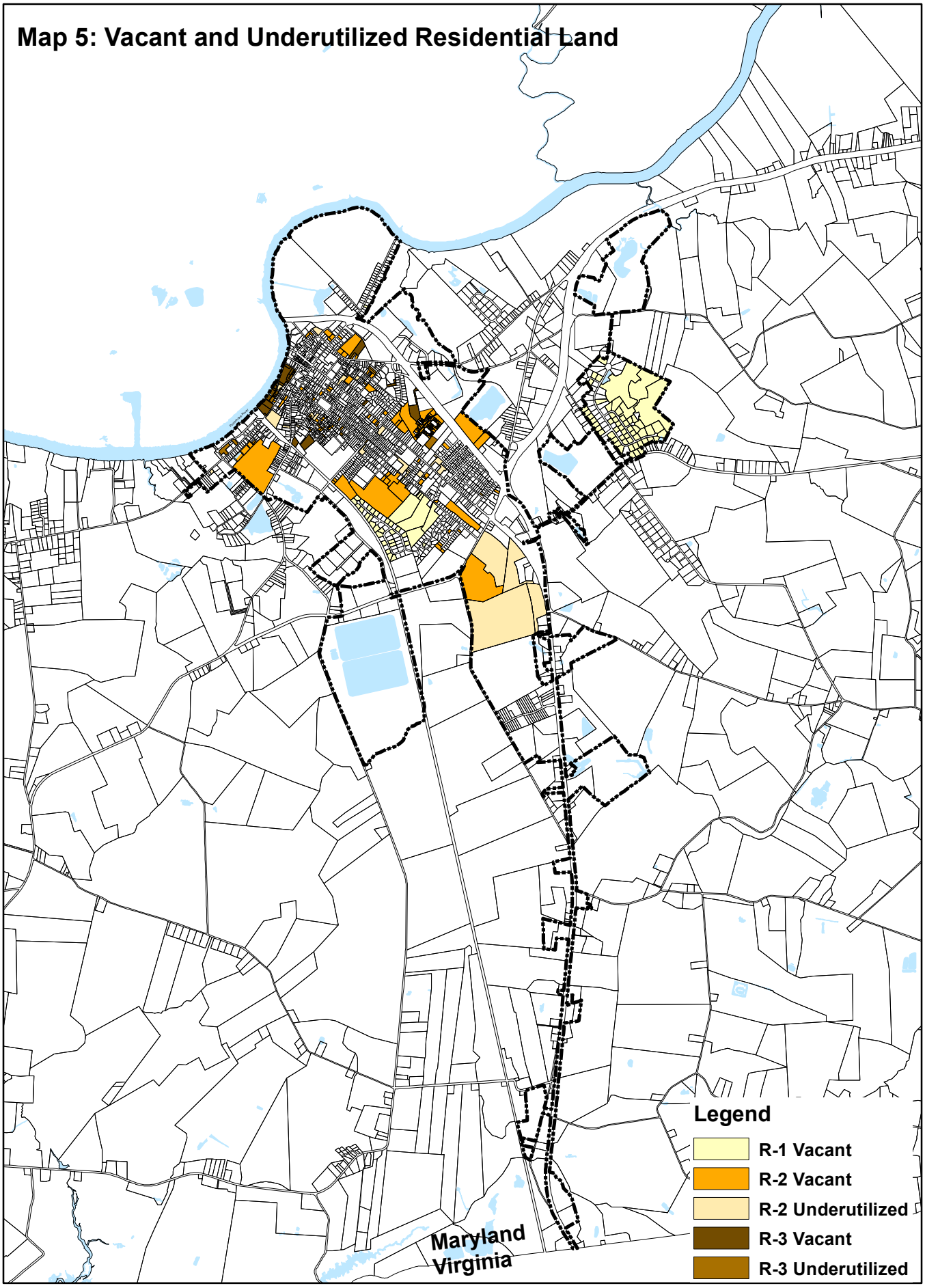
Source: Peter Johnston & Associates.

Table 29: Service Measures, Service Units and Output Units

Facility/Service	Multiplier	Service Unit	Output Units
School	0.476	Per household	New Students
–High School	0.154	Per household	New Students
–Middle School	0.107	Per household	New Students
–Elementary School	0.215	Per household	New Students
City Administration./Meeting Space	378	Per 1,000 population	Gross Floor Area (GFA)
Public Works Buildings	1,000	Per 1,000 population	Gross Floor Area (GFA)
Library	1,000	Square feet per 10,000 population	Gross Floor Area (GFA)
Police			
–Sworn Officers	2.6	Per 1,000 population	Personnel
–Building Facilities	238	Square feet per 1,000 population	Gross Floor Area (GFA)
Recreation Land	30	Acres per 1,000 population	Acres
Fire & Rescue			
–Manpower	1	Per 1,000 population	Personnel
–Facilities	16	Square feet per 1,000 population	Gross Floor Area (GFA)
Residential			
–Water	250	Gallons per day per dwelling unit	Gallons per day
–Sewer	250	Gallons per day per dwelling unit	Gallons per day
Commercial/Industrial			
–Water	200	Gallons per day per 1,000 square feet	Gallons per day
–Sewer	200	Gallons per day per 1,000 square feet	Gallons per day

Table 28 summarizes the estimated impacts of population and housing growth in the city by 2030 under the two growth scenarios. The following discusses these impacts.

Map 5: Vacant and Underutilized Residential Land



Pocomoke City Comprehensive Plan 2014

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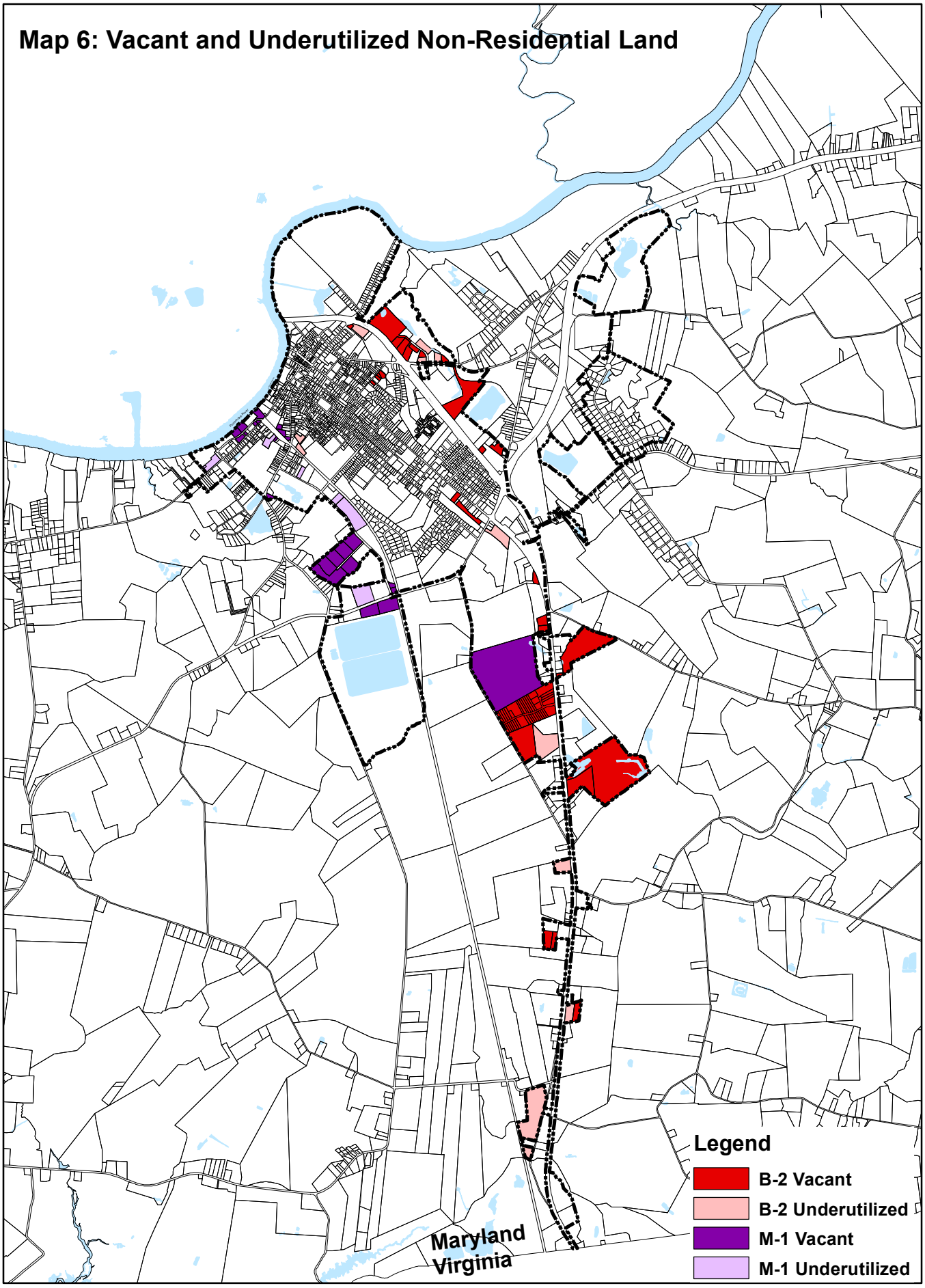
Easton, Maryland

Map 6: Vacant and Underutilized Non-Residential Land



Pocomoke City Comprehensive Plan 2014

PJA Peter Johnston & Associates, LLC
Easton, Maryland

0 0.375 0.75 1.5 Miles

Public Schools

Based on the 2011 capacity figures, the elementary, middle, and high schools have adequate capacity to accommodate the projected increase in student population under both growth scenarios, with the exception of the elementary school under scenario 2. In this scenario, the elementary school would be operating above full capacity by 2030.

City Administration—Meeting Space

The existing City Hall houses administrative offices/functions and provides meeting space for officials and the public. The current level of service is about 378 square feet per 1,000 residents. If the city is to maintain this service level as much as an additional between 300 and 600 square feet of building space will be required by 2030 depending on which growth scenario prevails.

Public Works Space

As the city grows and takes on expanded public works functions, e.g., more street maintenance, additional public works building space may be required. The estimates in the category assume approximately one square foot of building facility per capita. In addition to building space impacts, population and economic growth may result in increased costs for personnel and materials for general improvements and maintenance of streets, sidewalks, bicycle and pedestrian ways, etc.

Library

The Worcester County Library System includes a branch library located on Market Street. The facility has approximately a 4,800-square-foot floor area. This equates to approximately one square foot per city resident (based on 2010 population). The analysis of the projected 2030 increase in population and dwelling units indicates minimal impact of library space (between 50 and 100 square feet of need for additional library floor area).

Police

The police force consists of 15 sworn officers or 3.6 sworn officers per 1,000 residents. In addition, the department has eight civilian employees, which include five full-time and one part-time communications officers. Equipment includes 20 squad cars, or about five cars per 1,000 people. The police headquarters at 1500 Market Street included approximately 1,000 square feet (or about 238 square feet per 1,000 city residents in 2010). The analysis of the projected 2030 increase in population and dwelling units indicates minimal impact on the police facilities (between 100 and 200 square feet needed for additional floor area) and between one and two additional sworn officers.

Park and Recreation Land

The city provides approximately 260 acres of park and recreation land, including Cypress Park and Winter Quarters Park and Golf Course. Cypress Park, located adjacent to the downtown area on the Pocomoke River, has recently been upgraded to include a skateboard area, bandstand, concession building, two pavilions tennis courts, tot lots, play equipment, restrooms, and picnic areas.

The current ratio of park land in Pocomoke City is approximately 62 acres per 1,000 people. This is well above the state's recommended ratio of 30 acres per every 1,000 people. Using this standard, there is adequate park land to accommodate a doubling of the city's population. Including in county-owned Newtown Recreation Area (59 acres), the land area to population ratio for city residents is 76 acres per 1,000 persons.

Fire and Rescue

The Pocomoke City Volunteer Fire Company, Inc., provides fire protection in a service area with a population of about 6,000. The Fire Company consists of a force of 60 active volunteer fire fighters with three pumper trucks, a rescue vehicle, a tanker truck, a tower truck, and a brush truck. In 2012, the company responded to 119 fire and 96 rescue calls.

Using current level of service measures (one active volunteer per 1,000 people and one pumper per 2,000), the impacts of growth on the volunteer fire company and emergency medical facilities and personnel are minimal in relation to projected population growth in the city by 2030.

Water and Wastewater

Accommodating the additional demand for water and wastewater treatment is not a factor that will constrain the city's growth through 2030. Population and dwelling unit increases projected for the city in the two growth scenarios and estimates of economic growth indicate that the city will need between 0.11 and 0.18 million gallons per day (MGD) of additional water and sewer capacity to meet projected demand. The city currently has capacity to supply approximately 0.835 MGD of water a day and an average daily demand of 0.49 MGD per day (2006), or about 58 percent of capacity. An additional 0.18 MGD under scenario 2 would increase demand to approximately 80 percent of capacity.

Pocomoke City's wastewater treatment plant (WWTP) has a design capacity and permitted flow of 1.47 MGD. Based on current average daily flows of about 0.555 MGD (2006), under scenario 2, total wastewater treatment demand could reach approximately 0.73 MPD by 2030 or about 50 percent of capacity.

Build-Out Impacts

Build-out" is the full density development of all land within the existing corporate limits. When fully developed, Pocomoke City could potentially accommodate an additional 1,600 dwelling units and about 3,900 new residents. Although the city appears to have adequate land zoned for residential development to accommodate, this level of population, and housing growth, additional land may need to be zoned for commercial and/or industrial uses if the city is to maintain the current estimated ratio of developed commercial and industrial land to population base.

The build-out of the city will result in impacts on community facilities and services as summarized in Table 5-10. Added demand will be substantial across most facility and service categories. The projected increase in school-age population will create a compelling need for major investment in school construction, especially at the elementary and high school levels. Estimated student increases in the elementary school will triple enrollment over 2011 levels. At build-out enrollment in middle school will more than double and high school enrollment will increase by over 70 percent.

Water and wastewater treatment demand will increase by 0.86 MDG. Although the city has adequate wastewater treatment capacity to accommodate the build-out, the population increase will exceed the city's water supply capacity by an estimated 0.64 MDG.

In addition to major investments in schools and water facilities, the city will face the need for addition facility requirements. Maintaining the current levels of service will require an additional 2,400 square feet of city administration and meeting facilities and 3,300 square feet of public works building. Additional personnel requirements will impact city administration and public safety providers. Pocomoke City and Worcester County will share responsibility for supplying the additional recreation land (100 acres) and other facilities that will be required to service the build-out population.

Table 30: Municipal Growth Impact at Build-Out, Pocomoke City, Maryland

Growth Inputs		**Units**
New Dwelling Units	1,617	Units
Additional Population	3,945	Persons
Facilities/Service	**Added Demand**	
School	770	New Students
–High School	249	New Students
–Middle School	173	New Students
–Elementary School	1,617	New Students
City Administration/Meeting	2,840	GFA
Public Works	3,945	GFA
Library	162	GFA
Police		
–Sworn Officers	14	Personnel
–Facilities	939	GFA
Recreation Land	[1]	Acres
Fire and Rescue		
–Manpower	4	Personnel
–Facilities	26	GFA
Residential		
–Added Water and Sewer Demand	0.40	MGD
Commercial/Industrial		
–Added Water and Sewer Demand	0.46	MGD
Total Added Water and Sewer Demand	0.86	MGD

[1] City already has adequate park land to meet standard
Source: Peter Johnston & Associates.

Planning Area Build-Out

Worcester County's Comprehensive Development Plan 2006 anticipated growth of about 18,000 persons and 7,700 new homes by 2025.[15] These milestones seemed unlikely, considering MDP's most recent household population projections for Worcester County are for an increase of only 11,646 by 2040.[16] Worcester County's land-use planning concept is based on distributing growth by infilling existing population centers and placing new development in designated growth areas. Worcester County's policy is "…development in growth areas, which are located adjacent to or in close proximity to the corporate limits of a municipality, shall be contingent upon all of the following conditions:

1. Annexation by the municipality.

2. Water, sewer, and other services shall be provided to the development by the municipality.

[15] Draft Worcester County WRE, March 2011, pg. 1-2.
[16] Maryland Department of Planning, March 2012, http://www.mdp.state.md.us/msdc/S3_Projection.shtml.

3. The developer shall be responsible for all impact fees, excise taxes, adequate public facilities fees, and other impositions including those payable to the county.

4. The annexation shall be subject to an annexation agreement to which the county shall be a party."[17]

Under the county's growth concept, and regardless of the actual year, increases of 3,742 people and 1,606 residential units are planned for the Pocomoke City planning area. Of the total residential growth anticipated in the *Worcester County Comprehensive Plan* and Water Resources Element, approximately 88 percent, or a population increase of about 3,300, can be accommodated through infill and redevelopment within the existing incorporated area. The remaining 442 people will have to be accommodated on land annexed to Pocomoke City to be consistent with county policies previously enumerated.

The build-out impact analysis summarized in Table 29 determined that the city would need a total capacity of 0.86 MDG of water and sewer capacity to satisfy added demand. Including an additional population growth of 442 persons and 190 dwelling units (assumes an average of 2.33 persons per household consistent with the county's calculations) would add 0.095 MGD of demand for water and wastewater treatment capacity.

Meeting the water and sewer demand associated with the build-out of the city and accommodation of growth projected by the county presents a long-range challenge to both jurisdictions. As the city approaches the capacity limits of its wastewater treatment plant (WWTP), however, long into the future that may be, it will have to contend with the point source cap established as part of the Chesapeake Bay Tributary Strategy that limits the amount of nitrogen and phosphorus that city's WWTP can discharge into receiving waters. Even assuming best management practices are in place, the project volume of sewer effluent will exceed the current point source cap.

Funding Strategies

Growth will require the city and county to fund the public facilities and services necessary to serve new residents and businesses. Current sources of revenue alone, e.g., property tax and user fees, will not be sufficient to meet expenditures. In some instances, state and/or federal grants and loans may be available to assist local governments. Other forms of revenue to address growth impacts may also need to be considered (see Table 31 for examples). Funding mechanisms the city may want to consider include the following options.

[17] The Comprehensive Development Plan Worcester County, Maryland, March 2006, pg. 11.

Adequate Public Facilities Ordinance (APFO)

The city could adopt an APFO, which ties development approvals to the existing and planned capacity of infrastructure based on quantifiable levels of service for public facilities and services. APFO level of service standards also can be used when negotiating developer responsibilities in an annexation agreement or a Developers Rights and Responsibility Agreement (DRRA).

Fiscal Impacts/Impact Fees

Major development projects should be required to identify and address fiscal impacts to the city. These impacts could be addressed in a DRRA executed prior to development approval. As an alternative, the city could adopt an impact fee ordinance. Impact fees, also known as exactions, extractions, contributions, and proffers, are the financial responsibilities that a municipality places upon a developer to provide some or all of the physical improvements to public facilities necessitated by development. Impact fees are levied as a condition for the approval of plats or building plans and subsequent permission to proceed with development. They are direct contributions by developers and may include dedication of land, construction of facilities, or payment of fees in lieu of these facilities. They can be levied through written provisions in ordinances or through negotiations.[18] For example, a fee could be levied to offset the cost of additional city administration and meeting space, land can be dedicated for parks or schools and trails can be constructed to satisfy recreation land requirements. The county is the appropriate level of government to adopt some of these funding mechanisms, e.g., school impact fees or excise tax.

[18] Miles, Mike E., Emil E. Malizia, Marc A. Weiss, Gayle L. Berens, and Ginger Travis. 1991. *Real Estate Development: Principles and Process.* Washington, D.C.: Urban Land Institute.

Table 31: Potential Funding Source to Address Municipal Growth Impacts

Facility/Service	Potential Funding Sources
School Facilities	Property tax, Excise Tax, Impact Fee, Federal/State School Construction Funds
City Administration	
–Facilities	Property Tax, DRRA, Impact fee, grants and loans
–Personnel	Property tax, Service fees (e.g., zoning certificate fee, inspection fees), grants
City Public Works	
–Facilities	DRRA, Impact fee, Connection fees, User fees, Public works agreement, grants, loans
–Personnel	Property tax, service fees (e.g., water and sewer charges)
Library Facilities	Property tax, excise tax, impact fee, Grants and loans
City Police	
–Facilities	Property tax, DRRA, Impact fee
–Personnel	Property tax, fines and fees
Recreation Land	DRRA, Land dedication, State Program Open Space (POS)
Fire and Rescue – Nonprofit	
–Facilities	DRRA, grant, public and private contributions
County-Provided Fire and Rescue	
–Facilities	Property tax, excise tax, impact fee, special tax (e.g., fire districts tax), grants
–Personnel	Property tax, special tax (e.g., fire district tax)
Water and Sewer Facilities	DRRA, Public Works Agreements, connection fees, user charges

Municipal Priority Funding Area

The city should ensure that annexation areas are included within its municipal Priority Funding Area (PFA) so that these areas are eligible for state assistance for funding of infrastructure. Current PFAs are shown on Map 7. In order to satisfy the requirements for "certification," annexed areas (for residential development) must be zoned to permit an average density of at least 3.5 dwelling units per acre and the area must be served or planned for service by public or community sewer. In addition, the Worcester County Master Water and Sewer Plan should be amended to reflect any proposed new service areas.

Annexation Plan

Pocomoke City is not currently considering any new annexations. The city may consider annexing areas shown on Map 7 in the future, depending on available water and sewer capacity. All of the potential annexation properties are located within the municipal or county Priority Funding Area (PFA). Prior to annexation the city will evaluate the implications of adding these as city "growth areas" including impacts on public services and infrastructure needed to accommodate growth within the proposed growth areas, including those necessary for:

- libraries;
- recreation;
- water and sewerage facilities;
- public safety, including emergency medical response;
- stormwater management systems sufficient to ensure water quality both inside and outside the proposed municipal growth area; and
- public schools sufficient to accommodate student population consistent with State rated capacity standards established by the Interagency Committee on School Construction;

In addition the city will evaluate any burden on services and infrastructure for which the it would be responsible and anticipated financing mechanisms to support necessary public services and infrastructure.

When, and if, the city decides to annex land, each annexation will be performed in manner consistent with the city's annexation policies as described below. These policies are intended to ensure that the extension of corporate boundaries results in the most efficient use of public utilities and services and that costs associated with capacity expansion and extension of service is fairly allocated among those benefitting. The city's annexation policies are as follows:

- Annexations will be consistent with the city's annexation plan .

- Annexations will meet the requirements of applicable state laws, including the Land-Use Article and Article 23A of the Annotated Code of Maryland.

- Annexed areas will be contiguous to the corporate limits and create a natural extension of the city's corporate boundaries.

- Annexations will be coordinated with the state and Worcester County.

- Annexation is a condition of city services and property owners who desire city services must be annexed prior to consideration.

- Proposed annexation areas will be economically self-sufficient and not result in larger municipal expenditures than anticipated revenues that could indirectly burden existing city residents with the costs of services or facilities to support the area annexed.

- The costs of providing roads, utilities, parks, other community services will be borne by those people gaining the most value from such facilities through income, profits, or utilization.

- Specific conditions of annexation will be made legally binding in an executed annexation agreement. Such agreements will address among other things:

    - consistency with the goals, objectives and recommendations contained in the *Pocomoke City Comprehensive Master Plan;*

    - proposed zoning of the property;

    - type of development the city expects;

    - responsibility for conducting appropriate studies; and

    - preliminary agreements concerning responsibilities for the cost of facilities and services provided by the city. These preliminary agreements may be further revised in a Developers Rights and Responsibility Agreement (DRRA).

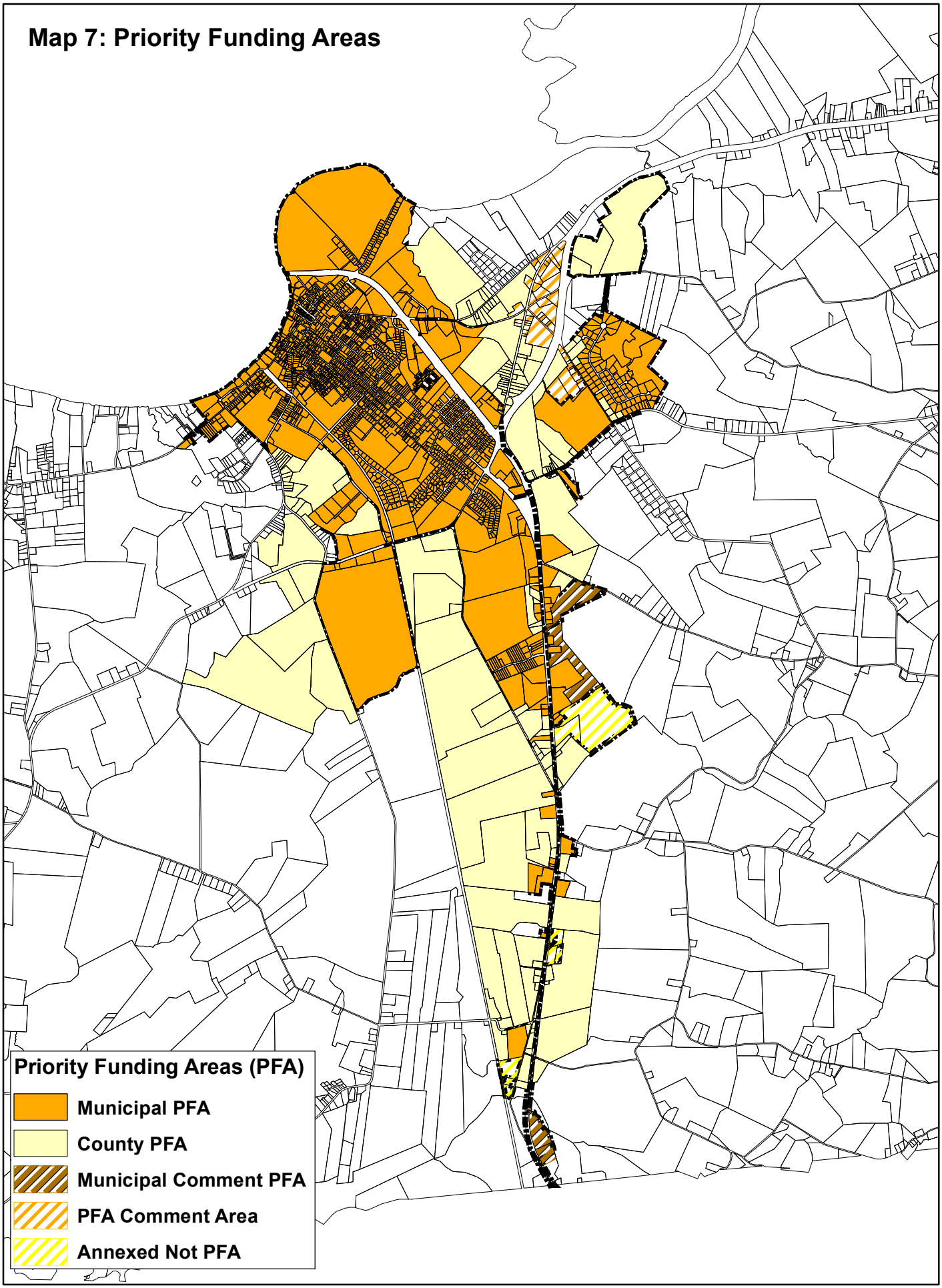
Worcester County may be included as a party to such annexation agreements.

For annexations involving larger parcels of land, the city may require appropriate impact studies, including a fiscal impact study and an environmental impact assessment that addresses the potential impact of the proposed annexation on the environment of the site and surrounding area. If necessary, applicants for annexation shall pay the cost of completing all studies related to expanding capacity in existing public facilities and/or services.

Prior to annexing any land area that is not included in the Municipal Growth Element, the city will first consider appropriate amendments to the Plan and will follow the procedural requirements for updates and annexation established in state laws. This will ensure that the proposed annexation is consistent with the goals and objectives of the *Pocomoke City Comprehensive Master Plan, Worcester County Comprehensive Plan,* and the state "Visions" and that appropriate consideration has been given to the adequacy of public facilities and

services, and that the public, public officials, and state agencies are afforded an opportunity to comment on the proceedings.

Map 7: Priority Funding Areas



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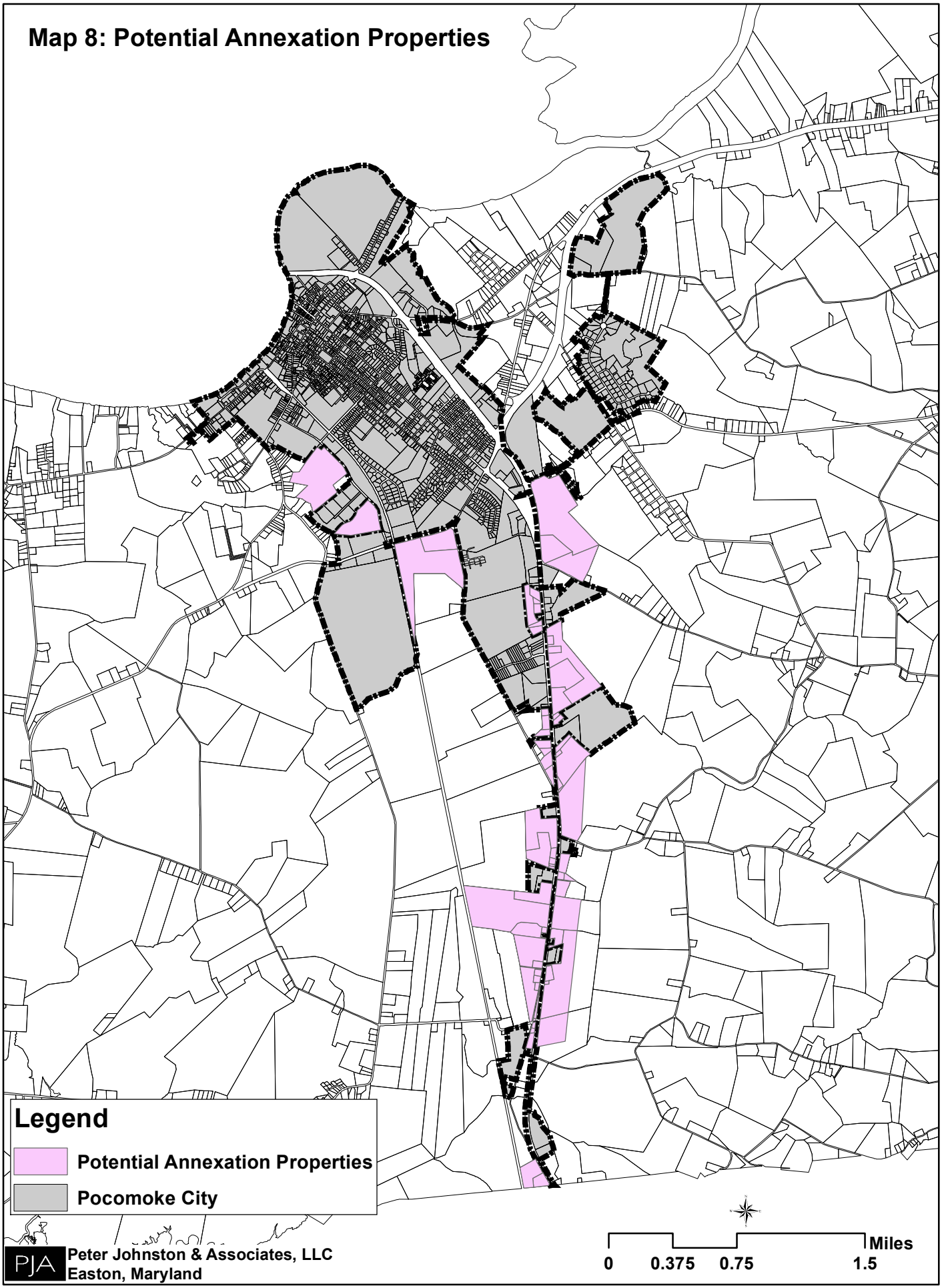
Map 8: Potential Annexation Properties



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Transition and Rural Buffer Areas

The city believes that the *Worcester County Comprehensive Plan* and zoning system adequately address transition and rural buffer areas, inclusive of land currently zoned by Worcester County for preservation and/or conservation (see Map 8) and properties zoned as "Agriculture," "Conservation," and "Estate."

In regards to "Transition Areas," some properties surrounding the city are zoned by the county for residential development. These areas are located at the eastern and western boundaries of the city. Commercial and industrial districts are located to the south of the city along U.S. Route 13. Pocomoke City anticipates working closely with Worcester County with regards to future growth within these areas.

Inter-jurisdictional Coordination

The Economic Development, Planning and Resource Protection Act of 1992 and recent updates direct local governments and the state to coordinate their planning and development efforts to achieve the state's "Visions." Under the act, local governments must adopt comprehensive plans that include the 12 "Visions." Zoning and other planning implementation mechanisms must be consistent with these plans. Local comprehensive plans must include recommendations for improving planning and development processes to encourage economic expansion and to direct future growth to appropriate areas. Such development and economic growth often have inter-jurisdictional impacts, including impacts on transportation, infrastructure, environment, and other areas of concern. For this reason, it is necessary for planning, growth strategies, and policies to promote and encourage cooperation among adjacent jurisdictions.

House Bill 1141 (Land Use–Local Government Planning) requires the city to include in the comprehensive plan a growth element that specifies where the municipality intends to grow outside its existing corporate limits. Currently, the city has no plans to annex any land outside its current corporate boundaries. The city's annexation policies outline how it intends to address service, infrastructure, and environmental protection needs for growth areas and surrounding environs at such time as it decides to annex land.

The city's Plan also includes a water resources element that identifies strategies for addressing drinking water and other water resources to meet current and future needs. Preparation of the growth element included an analysis of land capacity available for development, including infill and redevelopment, and an analysis of the land area needed to satisfy demand for development at densities consistent with the city's Plan.

House Bill 1141 requires the city to consult with Worcester County concerning its growth element. Prior to approving the city's growth element, the city must provide a copy of the growth element to the county, accept comments from the county on the growth element, meet and confer with the county regarding the growth element, and on the request of either party engage in mediation to facilitate agreement on a growth element. The bill encourages municipalities and counties to participate in joint planning processes and agreements. Coordination with county officials is important to ensure that newly annexed territory qualifies for state assistance as a priority funding area if annexed after September 30, 2006.

It is apparent that there is a critical need for the city and county to work together. Future growth will depend on sound strategies to address such issues as water quality and quantity, school capacity, demand on emergency services, public infrastructure, and transportation facilities. Like public infrastructure, water quality and quantity issues cannot be addressed by the city alone. Going forward, effective management of nonpoint source pollution must be based on watershed-wide land-use strategies and coordinated administration and enforcement of sediment and erosion control and stormwater management regulations. Protection of vulnerable drinking water supplies requires the participation of all jurisdictions sharing the water sources.

The planning requirements from HB 1141 mandate that city and county officials meet and discuss this municipal growth element prior to adoption. At a minimum, an agenda for such a joint county/city meeting should include how best to coordinate the following:

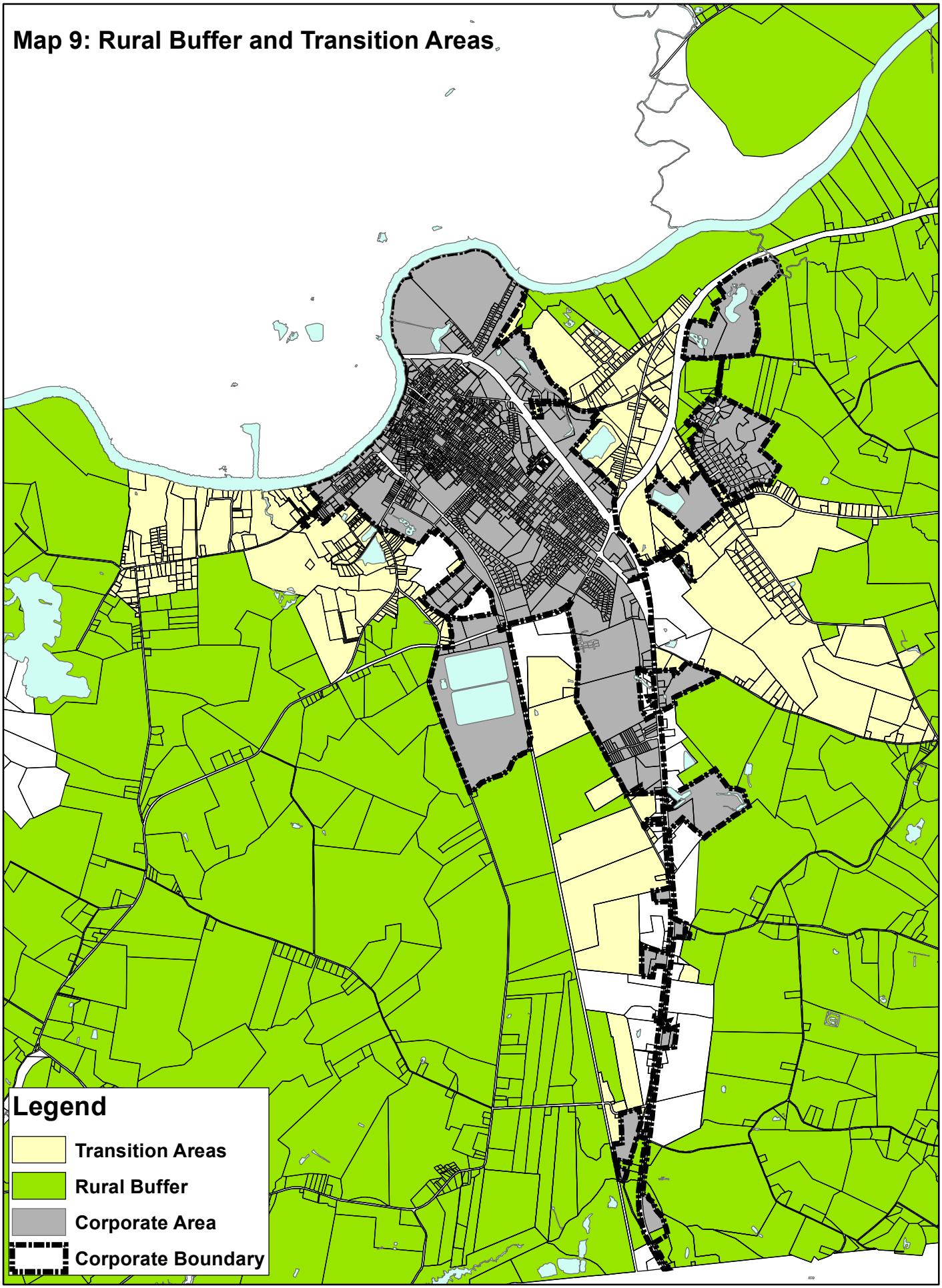
- Cooperative watershed planning initiatives including discussions of failing septic system areas in the county and the role of public water and wastewater in resolving these problems;

- Coordinated policies concerning county land uses, including growth areas, Priority Funding Area designations adjacent to the city, and water and sewer service areas for Pocomoke City as shown in the Worcester County Comprehensive Water and Sewerage Plan;

- Coordinated policies concerning conservation of green infrastructure; and

- Funding for public facilities and services, i.e., Adequate Public Facilities Ordinance, impact fees, tax differential and excise taxes, etc.

Map 9: Rural Buffer and Transition Areas



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SECTION 5—NATURAL RESOURCES

Introduction

Managing growth and development in Pocomoke City must be balanced with consideration for the natural resources that are an essential component of the city's quality of life. Pocomoke City's historic identity and present day charm are intertwined with its natural setting and its roots as a rural waterfront community. Conservation and the protection of key natural resources and sensitive areas will be important objectives for preserving the character of the place that is Pocomoke City.

By virtue of its location in a coastal area, land-use planning and growth management in Pocomoke City must account for a number of natural features that affect such things as how land should and can be used and how investments in public infrastructure and facilities are programmed. These naturally occurring features include:

- the Pocomoke River and its tributary streams;
- tidal and nontidal wetlands;
- sensitive species habitat, including the habitat of threatened and endangered species and species of concern to the state (Sensitive Species Project Review Areas);
- the 100-year floodplain; and
- soils with development constraints.

The Pocomoke River is the main natural feature in the city. The city contains approximately 1.8 miles of shoreline of the 55-mile-long river that flows from the Great Cypress Swamp in Delaware to the Chesapeake Bay. The river contains a remnant cypress swamp that is the northernmost example of a riverine bald cypress-black gum swamps common throughout the South.

The river receives input from two local drainage systems in the city that run from south to north through a series of ditches, culverts, pipes, and open flows. One drainage system begins south of Eighth Street and becomes Terrapin Gut, a perennial stream. The other drainage system begins north of Homewood Drive then parallels Maple Street before it empties into the Pocomoke River. These drainage systems channel stormwater runoff that deposits nutrients and sediment into the Pocomoke River.

Goal and Objectives

Goal: Preserve and protect the natural resources and features of Pocomoke City and its surrounding environs to ensure a balance between development and the need to protect indigenous resources and/or features.

- Objective #1: Require development design be done in a manner that minimizes adverse impacts on significant natural features and other resources.

- Objective #2: Encourage energy conservation, "green building" design, and low-impact development.

- Objective #3: Work with Worcester County and the State of Maryland to develop appropriate strategies for the enhancement and protection of green infrastructure.

- Objective #4: Promote environmental stewardship.

- Objective #5: Minimize adverse impacts on water quality.

- Objective #6: Conserve fish, wildlife, and plant habitats.

Floodplain

A significant portion of the city adjacent to the river is within the 100-year floodplain. This floodplain encompasses approximately 436 acres, or about 17 percent of the City's land area. The majority of the city's floodplain is located in the northern part (see Map 10) of the community.

The official extent of Pocomoke City's 100-year floodplain is shown on a Flood Insurance Rate Map (FIRM). These maps illustrate the extent of flood hazards by depicting flood risk zones and Special Flood Hazard Areas. FIRMs also depict other information including Base (one percent annual chance) Flood Elevations (BFEs) or flood depths, floodways, and common physical features such as roads.

The State of Maryland, in conjunction with the Federal Emergency Management Agency (FEMA), has been systematically updating Flood Insurance Rate Maps (FIRMs) for communities over the past several years. With this update, a Digital Flood Insurance Rate Map (DFIRM) will be produced that will be compatible with GIS (Geographic Information Systems). Worcester County's coastal and riverine areas are tentatively scheduled for updating in September 2013.

Wetlands

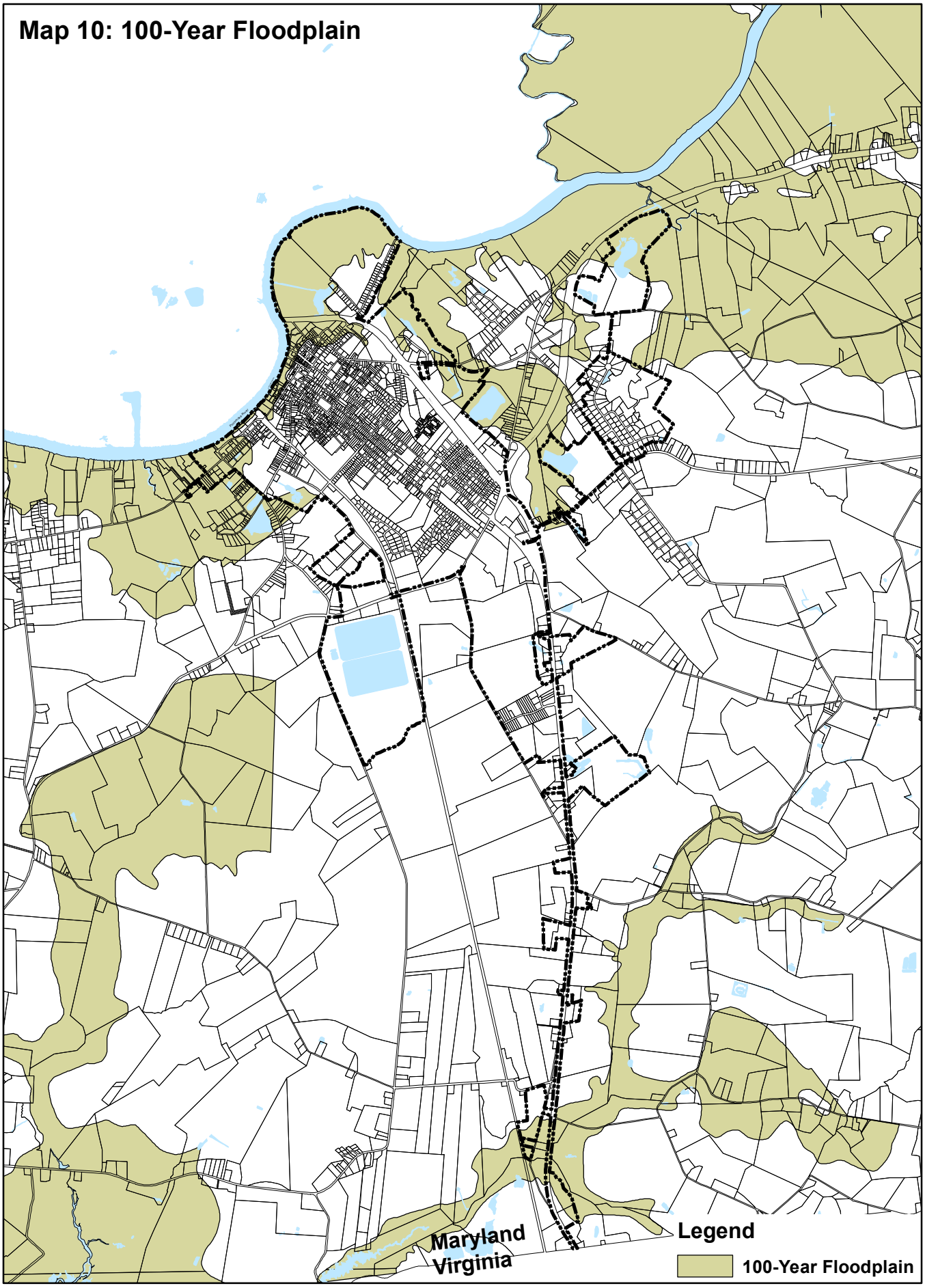
Approximately 383 acres, or about 16 percent, of the city is classified as tidal or nontidal wetlands (see Map 11). The largest contiguous area, about 137 acres, is located at the Winter Quarters Golf Course and Cypress Park.

Living Resources

Pocomoke City is located in a portion of the state that contains extensive areas of habitat for sensitive species, though there is little actual habitat within the city proper. The Sensitive Species Project Review Areas (SSPRA) shown on Map 12 represents the general locations of documented rare, threatened, and endangered species. The SSPRA also includes various types of regulated areas under the Critical Area Criteria and other habitat areas of concern statewide, including Natural Heritage Areas, Listed Species Sites, Other or Locally Significant Habitat Areas, Colonial Waterbird Sites, Nontidal Wetlands of Special State Concern, and Geographic Areas of Particular Concern.[19]

[19] Maryland Department of Natural Resources, http://www.dnr.state.md.us/wildlife/Plants_Wildlife/sspra.asp.

Map 10: 100-Year Floodplain



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Map 11: Wetlands

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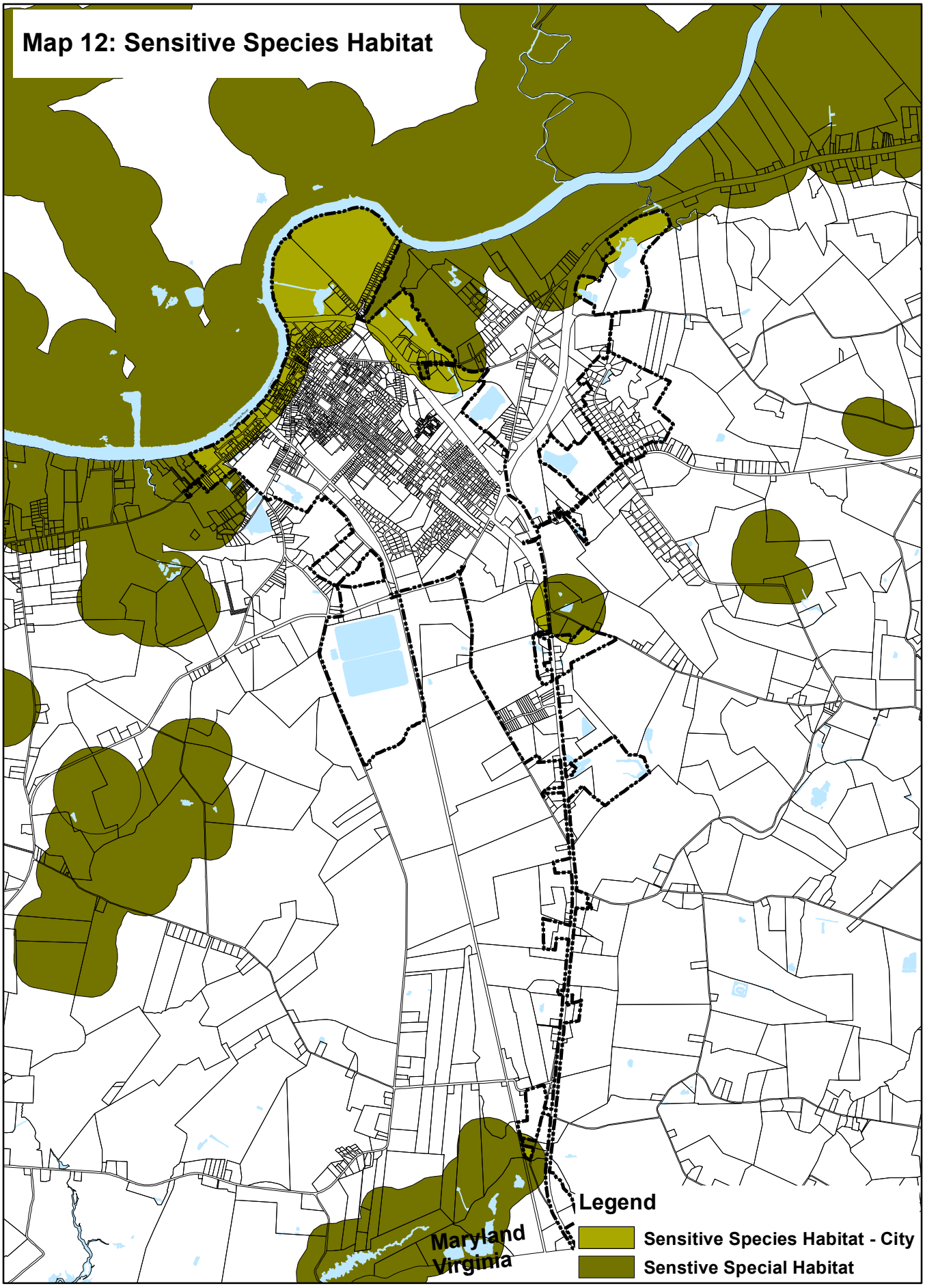
Map 12: Sensitive Species Habitat



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Sea Level Rise

An emerging natural phenomenon of concern to national, state and local officials is climate change and sea level rise (SLR). "The average rate of sea level rise along Maryland's coastline has been 3–4 mm/yr., or approximately one foot per century. Such rates are nearly twice those of the global average (1.8 mm/year), a result probably due to substantial land subsidence. Furthermore, research has demonstrated that sea level rise rates will accelerate in response to global warming, resulting in rise of 2–3 feet by the year 2100" (Leatherman et al., 1995).

While the extent and range of impacts may vary, it is generally agreed that rising sea levels threaten low-lying coastal areas through coastal flooding, coastal erosion, wetland inundation, and salt water intrusion. Low-lying coastal plains and barrier islands, such as those located along Maryland's outer coast, its coastal bays, and the low-lying eastern shore, are particularly susceptible to erosion, flooding, and inundation.

Sea level rise also threatens to exacerbate and prolong the process of erosion along the developed western rim of the Chesapeake Bay. Perhaps most dramatic, however, is the threat sea level rise poses to low-lying islands and extensive marsh systems within the Bay.[20] Depending on the extent of sea level rise, Pocomoke City will likely experience some of these threats, including inundation of wetlands and lowlands; accelerated coastal erosion; increased flooding; raised water tables; and increased salinity of bays, rivers, and aquifers.[21]

A 2008 study conducted for Worcester County estimated impacts based on modeled sea level rise scenarios. The scenarios modeled were:

Steady State Model—Based on the long-term historic rate of sea level rise of the area, approximately 3.1 mm/yr or 0.57 m by 2025 at spring high tide.

Average Accelerated Model—Estimated by averaging the IPCC projections. Annual rates were increased by 1 mm/10 yr. to reach this projection, resulting in a 1.0 m sea level rise by 2100 at spring high tide.

Worst Case Model or Max Rate—Uses the max range of all IPCC models, 85 to 90 cm by 2100. The annual rates were increased by 1 mm/10 yr through 2050 and then more rapid

[20] A Sea Level Rise Response Strategy for The State Of Maryland, Zoë Pfahl Johnson NOAA Coastal Management Fellow, for Maryland Department of Natural Resources Coastal Zone Management Division October 2000.
[21] Worcester County Department of Comprehensive Planning, 2006.

increases were used to reach an annual rate of 15 cm for the period 2090 to 2100. This resulted in spring high tides of 0.63 m in 2025, 0.83 m in 2050, and 1.47 m in 2100.[22]

According to the authors of the county study, "the Steady State 2025 scenario was chosen to present almost certain, near-term impacts that the county will face from sea level rise. This scenario simply shows a trend that has been occurring for over the past 50 years in the Worcester County area, and there is little reason to doubt this will not continue over the next 16 years."[23]

Assessing the impacts of sea level rise by 2025 and 2050 under a "steady state" and "worst case" scenarios, the county study concluded that Pocomoke City has, "extremely manageable numbers of structures projected to be inundated, and these are within existing flood zones for the most part."[24] As can be seen from the study's findings for Pocomoke City summarized in Table 6-1 most of the at-risk structures are already located in the 100-year flood plain.

Table 32: Structures Projected to be at Least Partially Inundated by Observed Sea Level Rise Rates and a Worst-Case Scenario

Sea Level Rise Scenario	Structures projected to be inundated	Historic Resources
Steady State Sea Level Rise, 2025		
Structure inundated	4	2
Structures inundated and in Flood Zone, A, AE, or VE	4	
Percent already in flood zone	100	
Worst Case Sea Level Rise, 2025		
Structure inundated	4	2
Structures inundated and in Flood Zone, A, AE, or VE	4	
Percent already in flood zone	100	
Worst Case Sea Level Rise, 2050		
Structure inundated	13	2
Structures inundated and in Flood Zone, A, AE, or VE	13	
Percent already in flood zone	100	
Worst Case Sea Level Rise, 2100		
Structure inundated	87	6
Structures inundated and in Flood Zone, A, AE, or VE	80	

[22] Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for: Worcester County Department of Comprehensive Planning, prepared by: CSA International, Inc., September 2008, pg. 1-3.

[23] Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for: Worcester County Department of Comprehensive Planning, prepared by: CSA International, Inc., September 2008, pgs. 1-4.

[24] Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for: Worcester County Department of Comprehensive Planning, prepared by: CSA International, Inc., September 2008, pg. 2-4.

Percent already in flood zone	92

Source: Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for Worcester County Department of Comprehensive Planning, prepared by CSA International, Inc., September 2008, pgs. 2-5.

Increased Vulnerability from Storm Surge Flooding

Another risk associated with sea level rise is an increase in the land area at risk from storm surge-related flooding and an increase in the depth of flooding in areas already at risk from storm surge. Storm surge is an abnormal rise in water level, over and above the regular astronomical tide, and it is caused by forces generated from a severe storm winds, waves, and low atmospheric pressure. As the sea level rises, the return frequencies of coastal flooding of a given elevation will increase (i.e., higher floods will happen more often, and the boundaries of flood zones for floods of a given return frequency will move higher and further landward).[25]

Worcester County's 2008 study concluded that, "Pocomoke City has relatively lower percentages of structures at risk, but they still have enough to be a concern. At the maximum surge estimates in 2100, 28% of the city's structures fall within the increased surge zone in 2100."[26] Table 33 summarizes the report finding for Pocomoke City.

Table 33: Structures Projected to be at Risk from Hurricane Category 3 Storm Surge with Observed Sea Level Rates and Average Accelerated Sea Level Rise, Pocomoke City, Maryland

Hurricane Category 3 Storm Surge and Steady State Sea Level Rise, 2025		Historic Resources
Structures at risk	404	15
Structures at risk and in Flood Zone	142	
Percent already in Flood Zone	35.1	
Hurricane Category 3 Storm Surge and Accelerated State Sea Level Rise, 2025		
Structures at risk	407	15
Structures at risk and in Flood Zone	142	
Percent already in Flood Zone	34.9	
Hurricane Category 3 Storm Surge and Accelerated State Sea Level Rise, 2050		
Structures at risk	462	18
Structures at risk and in Flood Zone	142	
Percent already in Flood Zone	30.7	
Hurricane Category 3 Storm Surge and Accelerated State Sea Level Rise, 2100		

[25] NOAA Technical Report OAR CPO-1, Global Sea Level Rise Scenarios for the United States National Climate Assessment, United States Department of Commerce, National Oceanic and Atmospheric Administration, December 2012.

[26] Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for Worcester County Department of Comprehensive Planning, prepared by CSA International, Inc., September 2008, pg. 2-10.

Structures at risk	579	18
Structures at risk and in Flood Zone	142	
Percent already in Flood Zone	24.5	

[1] Source: Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for: Worcester County Department of Comprehensive Planning, prepared by: CSA International, Inc., September 2008, pg. 2-10.

Public Water and Sewer Facilities

Worcester County's 2008 report also examined the potential impacts of sea level rise, coastal flooding, and storm events on critical public facilities, including public water and sewer facilities and transportation infrastructure. The modeling examined impacts under the following four scenarios:

- Hurricane Category 3 Storm Surge and Steady State Sea Level Rise, 2025;
- Hurricane Category 3 Storm Surge and Average Accelerated Sea Level Rise, 2025;
- Hurricane Category 3 Storm Surge and Average Accelerated Sea Level Rise, 2050; and
- Hurricane Category 3 Storm Surge and Average Accelerated Sea Level Rise, 2100.

The results of the modeling findings reported were as follows:

- 1.8 miles of potable water supply lines could be inundated by observed and worst-case sea level rise in the 2100 scenario;

- One public water supply facility was at risk in all four scenarios;[27]

- 1.1 miles of sewer mains could be inundated by observed and worst case sea level rise in the 2100 scenario; and

- Two wastewater management facilities were at risk in all hurricane storm surge scenarios.

In addition, the 2008 County study stated that the most vulnerable roads in the county included portions of Pocomoke City.[28] The study also cited reduced clearance as a potential issue at some point for high-clearance vessel traffic under fixed-span bridges such as the US 13 bridge over the Pocomoke River at Pocomoke City (vertical clearance is 35 ft.).[29] Sea level rise may also

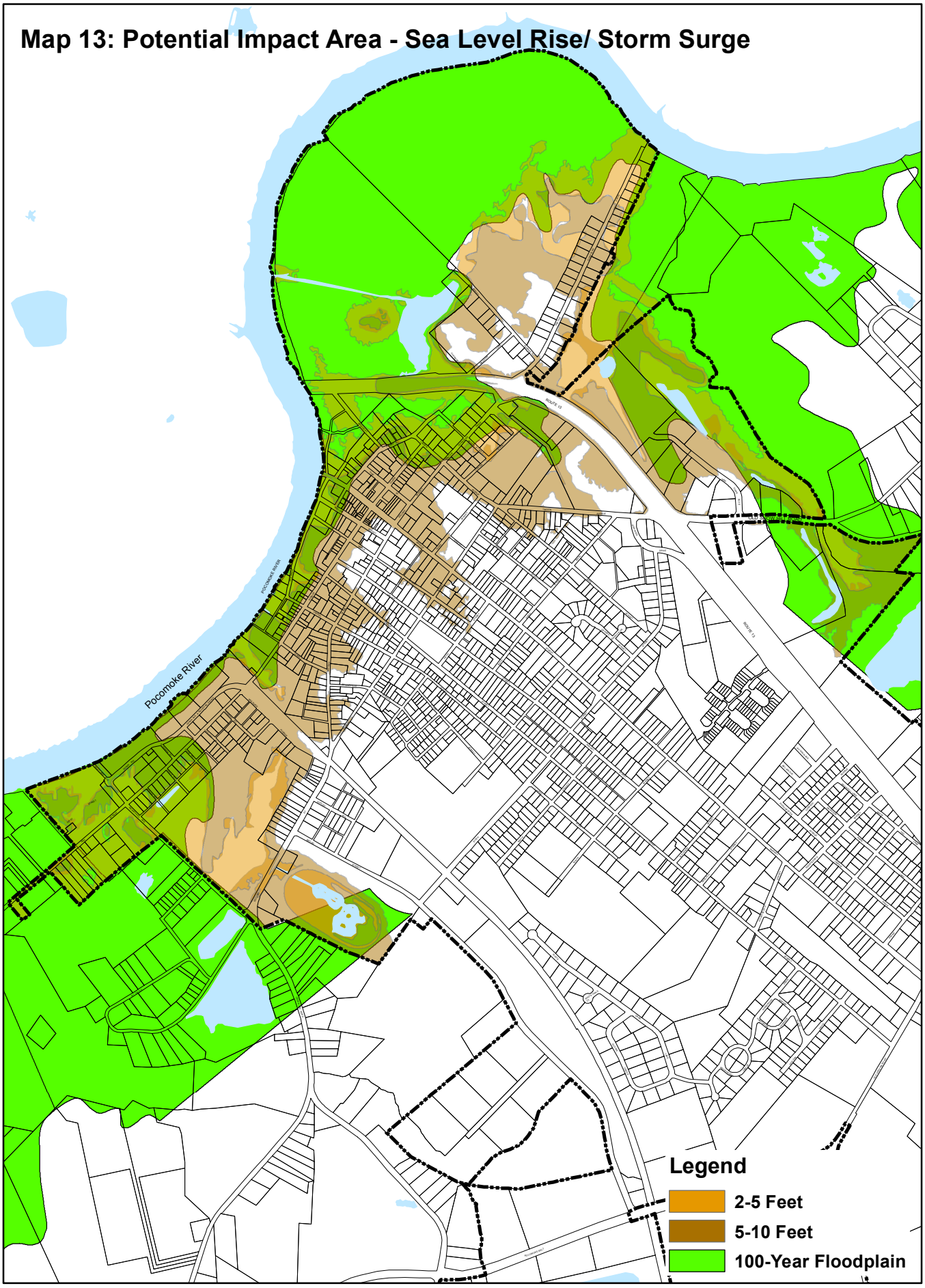
[27] The county database for the modeling listed six wells and two treatment plants for the Pocomoke City service area. The GIS database included only a single well and no treatment facilities.
[28] Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for: Worcester County Department of Comprehensive Planning, prepared by: CSA International, Inc., September 2008, pg. 2-14.
[29] Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for: Worcester County Department of Comprehensive Planning, prepared by: CSA International, Inc., September 2008, pg. 2-16.

interfere with navigation under bridges by diminishing the above water clearance. This will not be a major issue for the movable-span bridges in Worcester County, although these bridges will need to be opened more frequently as sea level rises.[30] These bridges include the Pocomoke City draw bridge on the Pocomoke River (closed position clearance is 4 ft).[31]

The potential impact area of combinations of sea level rise and storm surge flooding are illustrated on Map 13.

[30] Maryland Department of Transportation, State Highway Administration, 2007.
[31] Sea Level Rise Response Strategy, Worcester County, Maryland, prepared for: Worcester County Department of Comprehensive Planning, prepared by: CSA International, Inc., September 2008, pg. 2-16.

Map 13: Potential Impact Area - Sea Level Rise/ Storm Surge



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0 0.125 0.25 0.5 Miles

Ground Water

Pocomoke City currently draws its drinking water from the Pocomoke Aquifer. City wells are at approximately 140 feet. According to the Department of the Interior Report, *Water Resources of the Delmarva Peninsula*, the Quaternary aquifer is another potential source of fresh water for the city. The Quaternary is a surficial aquifer that extends throughout most of the Delmarva Peninsula.

Soils

Soils in the city and surrounding area pose several limitations for development, including a high water table and poor drainage. These soil conditions not only affect construction but are also a factor to contend with in the selection and design of stormwater management techniques and facilities.

Critical Area

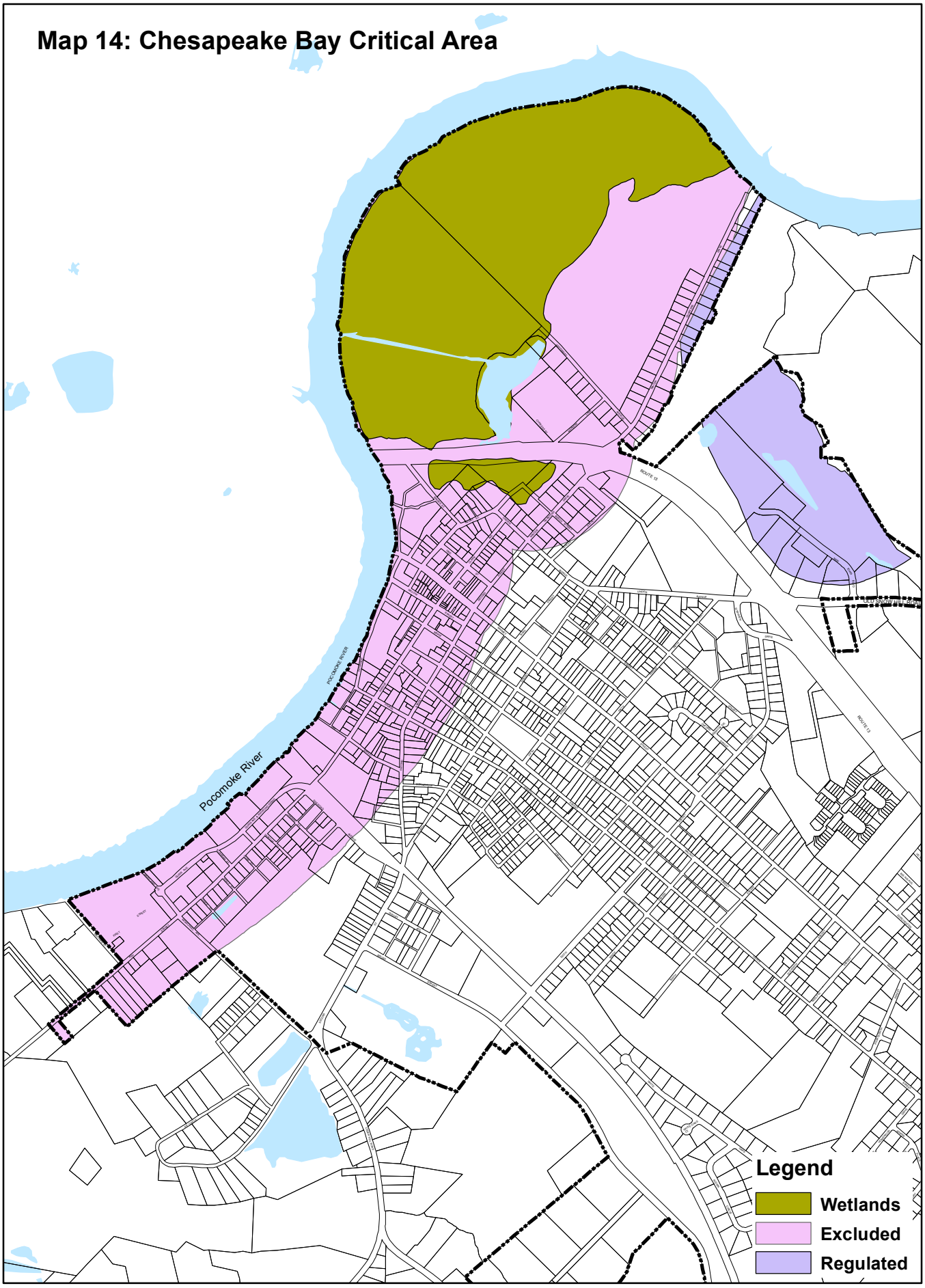
Chesapeake Bay Critical Area laws regulate the development within designated areas in 16 Maryland counties, including Worcester County. The Critical Area is all waters and lands under the Chesapeake Bay and its tributaries to the head of tides as indicated on state wetland maps and all land and water areas within 1,000 feet beyond the landward boundaries of the head of tides.

Pocomoke City was granted an exclusion from the Critical Area regulation. However, Critical Area regulations are still applicable for lands annexed after 1997 (see Map 14).

Forest Conservation

There are approximately 612 acres of forest land cover within Pocomoke City, most of which is regulated under the terms of the Worcester County Forest Conservation Law. On January 30, 1996, by Resolution 96-3, Worcester County agreed to apply and enforce the Worcester County Forest Conservation Law within the corporate limits of Pocomoke City. Activities that require an application for any public or private subdivision plan, site plan approval, or grading and sediment control permit involving 40,000 square feet or more must comply with the Forest Conservation Law. Projects that are required to comply with the Forest Conservation Law are submitted to the county for review and approval before receiving final site plan or subdivision approval.

Map 14: Chesapeake Bay Critical Area



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0 600 1,200 2,400 Feet

Mineral Resources

There is no mining activity or any known commercial mineral resources in Pocomoke City or in its potential growth area.

SECTION 6—WATER RESOURCES

Introduction

The Pocomoke City Water Resources Element (WRE) satisfies a basic planning requirement mandated by Maryland House Bill 1141. The purpose of the WRE is to assess the capacity of local water resources to meet the city's current and future needs. Statutory requirements include the following tasks:

- Identify drinking water and other water resources that will be adequate for the needs of existing and future development proposed in the land-use element of the plan, considering available data provided by the Maryland Department of the Environment (MDE).

- Identify suitable receiving waters and land areas to meet the stormwater management and wastewater treatment and disposal needs of existing and future development proposed in the land-use element of the Plan, considering available data provided by MDE.

- Adopt a WRE in the comprehensive plan on or before October 1, 2009, unless extension(s) are granted by the Maryland Department of Planning (MDP).

Pocomoke City adopted its first WRE in 2009.

Assessing the adequacy of water resources is directly linked to the following Plan elements: 1) the land-use plan; 2) municipal growth; 3) community facilities; and 4) natural resources. The WRE addresses three major areas, including water supply, wastewater treatment and discharge, and stormwater management. Among other things, preparation of the WRE is intended to assess water resource capacity limits, determine the potential implications of water resource issues for future growth, and facilitate the development of management strategies.

Goal and Objectives

Goal: Insure an adequate and safe potable water supply to serve current and future residents of Pocomoke City and protect water quality in the Pocomoke River.

- Objective #1: Take steps to restore and protect water quality and contribute toward meeting water quality regulatory requirements in rivers and streams in the Pocomoke River Watershed. This will require addressing current water quality impacts as well as future impacts from land development and population growth. This also will require coordination among all jurisdictions in the watershed.

- Objective #2: Protect the sensitive habitats of the Pocomoke River and its tributaries.

- Objective #3: Work with Worcester County and state agencies to develop watershed planning and management guidelines that relate land use and development to their impacts on water resources.

- Objective #4: Work with Worcester County and state agencies to develop a plan for addressing the needs of property owners with failing septic systems in the area.

- Objective #5: Develop city-wide water conservation methods and policies and encourage innovative technologies for stormwater management.

Hydrogeological Setting

Pocomoke City is located within the boundaries of the Northern Atlantic Coastal Plain (NACP) aquifer system. The NACP encompasses approximately 50,000 square miles that extend from the North Carolina and South Carolina border to Long Island, New York. The aquifer system is bounded in the west by the Fall Line that separates the Piedmont from the Coastal Plain physiographic province. It is bounded in the east by the Atlantic Ocean.

Regional Water Resources

The Northern Atlantic Coastal Plain (NACP) aquifer system in Maryland consists of an alternating series of aquifers and confining units that descend and widen as they extend toward the Atlantic Ocean. The major aquifers in the NACP are the Patuxent, Patapsco, Magothy, Aquia, and Piney Point Formations and the Chesapeake Group.

The urban areas of Baltimore and Washington, D.C., make up the largest percentage of the state's water usage, and their water supply is derived from surface water sources. In Maryland's Coastal Plain counties, which include southern Maryland and the Eastern Shore, groundwater comprises 86% of the total water use.

Groundwater in the Coastal Plain is drawn from unconfined (natural water table) and confined (artesian) aquifers. Unconfined aquifers are recharged by rainfall and snow melt and depleted by drought, resulting in fluctuating water levels. Artesian aquifers receive recharge from areas where water-bearing formations crop out, leakage through confining beds, and lateral movement of water from adjacent aquifers.

The natural quality of Coastal Plain groundwater is generally good and ranges from very soft to very hard with the average in the moderately soft range (Vokes and Edwards, 1974). Most

Coastal Plain aquifers contain both fresh and salt water. Water directly below recharge areas is fresh; salt levels increase with aquifer depth and proximity to the ocean. The location of the freshwater-salt water boundary (zone of diffusion) depends on the volume of fresh water entering the aquifer from recharge or leakage.

One of the most common problems in Coastal Plain aquifers is salt water intrusion. Some parts of the confined aquifers in the system have been affected by intrusion of brackish or saline water, notably in more heavily populated areas along the coastlines of the Bay (Annapolis, Kent Island) and the Atlantic Ocean (Ocean City), where water usage is greatest.

In 2007, the U.S. Department of the Interior and U.S. Geological Survey (USGS) reported that "decades of increasing pumpage have caused groundwater levels in parts of the Maryland Coastal Plain to decline by as much as 2 feet per year in some areas of southern Maryland. Continued declines at this rate could affect the long-term sustainability of ground-water resources in Maryland's heavily populated Coastal Plain communities and the agricultural industry of the Eastern Shore." Agriculture is a large groundwater consumer in the region.[32]

The 2004 report of the Maryland Advisory Committee, *Management and Protection of the State's Water Resources,* recommended a comprehensive study of the sustainability of the entire Atlantic Coastal Plain aquifer system in Maryland. Such a study is currently being undertaken by the U.S. Department of the Interior and U.S. Geological Survey in cooperation with the Maryland Geological Survey and Maryland Department of the Environment. The assessment will be conducted in three phases and is expected to take seven to eight years to complete. According to the most recent report, "progress continued on Phase II of the regional Coastal Plain Assessment. Activities included further development of the regional groundwater flow model, incorporation of new data and refinements to the Coastal Plain Aquifer Information System, and an evaluation of the regional monitoring networks."[33] This system will serve as a web-based tool and will facilitate the use of groundwater management models for evaluation of a variety of water-management strategies when fully developed.

Pocomoke City Water Resources

According to the Department of the Interior's *Water Resources of the Delmarva Peninsula*, Pocomoke City has two potential sources of fresh water: the Quaternary and the Pocomoke

[32] *Maryland Integrated Watershed Data and Information System,* Maryland Department of Natural Resources Maryland Department of the Environment, http://www.dnr.state.md.us/watersheds/surf/indic/les/les_gwuse_indmap.html, 1999.

[33] Groundwater Protection Program, Annual Report to the Maryland General Assembly2012, Water Supply Program, Water Management Administration.

aquifers.[34] The Quaternary is a surficial aquifer that extends throughout most of the Delmarva Peninsula. The Department of the Interior's report indicates that in the southern portion of the aquifer where thickness ranges from 40 to 140 feet, large quantities of water may be available. This report also indicates that in the Pocomoke City area the aquifer may be subject to saline-water intrusion. For this reason, the Quaternary aquifer may not be a viable alternative urban water source.

Pocomoke City currently draws its drinking water from the Pocomoke Aquifer located in the Choptank formation of the Chesapeake Group. The Pocomoke Aquifer is part of the Chesapeake Group. These include the Cheswold, Federalsburg, and Frederica aquifers, which are used from Dorchester to Queen Anne's Counties, and the Manokin, Ocean City. The Pocomoke aquifers are used in Somerset, Worcester, and Wicomico counties. As noted by the Maryland Department of the Environment "urban" uses consumed about one-third of 3.18 MGD of groundwater resources on the Lower Eastern Shore in 1999. Agriculture was the major water user.[35]

Water System

Existing Conditions

Based on what is currently known about the Pocomoke Aquifer, Pocomoke City has ample source water supply. City wells are at approximately 140 feet. Pocomoke City serves approximately 1,760 residential and about 132 commercial water accounts from this source. There are a few private wells in the city, including some existing residential subdivisions and commercial properties along the US 13 corridor. The city has no plans to provide public water to these properties at this time. The city does not serve areas outside its corporate limits with public water and annexation into the city is a pre-requisite for city public water service.

Three older wells are located at Oak Street, Maryland Avenue, and Williams Street in the city. A new well was completed in 2011. The city's Water Appropriations and Use Permit W0197G010 (04) which is effective through October 2018 permits an average daily withdrawal of 0.86 MGD. Average daily flows in 2006 were about 0.49 MGD (see Table 34 below) and an equivalent dwelling unit value (EDU) of about 290 gallons per day (GPD).

The city also plans to upgrade its water plant within a one-to-two-year time frame. Upgrades include new controls at water pumping stations. The estimated cost of these improvements is $250,000.

[34] Water Resources of the Delmarva Peninsula, Geological Survey Professional Paper 822, E. M. Cushing, I. H. Kantrowitz, and K.R. Taylor, United States Department of the Interior, Library of Congress catalog-card No. 73-600181, 1973.

[35] Lower Eastern Shore Conservation and Restoration Action Strategy, Maryland Department of Natural Resources, Chesapeake & Coastal Watershed Service, http://www.dnr.state.md.us/watersheds/surf/indic/les/les_gwuse_indmap.html, December 1999.

Table 34: Pocomoke City Water Treatment Plant Daily Average Flow per Month (2006)

	Amount (1,000 GPD)
April	545
May	562
June	414
July	542
August	321
September	549

Source: Pocomoke City Public Works.

Projected Water Demand

Pocomoke City will need between 0.60 and 0.67 MGD of water to meet projected demand (see Table 35 below) through 2030, depending on which growth scenario occurs. This level of demand represents between 70 to 77 percent of current capacity. Water demand projections are based on Table 28 of the Municipal Growth Element, which calculates the increase in dwelling units, population, and associated impacts during the planning period. The increase in water demand over the planning period will require a total of 0.11 to 0.18 MGD to meet demand for Scenarios 1 and 2, respectively. Depending on the location and scope of new development additional investment in storage and treatment capacity and distribution systems may be required. These needs will be determined as part of a facilities management planning process.

Table 35: Existing and Projected Water Demand; Growth Scenarios 1 and 2

	Scenario 1 Million Gallons Per Day (MGD	Scenario 2 Million Gallons Per Day (MGD
Current Average Daily Demand	0.49	0.49
Projected Water Demand		
–Residential	0.08	0.12
–Commercial/Industrial	0.03	0.06
Total Additional Demand	0.11	0.18
2030 Demand	0.60	0.67
Capacity	0.86	0.86
Remaining Capacity	0.26	0.19

Source: Peter Johnston & Associates.

Wastewater System

Existing Conditions

Currently, Pocomoke City serves approximately 1,760 residential and about 132 commercial sewer accounts. There are no known users of individual septic systems/tanks (residential or

commercial) in the city nor does the city serve areas outside its corporate limits. Annexation into the city is a basic requirement for sewer service.

Pocomoke City's wastewater treatment plant (WWTP) discharges into the Pocomoke River and has a design capacity and permitted flow of 1.47 MGD (National Pollution Discharge Elimination Permit System MD0022551). The monthly average was 0.555 MGD in 2005 or an equivalent dwelling unit value of about 290 GPD. At that time, the city was using about 47 percent of its allocated capacity.

In 2004, the city completed its new Biological Nutrient Removal (BNR) Sewage Treatment Plant on Dunn Swamp Road. This upgrade increased capacity of the treatment plan to 1.47 MGD. The plant was upgraded to Enhanced Nutrient Removal (ENR) in early 2012. In July 2012, an Ultra Violet Light project was completed to further enhance the wastewater treatment system.

Projected Sewer Flows

As shown in Table 36 and outlined in the Municipal Growth Element (see Table 28), the city projects' sewer flows could increase by about 0.11 MGD under scenario 1 or 0.18 under scenario 2. Based on current average daily flows of about 0.56 MGD, total demand could reach as high as 0.73 MGD by 2030 (not including potential system inflow and infiltration). Accommodating the additional demand for sewer treatment is not a factor constraining growth as the city currently has approximately 0.91 MGD of excess treatment capacity. Projected demand represents approximately half of the current WWTP capacity.

Table 36: Existing and Projected Sewer Flows through 2030; Growth Scenarios 1 & 2

	Scenario 1 Million Gallons Per Day (MGD)	**Scenario 2 Million Gallons Per Day (MGD)**
Current Average Daily Demand	0.56	0.56
Projected Sewer Demand		
–Residential	0.08	0.12
–Commercial/Industrial	0.03	0.06
Total Additional Demand	0.11	0.18
2030 Demand	0.67	0.74
Capacity	1.47	1.47
Remaining Capacity	0.80	0.73

Source: Peter Johnston & Associates.

Build-Out Demand

If the city built out to its full capacity, its population could exceed 8,000 and the total number of residential units could reach 3,200 (see Table 5-9 of the Municipal Growth Element). In addition, nearly 2.3 million square feet of commercial and/or industrial floor area could be added in the city. This level of growth is well within the capacity of the city's WWTP. However, a substantial increase in the city's water systems will be required to accommodate build out of the city (see Table 37).

Table 37: Projected Water and Sewer Demand at Build-Out in Pocomoke City, Maryland

Current Demand	Million Gallons Per Day (MGD)
–Sewer	0.56
–Water	0.49
Total Additional Demand	
–Sewer	0.86
–Water	0.86
Total Demand at Build-out	
–Sewer	1.42
–Water	1.35
Capacity	
–Sewer	1.47
–Water	0.86
Percent of Capacity at Build-Out	
–Sewer	97%
–Water	157%

Source: Peter Johnston & Associates.

Programming Water and Sewer Facilities

Water and sewer service areas as shown in the local Master Water and Sewer Plan represent programmed priorities for service expansion. Proposed improvements must appear in the appropriate service area category in the Master Water Sewer Plan before MDE will consider issuing a construction permit. Table 38 summarizes the delineation criteria required by state law.

Insuring that the current Master Water and Sewer Plan reflects the city's priorities for expansion of water and sewer service is one of the important inter-jurisdiction cooperation issues. Worcester County's Master Water and Sewer Plan, adopted in 1994, no longer reflects the city's priorities for water and sewer service expansion. The city's priorities for water and sewer expansion are shown in Map 15.

Table 38: Service Area Categories Master Water and Sewer Plan

Delineation	Description
W-1 and S-1	Areas served by community and multi-use water and sewerage systems that are either existing or are under construction
W-2 and S-2	Areas to be served by extensions of existing community and multi-use water supply and sewerage systems that are in the final planning stages
W-3 and S-3	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems will be given immediate priority
W-4 and S-4	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems will be programmed for the 3 to 5/6 year period
W-5 and S-5	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems, are programmed for inclusion within the 6/7 through 10-year period
W-6 and S-6	Areas where there is no planned service

Watershed Features

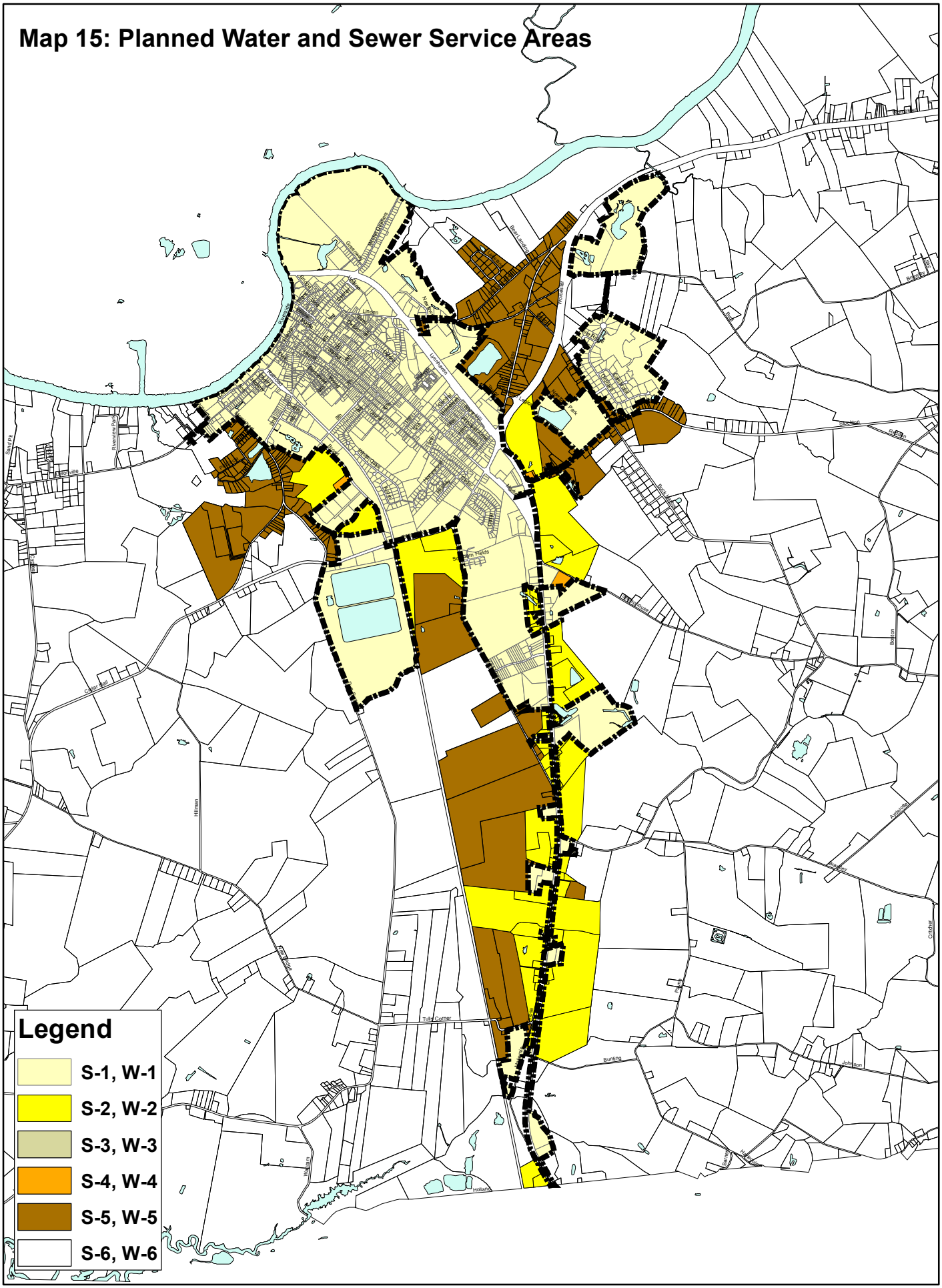
Pocomoke City is located in the Lower Pocomoke River Watershed (DNR 02130202). The watershed encompasses approximately 101,354 acres in Worcester (81,443 acres) and Somerset counties (19,911 acres). There are no Tier II water bodies in the watershed nor is the Lower Pocomoke River Watershed a Tier II watershed.

In 2010, the dominant land use/land cover categories as shown on Map 1 were agriculture and forest (see Table 39). Together, these categories accounted for over 88 percent of the land use/land cover and continue to be the primary land use/land cover in the watershed. Urban uses (residential, commercial, industrial, institutional, transportation, and open urban land) accounted for slightly less eight percent of the land use in 2010.

Two major municipal WWTPs are located in the watershed in Pocomoke City and Snow Hill. In addition, there are 1,613 septic systems located in the Lower Pocomoke River Watershed. According to the draft Worcester County Water Resource Element, this number is expected to decrease by 33 systems between 2011 and 2025.[36] Of potential importance to Pocomoke City is that the county's predictions are predicated on the assumption that 30 existing septic systems in the watershed will be connected to public sewer in this time period.

[36] Draft Water Resources Element, Worcester County, MD, Worcester County Department of Development Review and Permitting, April 2001, pg. 3-36.

Map 15: Planned Water and Sewer Service Areas



Pocomoke City Comprehensive Plan 2014

PJA Peter Johnston & Associates, LLC
Easton, Maryland

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Table 39: 2010 Land Use/Land Cover in the Lower Pocomoke River

Watershed Land Use/Land Cover	Acres	Percent of Total
Development	7,819	7.7
Agriculture	34,956	34.5
Forest	54,386	53.7
Wetlands	1,841	1.8
Open Water	2,348	2.3
Total	101,350	100.0

Source: 2010 Land Use Land Cover, Maryland Department of Planning.

Water Quality Issues

Current data indicates that water quality conditions in the Lower Pocomoke River Watershed are deteriorating and should be of concern. Although, listed as "low priority" for issues by the MDE, the Lower Pocomoke River is included in the Maryland 303(d) list of impaired waters for total sediment, bacteria, nutrients, and biological impairments.[37] Total Maximum Daily Loads (TMDL) limits have been established for phosphorus (total), nitrogen (total), total suspended solids (TSS), and fecal coliform.

Other indicators of water quality trends are discussed in the Department of Natural Resources (DNR) Watershed Restoration Actions Strategies (WRAS). The WRAS process is part of a continuing effort to assess problems and causes in watersheds, identifying opportunities for intervention, implementing corrective actions, and evaluating how well environmental goals for watersheds are being achieved. The WRAS for the Lower Eastern Shore categorizes watersheds according to three descriptions: 1) watersheds in need of restoration, 2) watersheds needing protection to maintain current good conditions, and 3) watersheds having pristine conditions or very highly valued natural resources. According to the WRAS for the Lower Eastern Shore, "six Lower Eastern Shore watersheds were identified as "priority restoration watersheds. The Lower Pocomoke River Watershed was one identified that had four or more indicators scoring high on possession of significant natural values." [38] Conditions in the Lower Pocomoke River Watershed rated the "worst" for indicators for water quality, hydrology, aquatic systems, and biological diversity.

[37] Maryland's Final 2012 Integrated Report of Surface Water Quality, Maryland Department of the Environment, November 2012.

[38] Lower Eastern Shore Conservation and Restoration Action Strategy Phase I: Program Description And Atlas Of Environmental Indicators, Maryland Department of Natural Resources, Chesapeake And Coastal Watershed Service, March, 2000.

It is appropriate to note that Pocomoke City and Snow Hill collectively make up a small percentage of the Lower Pocomoke Watershed land area. Likewise, nutrient loadings from these municipalities are only a minor part of the total nutrient loading in the watershed. Nevertheless, these communities benefit from good water quality in the watershed and the Chesapeake Bay and therefore have a stake in achieving water quality objectives for the Pocomoke River.

Point Source Loadings

A primary purpose for the city assessing water resources is to consider the potential impacts of its future growth on the water quality in the Pocomoke River. The water resources assessment evaluates two major sources of potential pollutants entering the receiving waters: point and non-point. Point sources are identifiable inputs of waste that are discharged via pipes or drains primarily from industrial facilities and municipal treatments plants into streams, rivers, lakes, or oceans.

There are two permitted municipal point sources that discharge nutrients to the Pocomoke River Watershed: the Pocomoke City WWTP and the Snow Hill WWTP. Worcester County's Water Resource Element noted that ENR upgrades will be complete at the Pocomoke and Snow Hill WWTPs by 2025. In fact, the Pocomoke City and Snow Hill's WWTPs have already been upgraded to ENR standards. Worcester County's report goes on to say, given these assumptions, as well as assumptions about the nitrogen and phosphorus concentrations in future discharges, the Pocomoke and Snow Hill WWTPs will not exceed their nutrient caps under the 2025 growth scenario."[39] The "2025 growth scenario" was for an additional population of 3,743 using the Pocomoke City and Snow Hill WWTPs. This figure is well beyond the projected population growth in the city by 2030 under either the growth scenario analyzed plus that projected for Snow Hill. According to the *Snow Hill Comprehensive Plan,* "Worcester County is expected to grow by approximately 18,000 people through the year 2025, and through using the extrapolation method to predict the town's future population, approximately 932 new residents will move into Snow Hill."[40]

According to the Worcester County Water Resources Element, "in the Chesapeake Bay Watershed, TN may increase in the future by 2,517 lbs largely because of Pocomoke's WWTP. Total phosphorus (TP) contributions from point sources in the Lower Pocomoke River Watershed may decrease by 4,649 lbs/yr by 2025 (Table 7-8). Pocomoke's WWTP is expected to reduce its contribution by 3,726 lbs/yr while Snow Hill's WWTP is expected to reduce its contribution by 923 lbs/yr."[41] The county's conclusions concerning the impact of Pocomoke

[39] Draft Water Resources Element, Worcester County, MD, Worcester County Department of Development Review and Permitting, April 2001, pg. 3-40.
[40] 2010 Comprehensive Plan, Snow Hill, Maryland, March 2010, pg. 59
[41] Draft Water Resources Element, Worcester County, MD, Worcester County Department of Development Review and Permitting, April 2001, pg. 3-49.

City and Snow Hill's WWTP on nitrogen and phosphorous loading are summarized in Table 40 and 41. The county's estimates are based on population increase in the two municipalities of slightly less than twice the combined total projected by the Pocomoke City and Snow Hill. Consequently, it seems fair to conclude that these figures significantly overstate potential 2025 loadings and are about half of what can be expected by 2030.

Table 40: Total Nitrogen Point Source Contributions (lbs/yr)

	1960-2010	2011-2025	Change
Lower Pocomoke River	19,951	22,468	2,517
Snow Hill WWTP	6,436	4,569	-1,867
Pocomoke WWTP	13,515	17,899	4,384

Source: Table 3-14, Draft Worcester County Water Resources Element, pg. 3-50.

Table 41: Total Phosphorous Point Source Contributions (lbs/yr)

	1960-2010	2011-2025	Change
Lower Pocomoke River	6,333	1,684	-4649
Snow Hill WWTP	1,265	342	-923
Pocomoke WWTP	5,068	1,342	-3726

Source: Table 3-15, Draft Worcester County Water Resources Element, pg. 3-51.

In addition, Worcester County's assessment of Pocomoke City's WWTP did not take into account the fact that in 2012 an Ultra Violet Light project was completed to further enhance the wastewater treatment system. Even if the county's projected increase in nitrogen loading attributable to the Pocomoke City WWTP held true, the city's facility still discharges at a rate below the Tributary Strategy point source loadings caps for Pocomoke City outlined in Table 42.[42] Nevertheless, the caps in Table 42 represent potential limits to the how much growth the city can ultimately expect to accommodate unless even more improved sewer treatment levels can be achieved or the nutrient caps are revised. The city has adequate treatment capacity to accommodate its projected growth through 2030 and the build-out of the city within these nutrient limits. However, the extent and type of growth that may result should the city consider annexation of additional land will need to be considered in light of the nutrient caps.

[42] Chesapeake Bay Watershed Model Application and Calculation of Nutrient and Sediment Loadings, Appendix F: Point Source Loadings: A Report of The Chesapeake Bay Program Nutrient Subcommittee, August 1998.

Table 42: Tributary Strategy Implementation Plan, Total Load Caps in Pocomoke City and Snow Hill, Maryland

Jurisdiction	Total Nitrogen TN (lbs/yr)	Total Phosphorous TP (lbs/yr)
Pocomoke City	17,908	1,343
Snow Hill	6,091	457

Source: Maryland's Chesapeake Bay Tributary Strategy Statewide Implementation Plan, January 2008.

Non-point Sources Loading

Non-point source pollution occurs when rainfall, snowmelt, or irrigation runs over land or through the ground and gathers pollutants. Pollutants are then deposited into streams, rivers, lakes, and coastal waters or introduced into groundwater. Stormwater runoff is a significant contributor to non-point source loading and the city is required to identify suitable receiving waters and land areas adequate to meet current and future the stormwater management needs.

Stormwater runoff is part of the natural hydrologic process. Human activities such as urbanization and agriculture can alter natural drainage patterns and add pollutants to rivers, lakes, and streams as well as coastal bays and estuaries. Urban runoff can be a significant source of water pollution, including flows discharged from urban land uses into stormwater conveyance systems and directly into receiving waters. In the past, efforts to control the discharge of stormwater focused on quantity (e.g., drainage, flood control etc.) and only to a limited extent on quality (e.g., sediment and erosion control). Recently adopted state stormwater management regulations place greater emphasis on controlling the quality as well as quantity of stormwater runoff.

Worcester County administers stormwater management for Pocomoke City under the provisions of the Worcester County Stormwater Management Ordinance: "The County's current stormwater management requirements, adopted in 2000, incorporate changes mandated by the State and referenced in the 2000 Maryland Stormwater Design Manual."[43] "The State's previous stormwater management law was amended by the passage of the Stormwater Management Act of 2007 by the Maryland General Assembly. The primary focus of the act is to require environmental site design to the maximum extent practicable. This change requires a more environmentally sensitive site development plan to be submitted as part of the regulatory review. Worcester County amended its stormwater management regulations to bring them into compliance with the 2007 Act on May 18, 2010."[44]

[43] *Draft Water Resources Element, Worcester County, MD, Worcester* County Department of Development Review and Permitting, April 2001, pg. 4-55.
[44] Ibid, pg. 4-57.

Pocomoke City's non-point source contributions to the watershed were evaluated using two measures of potential impact associated with Pocomoke City's projected growth in the planning period. The first of these is changes in non-point source loading contributions to the Pocomoke River. This evaluation addresses the requirement that the city identify suitable receiving waters and land areas to meet the stormwater management disposal needs of existing and future development proposed in the land use element of the plan. Changes in loadings of total nitrogen (TN) and total phosphorus (TP) commonly associated with urban development were evaluated as indicators of future impacts.

Potential changes in TN and TP loadings associated with projected land use changes in Pocomoke City were evaluated using land-use unit loading rates for Worcester County provided by the Maryland Department of the Environment (MDE). The results of the evaluation of the two growth scenarios summarized in Appendix A indicate that with application of best management practices recommended in the Tributary Strategies the city will make a positive contribution toward achieving nitrogen reduction for the watershed but will increase TP loading by a very small percentage. In order to achieve the full 40 percent nutrient reduction goals additional management strategies affecting land use in the balance of the watershed will be required.

Sediment loading is another area of concern for water quality in the watershed. The Tributary Strategy is a 40 percent reduction in nutrients.[45] Achieving the sediment reduction strategy will prove more difficult. The projected land-use changes associated with growth in Pocomoke City through 2030 will increase the city's contribution to sediment loadings in the Pocomoke River watershed. Special attention to stormwater management practices, including the application of environmental site design techniques and long term maintenance of facilities will be critical to achieving the Chesapeake Bay Tributary sediment reduction strategy. According to the Chesapeake Bay Program:

> "The rapid rate of population growth and related residential and commercial development coupled with the ongoing issues associated with accounting for the existing practices has made this pollution source sector [sediment] the only one in the Bay watershed which continues to still be growing, and thus showing the overall 'progress' as negative. About one-quarter of the nutrient reductions called for in the jurisdictions' cleanup strategies are expected to come from efforts to reduce, treat or prevent pollution from urban/suburban lands and septic systems. While improvements have been made in landscape design and stormwater management practices, significant challenges still exist in accounting for existing on-the-ground control practices. That aside, to date, it is estimated that the pollution increases associated with land development (e.g. converting farms and forests

[45] Maryland's Chesapeake Bay Tributary Strategy Statewide Implementation Plan, January 2008.

to urban/suburban developments) have surpassed the gains achieved from improved landscape design and stormwater management practices."[46]

The second measure of potential impacts from growth is the increase in total impervious surface in the watershed. According to a classification system advocated by the Center for Watershed Protection, the Lower Pocomoke River Watershed is classified as "sensitive." Sensitive watersheds are characterized as "impervious cover 0 to 10%.…streams in these sub-watersheds are of high quality, and are typified by stable channels, excellent habitat structure, good to excellent water quality, and diverse communities of both fish and aquatic insects (CWP, 1998)."[47] The main goal for these is to maintain pre-development stream biodiversity and channel stability. Watersheds whose management classifications change from one category to another with future build-out are of primary interest in watershed planning efforts because they are likely to experience significant degradation in stream quality unless changes are made to zoning, comprehensive plans and development regulations."[48]

According the Worcester County Water Resources Element, the Lower Pocomoke River Watershed was 2.12 percent impervious in 2004.[49] The MDE model indicates impervious surfaces were 2.07 percent of the watershed based on the 2010 Land-Use Land Cover data provided by MDP and that the percent of impervious surface would increase 2.15 percent as a result of projected land use change associated with the growth of Pocomoke City through 2030.

Much of the projected growth in the city will come through infill and redevelopment. All new development will be subject to the requirements of the Worcester County Stormwater Management Ordinance, thus required to use non-structural best management practices (BMPs) that allow for a more environmentally sensitive approach to site development to the maximum extent feasible. This suggests that the most effective strategy the city can pursue to reduce nutrient and sediment loading to receiving waters is to target older areas of the city for stormwater retrofit where feasible. Another strategy is to minimize impervious surfaces in new development.

Conclusions

Based on existing available information, there appears to be adequate groundwater resources available to the city to serve projected growth through 2030. The city currently is permitted adequate water withdrawal capacity to serve projected growth through 2030 under either growth scenario considered. Projected demand under the more ambitious Scenario 2 is approximately

[46] http://www.chesapeakebay.net/status_urbansuburban.aspx?menuitem=19694.
[47] *User's Guide to Watershed Planning in Maryland*, Center for Watershed Protection, December 2005.
[48] Ibid.
[49] *Draft Water Resources Element, Worcester County, MD, Worcester* County Department of Development Review and Permitting, April 2001, pg. 4-56.

0.67 MGD and permitted withdrawals are 0.860 MGD. The city's water system has or will have adequate storage and treatment capacity to serve projected growth through 2030, but will be at or above capacity if the city develops to its full potential. Projected demand is 1.14 MGD or about 130 percent of permitted capacity.

The city has adequate sewer treatment capacity to serve projected growth through 2030 and the build-out of the city. Projected 2030 sewer flows are estimated at 0.740 MGD under Scenario 2 and treatment capacity is 1.47 MGD. With improvements that bring effluent quality up to Enhanced Nutrient Removal (ENR) standards the city is able to maintain nutrient levels from the WWTP at or below the Tributary Strategy Implementation Plan caps.

Water quality trends in the Pocomoke River indicate the need for improved point and non-point source management practices throughout the watershed. By upgrading its WWTP to ENR standards, Pocomoke City has already made a significant contribution toward meeting the TMDL limits for the Pocomoke River. Going forward, the city can play an important albeit minor role in achieving water quality improvement objectives by working with Worcester County to implement strategies outlined in the county's Phase II Watershed Implementation Plan.

SECTION 7—TRANSPORTATION AND CIRCULATION

Introduction

"Community, like any structure, must have a framework that supports it and gives it physical form. Circulation systems, both vehicular and pedestrian, are not only the essential paths that allow movement, they are the bones, if you will, around which the organism of community grows. More than an exercise in engineering technique, roads and pathways can serve as necessary evils or as conduits for the lifeblood of the community, providing access, service, and security for residents. Superior circulation design creates the mental patterns or image of a community. It is the one element that truly creates individuality and establishes character."[50]

The movement of people and goods is an important concern in any community's growth plan. To provide a safe and efficient transportation network with minimal disruption of the area can sometimes be difficult to achieve. The Transportation Plan must be closely coordinated with other elements of the Plan to assure that transportation plans and policies complement and promote those of other sections.

Too often, transportation planning begins in reaction to a problem. The Plan and the Planning Act of 1992 suggest that a proactive approach to mobility issues is needed. Pocomoke City, along with Worcester County, needs to plan in a manner that defines a coordinated, evolutionary approach toward achieving less reliance on driving alone in the future in order to enhance choice, mobility, and quality of life for all citizens.

This Plan should be accompanied with new awareness of the importance of streets to the quality of life in the city. Streets can no longer be considered a backdrop on the stage but must be considered a central character. The form that the streets take and the newly defined functions they serve will determine how quickly the community's vision is achieved, or whether the vision can be achieved at all.

The future vision for Pocomoke City is of streets that are pleasant to walk along, safe and efficient bike routes, effective incentives for carpools and vanpools, and a network of roads that moves people and goods efficiently throughout the area. The goal must be to shift from moving vehicles, to strategies that will result in balancing the need for cars and trucks, bike riders, walkers, and the mobility impaired.

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[50] *Community by Design, New Urbanism for Suburbs and Small Communities*, Kenneth B. Hall and Gerald A. Porterfield, McGraw Hill, 2001.

Goal and Objectives

Goal: Ensure the safe and efficient movement of people and goods.

- Objective #1: Integrate land use and the street and highway networks to provide for the logical continuation and improvement of existing streets and highways.

- Objective #2: Minimize the adverse effects of vehicular traffic on local residential streets.

- Objective #3: Maximize the capacity, safety, and efficiency of the existing street and highway system.

- Objective #4: Improve pedestrian safety by providing safe routes for pedestrians and non-motorized transport.

- Objective #5: Improve east-west access between Market Street and US Route 13.

- Objective #6: Where appropriate, require the continuation and extension of the current grid-based street system, which has been proven to be effective for vehicle and pedestrian travels in the city and discourage cul-de-sac streets in new development or redevelopment activity.

- Objective #7: Continue programs to maintain, repair and construction new streets and sidewalks where needed.

Functional Classification

Pocomoke City has three major traffic arteries that are key connections to the outside world. These are US Route 13, Market Street (Business Route 13) , and US Route 113. US Route 13 is a heavily traveled four-lane divided highway that serves as the primary north-south route for Eastern Shore traffic, Market Street serves as a major traffic route within Pocomoke City, and US Route 113 serves as a connection to the Delaware and Maryland beaches.

"Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Basic to this process is the recognition that individual roads and streets do not serve travel independently in any major way. Rather, most travel involves movement through a network of roads. It becomes necessary then to determine how this travel can be channelized within the network in a logical and efficient manner. Functional classification defines the nature of this channelization process by defining the part that any particular road or street should play in serving the flow of trips

through a highway network."[51] According to the Federal Functional Classification system, the following types of highways serve Pocomoke City (see Map 16):

- Principal arterials carry a high volume of traffic for interstate and intra-state travel. Flow on these highways is usually uninterrupted from origin to destination. US Route 13 and US Route 113 are classified as principal arterials.

- Major collectors serve intra-county and inter-community travel, but at a lower volume and usually connects to an arterial to provide access to the surrounding land. Access is normally not taken directly from this road but from a sub-road connected to the collector. They may also serve large community shopping areas, schools, parks, and cluster developments. Old Virginia Road (between Route 13 and Market Street), Stockton Road, Linden Avenue, Old Snow Hill Road and Market Street are classified as major collectors.

- Minor collectors serve intra-community travel at a volume below the major collector. They provide access to the land using lower order roads and sometimes direct access from itself. Pocomoke Beltway, Old Virginia Road, Winter Quarters Drive, Second Street, Cedar Hall Road and Brantley Road are classified as minor collectors.

- Local streets and road make up the most extensive part of the highway system in the Pocomoke City area. Local streets, including cul-de-sacs, are intended primarily to provide access to abutting property and are typically designed to discourage their use by through traffic.

Programmed Improvements

The State Highway Administration (SHA) Highway Needs Inventory includes access control improvements for US Route 13 from the city border to the Virginia state line and lane reconstruction for Old Snow Hill Road (MD 756) from US Route 113 to US Route 13. SHA also plans to complete the dualization of US Route 113 between Berlin and Snow Hill. Both bridges (US 13 and Market Street) are programmed for resurfacing in 2014.SHA is replacing the US 13 northbound bridge deck and an overlay on the southbound deck over the Pocomoke River. This project was advertised in December of 2013 and is scheduled to be open to traffic by the end of2016.

Traffic Volumes

Table 43 shows traffic counts at three key locations on the highway systems serving the city. With the exception of traffic on Market Street, the past five years have witnessed a decline in traffic volumes on the major highways that pass through the city, US 13 and US 113. The decline

[51] http://www.fhwa.dot.gov/planning/processes/statewide/related/functional_classification/fc02.cfm.

in traffic on these major routes may be attributable to a national trend of declining vehicle miles of travel. According to a 2008 Brookings Institute report, national Vehicle Miles of Travel (VMT) plateaued in 2004 and dropped in 2007. The report goes on to state that per capita driving flat lined in growth after 2000 and has been falling since 2005 and that these declines in driving predate hikes in gas prices during 2007 and 2008.[52] Regularly reported traffic volume trends issued by the Federal Highway Administration show that in a one-year period from February 2012 to 2013 traffic volumes in the South Atlantic regions decrease by 1.4 percent.[53]

Table 43: Average Daily Traffic Volumes (ADT) Local Road: 2008 and 2012

	2008 ADT	2012 ADT	Annual Rate of Growth
US 113 to Old Snow Hill Road	5,551	4,133	-5.7%
US 13 South of Pocomoke City	19,477	18,909	-0.6%
Market Street (Bus. US 13) at 2nd Street	3,372	3,673	1.7%

Source: Maryland State Highway Administration, http://www.marylandroads.com/index.aspx?PageId=792

Regional and County Transit Access

Shore Transit offers scheduled bus service to Ocean City via Snow Hill and Berlin and to Salisbury University via Princess Anne.

Rail Service

The Norfolk Southern Corporation owns and operates the Delmarva main line railroad north of the city. The rail line south of the city is managed by the Accomack-Northampton Transportation District Commission. The city acts as the interchange point where the two railroad companies exchange rail cars three times per week. Commonly, the trains haul propane tanks for industrial use, stone for asphalt plants, and grain for the poultry industry. The presence of the rail line is an important asset to Pocomoke City's industrial park, which includes a public loading dock used by local businesses. The city is currently working with a grain elevator company locating in Pocomoke in order to take advantage of rail service as well access to the river (for barge transport) and interstate highway to move product.

[52] The Road...Less Traveled: An Analysis of Vehicle Miles Traveled Trends in the U.S., Robert Puentes and Adie Tomer, Metropolitan Infrastructure Initiative Series, Brooking Institute, 2008.
[53] Traffic Volume Trends, U.S. Department of Transportation, Federal Highway Administration, http://www.fhwa.dot.gov/policyinformation/travel_monitoring/13febtvt/13febtvt.pdf.

Air Transportation

The Salisbury-Ocean City-Wicomico Regional Airport provides air service for Pocomoke City and the surrounding area. The airport is owned by the Wicomico County and is operated as an enterprise fund. With two runways and an estimated 150,000 passengers in 2011, Salisbury-Ocean City Airport is currently served by Allegiant and US Airways Express/Piedmont Airlines offering a number of daily commuter flights to Charlotte and Philadelphia, with connections around the world. The airport provides storage for 85 general aviation aircraft and logs an average of 56,000 airport operations per year.

Water Transportation

The city is also fortunate to be situated on the Pocomoke River, which is a significant benefit for both commerce and recreation. The Pocomoke River retains its commercial use for several Pocomoke City businesses to transport wood chips and aggregate. In 2002, there were 369,000 tons shipped via the river.

Local Circulation and Safety

The original city road network is based on a grid layout with Market Street (Business Route 13) being the main axis. The downtown corner curbs of the sidewalks have been made wheelchair accessible. There are several other north-south roads that parallel Market Street and provide adequate access and circulation for residents. There are fewer east-west city streets to cross the older sections of the city. The city has repaved approximately 80 percent of its 25 miles of paved roadway in the past 5-6 years and budgets approximately $50,000 to $100,000 per year on maintaining its road network.

An estimated 10 to 12 miles of sidewalk serve pedestrian traffic in the city, primarily in the older sections of the community (see Map 17). Most residents in the historic core of Pocomoke City are able to walk downtown. Approximately one quarter of all structures in the in the city and most of the structures listed on the National Register of Historic Places and the Maryland Inventory of Historic Sites area served by existing sidewalks.

Although many newer residential areas do not have sidewalks, according to data published by City-Data.com, Pocomoke City had only four pedestrian fatalities occurred between 1975 and 2009.[54] The city's current policy is to require the construction of sidewalks in new subdivisions or on any lot which becomes developed.

According to Worcester County Tourism Pocomoke City and Market Street in particular are included on the "View Trail" bicycle routes in Worcester County. Development of facilities and

[54] http://www.city-data.com/city/Pocomoke-City-Maryland.html

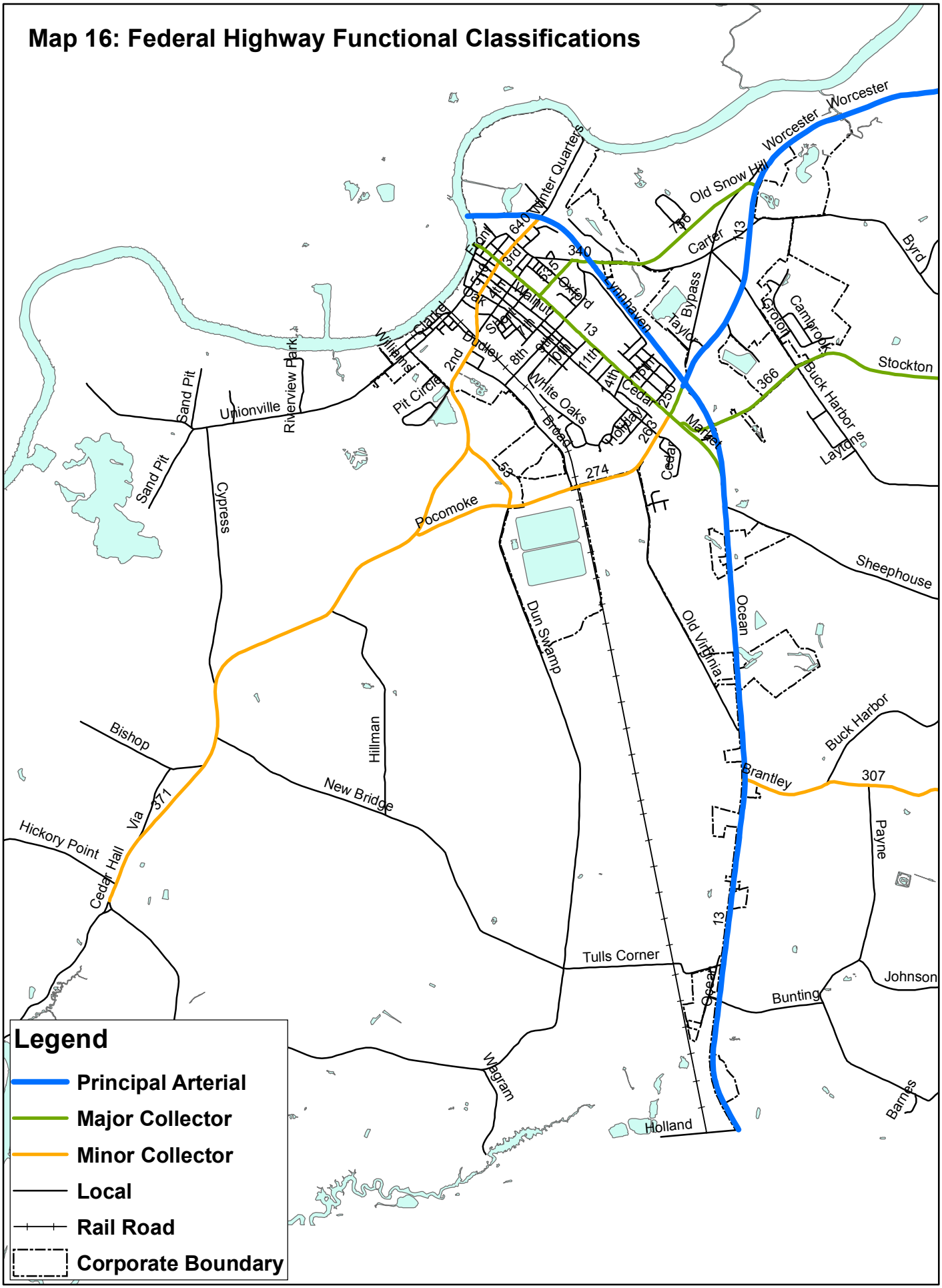
services targeted to bicyclists is one of the strategies the city can pursue to enhance its position as a tourist destination. The community can utilize the Transportation Alternatives Program and Bikeways Program in order to fund the intended bike improvements.

Transportation Recommendations

Consideration should be given to the possible extension of Eleventh Street to provide an additional route between Market Street, and Lynnhaven Drive, and Pocomoke Heights. Pedestrians and cyclist access will be considered in the planning for the eleventh Street connection.

In addition, the city sidewalk system should be expanded to insure that as many neighborhoods as possible are provided safe pedestrian routes especially to the local schools. In addition, bike use should be encouraged by providing appropriate facilities for bike parking and storage at commercial, employment and tourism sites. To support biking, the zoning code should be amended to require space be provided for parking of bicycles, especially at commercial, employment and civic locations where people travel to on bikes. Where appropriate, the city should permit an appropriate reduction in parking based on the availability of space for parking bicycles. Recreational trails should be included in all large scale development, as walking and jogging trails are highly desired amenities and may help improve the health of the users.

Map 16: Federal Highway Functional Classifications



Legend

- Principal Arterial
- Major Collector
- Minor Collector
- Local
- Rail Road
- Corporate Boundary

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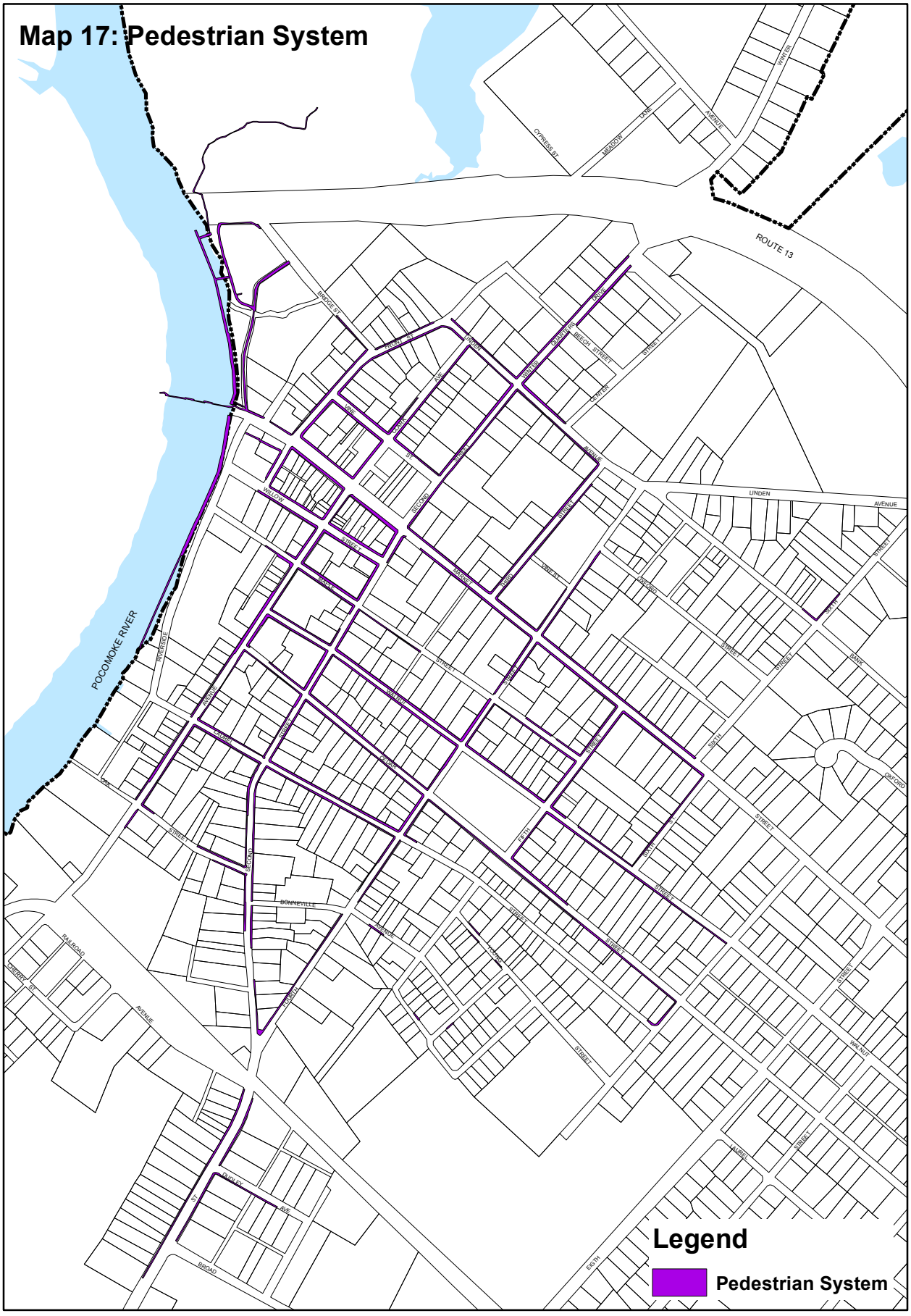
0 0.375 0.75 1.5 Miles

Map 17: Pedestrian System



Pocomoke City Comprehensive Plan 2014

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Easton, Maryland

0 300 600 1,200 Feet

SECTION 8—HOUSING

Introduction

Housing conditions are a major determinant of the quality of the city's neighborhoods. The focus of community planning is to improve the quality of life for residents and to promote the availability and affordability of decent, safe, and sanitary housing for all city residents. Consequently, housing and conservation of existing residential neighborhoods is an important local concern.

Goal and Objectives

Goal: Safe, decent, and affordable housing for city residents.

- Objective #1: Encourage investment in existing housing where needed to improve quality.
- Objective #2: Encourage and facilitate replacement of substandard dwelling units with units meeting current building and housing code standards.
- Objective #3: Enforce building and housing code standards.
- Objective #4: Encourage a community-wide rehabilitation effort to upgrade the structural condition of all buildings and to remove derelict structures.

Housing, Ownership, and Tenure

There were 1,894 housing units in Pocomoke City in 2010. Of this total, 86 percent were occupied housing units (see Table 44). Owner-occupied housing units accounted for approximately 54 percent of all occupied housing units as compared with 75 percent for Worcester County and 68 percent for Maryland (see Table 45). Pocomoke City's homeowner vacancy rate, 5.7 percent was lower than the county's 6.8 percent but higher than the state's rate of 2.2 percent. The city's rental vacancy rate, 10 percent was much lower than that of the county (37.3 percent) and slightly higher than Maryland's rate (8.1 percent).

Table 44: Housing Occupancy 2010, Pocomoke City, Worcester County, Maryland

Housing Occupancy	Pocomoke	%	Worcester	%	Maryland	%
Total housing units	1,894		55,749		2,378,814	
Occupied housing units	1,626	86	22,229	40	2,156,411	91
Vacant housing units	268	14	33,520	60	222,403	9
Homeowner vacancy rate	5.7%		6.8%		2.2%	

Rental vacancy rate (percent)	10%	37.3%	8.1%

Source: U.S. Census Bureau, 2010 Census of Population and Housing.

In 2010, renter occupied housing was a more prevalent in Pocomoke City, 46 percent versus 25 and 32 percent for Worcester County and Maryland, respectively, in 2010 (see Table 9-2). At the same time, the city has a lower percentage of owner-occupied housing than that of the county or state.

Table 45: Housing Tenure 2010, Pocomoke City, Worcester County, Maryland

Housing Tenure	Pocomoke	%	Worcester	%	Maryland	%
Occupied housing units	1,626		22,229		2,156,411	
Owner-occupied housing units	870	54	16,737	75	1,455,775	68
Population in owner-occupied housing units	2,242		37,779		3,940,520	
Average household size of owner-occupied units	2.58		2.26		2.71	
Renter-occupied housing units	756	46	5,492	25	700,636	32
Population in renter-occupied housing units	1,861		12,940		1,694,657	
Average household size of renter-occupied units	2.46		2.36		2.42	

Source: U.S. Census Bureau, 2010 Census of Population and Housing.

Detached single-family dwellings were the predominant housing type in 2010, at 70 percent of all units (see Table 46). About one-quarter of all housing units in Pocomoke City are multi-family units (three units or more).

Table 46: Number of Units in Structures 2010, Pocomoke City

Units In Structure	Pocomoke	Percent
Total housing units	2,100	100
1-unit, detached	1,463	70
1-unit, attached	113	5
3 or 4 units	91	4
5 to 9 units	245	12
10 to 19 units	50	2
20 or more units	138	7

Source: Source: U.S. Census Bureau, 2007-2011 American Community Survey.

Over half of the city's housing units were built prior to 1960 and are more than 50 years old. Less than four percent (77 units) were built since 2005 (see Table 47).

Table 47: Year Built, Pocomoke City

Year Structure Built	Pocomoke	Percent
Total housing units	2,100	
Built 2005 or later	77	4
Built 2000 to 2004	179	9
Built 1990 to 1999	164	8
Built 1980 to 1989	179	9
Built 1970 to 1979	363	17
Built 1960 to 1969	272	13
Built 1950 to 1959	320	15
Built 1940 to 1949	111	5
Built 1939 or earlier	435	21

Source: U.S. Census Bureau, 2007-2011 American Community Survey

Housing value as indicated for owner-occupied units and rent for renter-occupied units in Pocomoke City was considerably less than that of the county and the state (see Table 48). Both value indicators are the lowest of the incorporate municipalities in Worcester County.

Table 48: Housing Value

	Pocomoke City	Worcester County	Maryland
Median Value Owner-Occupied Housing	$149,300	289,100	329,400
Median Rent	$491	$808	$1,091

Source: U.S. Census Bureau, American Community Survey–2006-2010.

Affordable/Workforce Housing

The availability of affordable housing for families who live and work in Pocomoke City is important to quality of life for residents and supports economic development. Workforce housing includes single-family homes, townhouses, condominiums, starter homes, and apartments that are affordable to area workers. The workforce is typified by such workers as nurses, teachers, municipal employees, emergency responders, law enforcement staff, and other workers who provide essential services in a community. The availability of workforce housing is an issue that increasingly affects those people with full-time jobs whose work is vital to any community's day-to-day functioning.

The Governor's Taskforce on Workforce Housing's Image of the Possible Report, issued in July 2006, defines workforce housing generally as housing that is affordable to households earning incomes within the range of 60 to 120 percent of area median household income. The 2010 U.S. Census reported that median household income in Pocomoke City was $30,909. Based on data provided by the Maryland Realtors, workforce housing in Pocomoke City would include homes that are affordable for working families with incomes ranging from $18,500 to $37,000. Within these income ranges, affordable housing would be valued at between $55,300 and $144,000.

According the Realestate.com, the average sale price for housing in Pocomoke City over the last 12 months is $80,000.[55] Based on this figure, household making $23,000 and up could afford housing in Pocomoke City. A higher break point, about $30,000 annual salary, applies to rent affordability given a median rent of $800 per month. A significant portion of the households in Pocomoke City, approximately 49 percent, had estimated incomes of $30,000 or less.[56]

Policy Options

A 2003 discussion paper published by the Brookings Institute evaluated the effectiveness of three broad approaches to affordable housing: rental assistance, homeownership assistance, and regulatory policies and discusses the lessons learned over the past seven decades.[57] Key findings reported are informative to the consideration of potential affordable housing policies and strategies. These points are:

- The responsibilities for implementing affordable housing are increasingly shifting to state and local actors;

- Rental assistance programs require deep subsidies if they are to reach the neediest households; moreover, to be successful, rental assistance programs should avoid clustering affordable housing in low-income neighborhoods and include efforts to raise the incomes of low-income households;

- Homeownership among underserved populations has increased, mostly through improved access to mortgage credit; efforts to further expand homeownership should proceed cautiously; and

- Land use and other regulatory policies can have profound effects on the location and supply of affordable housing.

Regulations and Workforce/Affordable Housing

Perhaps most directly related to the Plan recommendations are those that may impact land use and other development regulations and policies. The Brookings Institute research and other studies demonstrate that, "state and local regulations governing land use, residential development, construction standards, subdivision design, and property maintenance play critical roles, even when they are not explicitly considered as part of an affordable housing strategy."[58]

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[55] http://www.realestate.com/local/market/MD/Pocomoke-City/.
[56] American Community Survey, 2006-2010.
[57] *Rethinking Local Affordable Housing Strategies: Lessons From 70 Years of Policy and Practice*, The Brookings Institution, Bruce Katz, et al, The Urban Land Institute, December 2003.
[58] Ibid, pg. 81.

As the Brookings study intimates, local land-use and development regulations can undermine the goals of affordable housing policy, whether intentionally or not. "Requirements for large lot sizes; expensive subdivision design standards and construction codes; prohibitions against manufactured housing, townhouses, or multifamily development; and time-consuming permitting processes have all been shown to make housing more expensive. These regulatory barriers have also prevented the development of affordable housing and reinforced patterns of economic and racial separation."[59]

When considering the role of comprehensive planning and the effect of land use regulations on affordable housing it is important to make the distinction between "growth control" and "growth management" as the distinction is important. "Growth control" policies are designed to limit the growth of the housing stock; "growth management" policies accommodate projected development. The goals of growth management are to preserve the public good, minimize negative externalities, minimize public fiscal impact, maximize social equity, and elevate quality of life. These goals are consistent with, and often explicitly include expansion of the supply and accessibility of affordable housing.

Housing Programs and Resources

The Maryland Department of Housing and Community Development (DHCD) administers a number of housing programs applicable to some residents of Pocomoke City that include, among others, the following:

1. The CDA Maryland Mortgage Program: This program provides low-interest mortgage loans to eligible homebuyers with low- to moderate-income households through private lending institutions throughout the state. The program began in 1980 and is targeted primarily to first-time homebuyers.

2. The Downpayment and Settlement Expense Loan Program (DSELP): This program is used in conjunction with the Maryland Mortgage Program offering 0% deferred loans for down payment and settlement costs to low- and moderate- income homebuyers.

3. The Homeownership for Individuals with Disabilities Program: This program provides low-interest mortgage loans to eligible disabled homebuyers and homebuyers with a disabled son or daughter.

4. Maryland Housing Rehabilitation Program, Single Family: This program is intended to preserve and improve single-family properties and one-to-four unit rental properties by assisting owners to bring properties up to applicable building codes and standards.

[59] Ibid, pg. 83.

5. Accessible Homes for Seniors (AHS): This program partners DHCD with the Maryland Department of Aging (MDoA) to undertaking a project to promote accessibility related improvements to the homes of seniors. These improvements may include, among others, the installation of grab bars and railings, widening of doorways and installation of ramps. The program provides zero percent interest, deferred loans for a term of 30 years to finance accessibility improvements.

6. Rental Allowance Program (RAP): The purpose of the Rental Allowance Program (RAP) is to provide grants to local governments to provide flat rent subsidies to low-income families who either are homeless or have an emergency housing need. The goal of the program is to enable these households to move from homelessness or temporary emergency housing into more permanent housing and to return to self-sufficiency.

7. Section 8 Housing Choice Voucher Program: This program subsidizes the rent of lower-income families through the use of federal funds. The Maryland Department of Housing and Community Development (DHCD) administers the Section 8 Housing Choice Voucher Program in jurisdictions around the state that do not have legislative authority to act as a public housing authority or do not choose to administer a Section 8 program.

8. Maryland Affordable Housing Trust (MAHT): This program provides funding for capital costs of rental and ownership housing, financial assistance for nonprofit-developer capacity building, supportive services for occupants of affordable housing, and operating expenses of affordable housing developments.

Sustainable Communities

Pocomoke City recently received State designation as a Sustainable Community. The Sustainable Communities Act of 2010 strengthens reinvestment and revitalization in older communities by enhancing an existing rehabilitation tax credit and extending the life of the credit through 2014, simplifying the framework for designated revitalization target areas in the Community Legacy CL) and Neighborhood Business Works (NBW) program by creating "Sustainable Communities", establishing new transportation focus on older communities, and enhancing the role of the Smart Growth Subcabinet (SGSC) in the revitalization of communities. As concerns housing, the Pocomoke's Sustainable Community Action Plan states the city is, "committed to making sure that all residential units, whether owner-occupied or rental units, meet minimum livability standards" and that it is the city's intent, "to continue our housing rehabilitation program and to continue to apply for new grants as previous grants have been fully utilized." Pocomoke City's Sustainable Community boundary is shown on Map 18.

Recommendations

Actions related to regulatory and other policies that impact workforce and affordable housing that are recommended including the following:

- Ensure that regulatory policies align with affordable housing goals to correct regulations or requirements that explicitly exclude affordable housing types or that unnecessarily raise the cost of construction.

- Encourage infill and redevelopment and permit higher-density residential development.

- Implement public water and sewer projects that enable higher-density residential development and mixed-use neighborhoods in designated growth areas and encourage a mix of housing densities and types in new subdivisions.

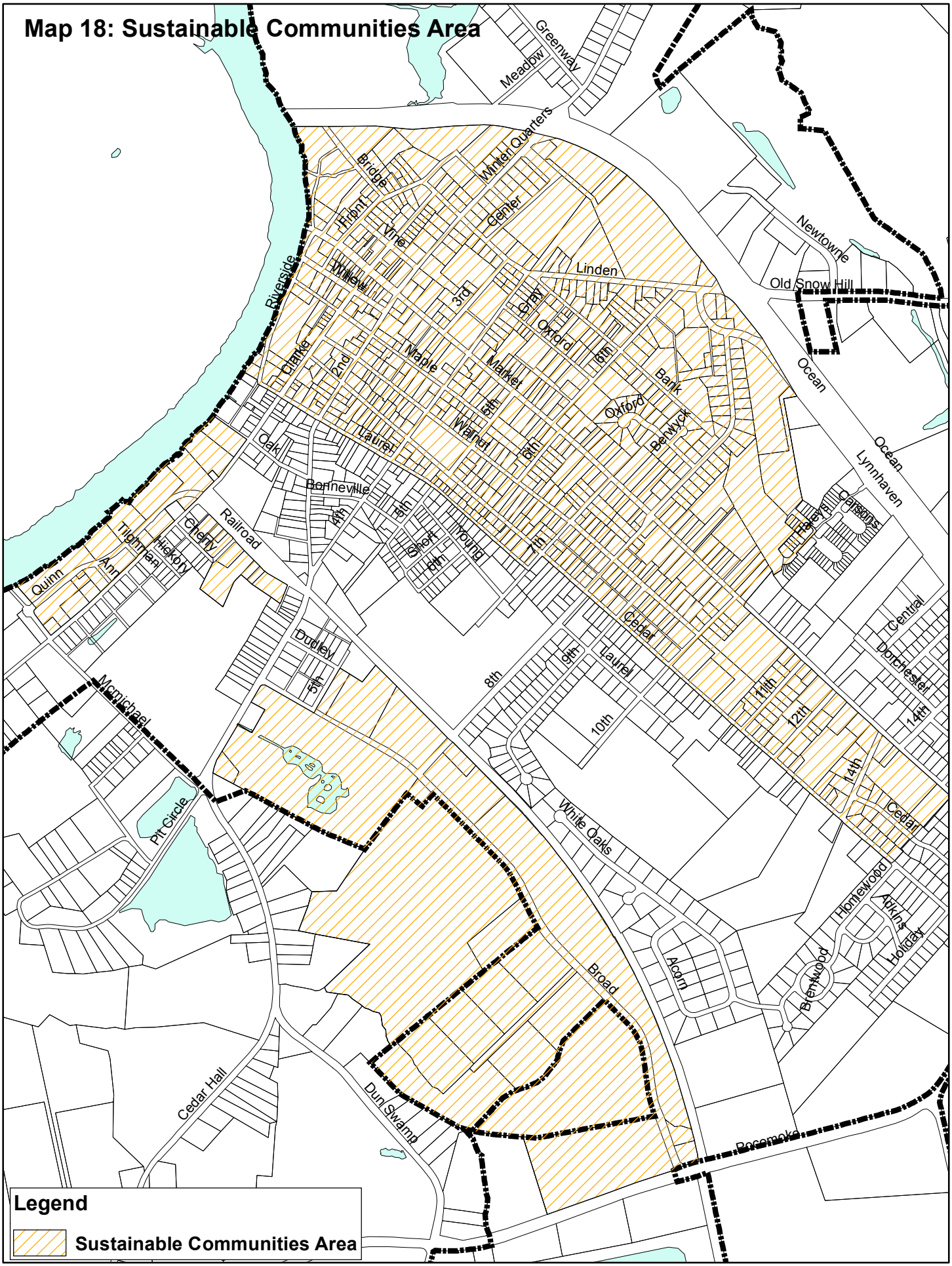
- Allow modified and/or flexible building codes to eliminate unnecessarily costly construction requirements.

- Where appropriate, allow reduced street widths and other unnecessary infrastructure requirements.

- Streamline approval processes to make the development process less time consuming.

- Preserve and renovate existing housing stock.

- Where applicable, participate in and/or support state program designed to increase the availability of affordable and workforce housing in the city.



Pocomoke City Comprehensive Plan 2014

SECTION 9—COMMUNITY DESIGN

Introduction

New neighborhoods that meet a broad range of resident's daily needs are a vital resource. A mix of uses (work, shopping, school, recreation) close to home minimizes the use of automobiles, increases social contact and allows independence for residents who do not drive. Subdivisions based on the traditional neighborhood concept may help achieve this goal.

Revitalization relies on using existing resources and outside assistance to confront local challenges. One important strategy is to encourage the infill of underutilized and vacant land already served by city facilities and services.

Community design standards can produce aesthetically pleasing neighborhoods with community character. Detailed attention to street design can lead to the creation of attractive streetscapes. Communities are strengthened when traditional architecture, suited for local climate and lifestyles, is employed in new construction. Well-designed communities retain their value longer and reward Pocomoke City with property tax revenues that increase over time.

In an article entitled "Great Neighborhoods: Places that Stand-Out for their Character, Livability, and Positive Community Feeling,"[60] a survey was conducted to determine the characteristics of "a great neighborhood." Respondents cited the following identifiers:

1. Has a variety of functional attributes that contribute to a resident's day-to-day living (residential, commercial, mixed uses);
2. Accommodates multi-modal transportation (pedestrian, bicyclists, drivers);
3. Has design and architectural features that are visually interesting;
4. Encourages human contact and social activities;
5. Promotes community involvement and maintains a secure environment;
6. Promotes sustainability and responds to climactic demands; and
7. Has a memorable character.

Protecting and enhancing these qualities in Pocomoke City is an important community objective. The concepts embodied in "place making" as guiding principles for a community are consistent with and reflective of these public sentiments. New development in the city will strongly influence the look and feel of Pocomoke City tomorrow and thus establishing public policies concerning development design is important.

[60] American Planning Association *Planning* Magazine, January 2008.

Goal and Objectives

Goal: Community design based on sound place-making principles.

- *Objective #1:* Articulate community design aspirations through design guidelines.

- *Objective #2:* Find a balance in community design, environmental protection, and resource conservation that results in a superior outcome.

- *Objective #3:* Protect and enhance the city's physical, natural, and socio-economic characteristics that contribute to the quality of life valued by residents.

Design Guidelines—Place Making Principles

The city favors development that relates well to the surroundings. Instead of subdivisions, the city encourages residential projects that result in new neighborhoods that fully integrate into the city's existing physical and social fabric. In order to achieve this end, the city will judge the quality of new development based on the following place-making principles listed below:

Character: Place making should respond to the existing natural and developed features of the environmental context. A place that enhances the distinctive local landscape and sense of place and history while providing a quality living environment will establish a rich environmental character unique to its locality.

Continuity and enclosure: The form and fabric of a place define the living environment and establish a hierarchy of both public and private spaces providing clarity of function and movement.

Quality of the public realm: Good urban design provides a sense of well-being and amenity by ensuring recognition of the natural context and the functional requirements of the community and responding with public spaces and routes that are lively and pleasant to use.

Ease of movement: Ease of movement for residents and visitors is reinforced by consideration of connectivity and permeability and provides for a community, which is easy to "get to and to move about in."

Legibility: Legibility principles establish an understanding of place and way-finding for residents and visitors. A discernible planned structure ensures that the living environment has a clear image and is easy to understand.

Adaptability: Provision for changing lifestyles and community needs enhances the future social and economic sustainability of a community. Adaptable space provides for flexible uses, gradual

change, buildings and areas adaptable to a variety of present and future uses, and reuse of historic buildings and spaces.

Diversity: Diversity of space and function provides a range of experience and choice. This can be achieved through a variety of functions and land use, provision for a broad cross section of community and cultural values, a variety of built forms and development character, and opportunities for biodiversity. The following general guidance further clarifies the city's expectation for the design of new neighborhoods:

- Natural features and site constraints should suggest natural common-sense design solutions. This includes designing with nature, not fighting, controlling, or dominating natural and ecological processes.

- The automobile should not be the dominant force that dictates the layout and design of residential communities. New residential streets should be as narrow as possible to discourage fast moving through traffic, be well-landscaped with shade trees, and be recognized as the principal public spaces that they are. In view of their visual and functional importance, thought, deliberation, and investment in landscape and streetscape design should be evident.

- Substantial landscaping should be included in common open spaces. Landscaping should provide shade, shelter from wind, and visual screens or buffers from unsightly elements on adjoining properties such as parking lots, loading areas, dumpsters, or utility structures. Landscaping can also provide wildlife habitat and linkages to forested and natural areas, greenways, and walking paths.

- Parking should not be a dominant site feature. Parking areas should be small scale, highly landscaped, attractive and inviting. Whenever possible, it is better to give preference to green space over asphalt and paved parking. This also assists in achieving water quality objectives.

- Signage should be informative without being intrusive. Signs should not dominate the visual landscape. Signs should be compatible with their purpose, be clear, concise, and as small as reasonably possible.

- The architecture and styles proposed should be in keeping with the best building types and styles that have evolved in the region, albeit taking advantage of new building material and techniques associated with "green building". The city should strongly encourage traditional designs and materials so that new developments blend seamlessly with the old. Modern materials and layouts need not conflict with the character of

Pocomoke City, if developers and builders are sensitive to the overall appearance of their creation.

- The views of a site and from a site should be clearly considered by developers and addressed.

Large-scale development projects should be designed to achieve the following characteristics:

- Architectural harmony, including compatibility in styles, materials, colors, and building size and setbacks;
- Variety in housing types, density, and cost;
- Parks, squares, and other common open spaces for residents to interact and recreate, and to provide a setting for the architecture of the development;
- Neighborhood centers and civic spaces, which, depending on the scale of the development, can include places to shop, work, learn, or worship;
- An interconnected street system, which is based on a modified grid system;
- Sidewalks, street trees, and substantial on-street parking, providing distinct separation between pedestrians and traffic;
- Streets and sidewalks that are spatially defined by buildings in a regular pattern, unbroken by parking lots;
- Traffic calming, including more narrow streets with shorter turning radii than suburban streets, and medians, circles and related features along prominent streets;
- Lighting which is designed for safe walking and signage which has a pedestrian orientation; and
- A system of land subdivision and development which links one neighborhood to another and can logically be extended.

SECTION 9 HERITAGE PRESERVATION

Introduction

Heritage resources include sites and structures of significant historic value as well as cultural elements that help define the city's character. An important community objective is to preserve the features that define the city and its unique sense of place. Character defining resources include valuable historic sites and structures; archeological areas; and key scenic, natural, and cultural landscapes found only in Pocomoke City.

Heritage resources are the valuable remnants of the past that can provide for a profitable future. Conservation of heritage resource is an important community objective, not only because these sites and structures define a unique character and highlight the city's cultural roots, but they also provide economic benefits. The active promotion of the city's Historic District and a concerted effort to preserve it will safeguard the city's cultural, social, economic, political, and architectural history, stabilize and improve the property values, foster civic beauty, strengthen the local economy and promote the preservation and appreciation of the resources for the education and welfare of the residents of Pocomoke City.

In addition, the city is investing in improvement to city facilities and working with merchants to provide a positive visitor experience. Work in all of these areas needs to continue.

Goal and Objectives

Goal: Preserve and promote Pocomoke City's heritage resources.

- Objective #1: Encourage the appropriate preservation of historical, cultural, archeological, natural, and scenic resources and designate special status for the most important landmark historic structures and sites.

- Objective #2*:* Improve the inventory of historic sites, structures, and heritage attractions.

- Objective #3*:* Encourage and support heritage preservation through mapping, planning, and regulatory mechanisms.

- Objective #4*:* Encourage uses that support heritage preservation and promote heritage tourism to improve the economic climate of the downtown.

- *Objective #5:* Encourage the adaptive reuse of historic properties including the integration of historically sensitive modern construction materials that achieve energy efficiency.

- *Objective #6*: Support non-profits providing attractions to the historic downtown business district including the Delmarva Discovery Center, Mar Va Theater, Costen House and Sturgis One-Room African-American School House.

Heritage Preservation Programs

There are a number heritage related programs that support and can assist the city's heritage planning and preservation efforts. These programs are described below.

Lower Eastern Shore Heritage Area

Pocomoke City is a member of the Lower Eastern Shore Heritage Area which promotes heritage tourism in the Lower Eastern Shore Region. The Management Plan of the Lower Eastern Shore Heritage Council (LESHC) was adopted and made a part of the comprehensive plans of Wicomico, Worcester and Somerset Counties in 2002 and included Pocomoke City within the boundaries of the certified LESHC Plan. According to the Lower Eastern Shore Heritage Council, Inc. web site, "the purpose of this plan is to assist the three counties and many communities of Maryland's Lower Eastern Shore to identify, interpret, and preserve our heritage and find ways to help visitors to enjoy our rich cultural traditions, our scenic beauty and natural resources, and our wealth of history. This plan focuses on the development of heritage tourism in the region. The strategies here offer ways to improve interpretation, visitor services, and the connections among the museums, historic sites, natural areas, and communities in the Lower Eastern Shore Heritage Area."[61]

The city supports the efforts of the certification of the LESHC Plan. This update of the comprehensive plan, when adopted by the Mayor and City Council, incorporates by reference all portions of the Lower Eastern Shore Heritage Council Management Plan, except those portions solely relating to other jurisdictions within the LESHC, as part of the comprehensive plan.

Maryland Historical Trust

The Maryland Historical Trust (MHT) is a state agency dedicated to preserving and interpreting the legacy of Maryland's past. The Trust maintains the "Maryland Inventory of Historic properties," a broad-based catalog of historic resources throughout the State. The Inventory consists of written, photographic, cartographic, and other graphic documentation of over 14,000

[61] http://lowershoreheritage.org/printables/execsu6a.pdf

historic districts, buildings, structures and sites that serve as a physical reminder of Maryland's history. The Inventory is constantly expanding through contributions from the Trust's Statewide Architectural Survey Program, which works with county and local governments and other institutions to identify and document historic resources. Listing in the Inventory does not limit or regulate the property owner in what can or cannot be done with the property.

Maryland Historic Preservation Easement

A state-held historic preservation easement monitored by the MHT is an excellent means of perpetually preserving a historical structure and property for future generations. Such easements "run with the land" and transfer to future owners. The benefits for a property owner to donate his land to the MHT include income, estate, inheritance, gifts and property tax benefits. In exchange, the owner gives the MHT the right to review and approve proposed alterations on the property. The MHT will only accept easements on properties it determined to be eligible for listing on the National Register.

National Register of Historic Places

In 1966, Congress established the National Register of Historic Places as the Federal Government's official list of properties, including districts, significant in American history and culture. In Maryland, the Register is administered by the Maryland Historical Trust. Some benefits resulting from a listing in the National Register include the following:

- National recognition of the value of historic properties individually and collectively to the Nation.
- Eligibility for Federal tax incentives and other preservation assistance.
- Eligibility for a Maryland income tax benefit for the approved rehabilitation of owner-occupied residential buildings.
- Consideration in the planning for federally and state assisted projects.
- Listing does not interfere with a private property owner's right to alter, manage or dispose of property.

Several properties and the historic district are listed on the National Register of Historic Places.

Sustainable Communities

According to the city's Sustainable Communities application, they intend to undertake the following initiatives in order to enhance these resources and reinforce our community's authentic sense of place;

- emphasize cultural tourism and ecotourism

- promote attractions
- promote “buy local”
- assist owners of historic properties in taking advantage of various tax credits and other financial incentives
- consider working toward designation as a Maryland Main Street community

For qualifying historic commercial and residential structures, financial incentives from the Maryland Historical Trust are available through the Sustainable Communities Tax Credit program.

Heritage Preservation Planning

Among other things, the city has taken steps to insure the special characteristics of its historic structures and places are preserved. After all, these assets along with the natural resources that bless the city are the foundation of heritage tourism. What visitors want is the sense of being in a “place,” not just “any place.” Tourists aren’t interested in visiting communities that have transformed themselves into a hodgepodge of cookie-cutter housing tracts, cluttered commercial strip malls, and run-down town centers. They flock to places that have preserved their historic character and kept their unique identity in time and space.

Inventory of Heritage Resources

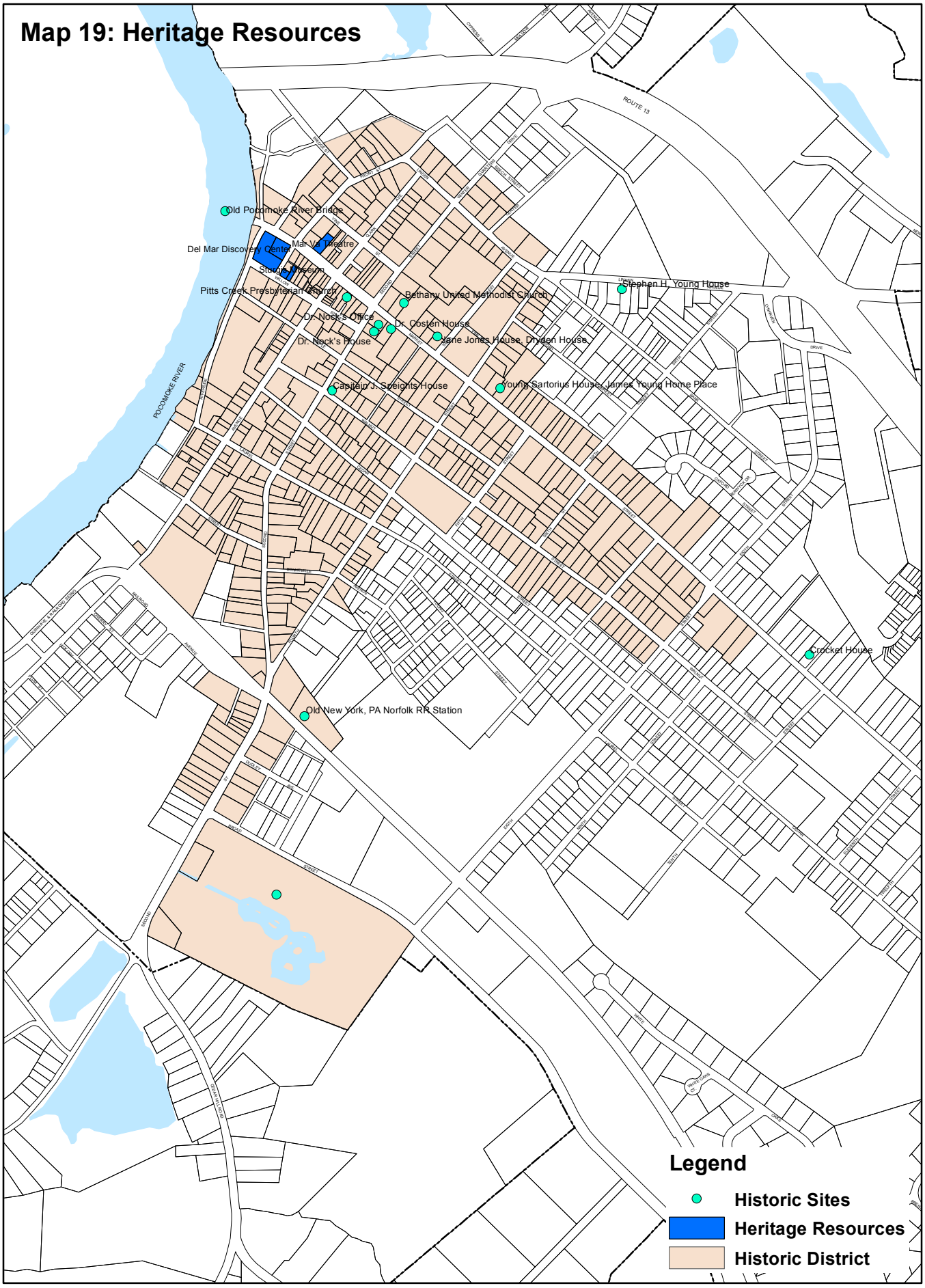
The city has already taken some of the necessary steps toward a heritage program including identifying many of its heritage resources and defining the historic district shown on Map 19. These resources include the following:

- Old Pocomoke River Bridge
- Pitts Creek Presbyterian Church
- Bethany United Methodist Church
- Capitan J. Speights House
- Dr. Isaac T. Costen House
- Dr. Nock's Office
- Dr. James T. Nock's House
- Jane Jones House, Dryden House
- Young Sartorius House, James Young Home place
- Stephen H, Young House
- Crocket House
- Old New York, PA & Norfolk RR Station
- Pocomoke Fair Grounds
- Hearn House

Infrastructure Enhancements

Pocomoke City will continue improving the infrastructure in the historic districts to promote a walkable and compact community. This includes street trees, sidewalks, period street lighting, greenways, and open space/parks. Although, much has been done by city officials and local residents already, the continuing goal is to improve the overall aesthetic appearance and enhance tourism.

Map 19: Heritage Resources



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SECTION 10—PLAN IMPLEMENTATION

Zoning

A principal legal device for implementing many of the recommendations of the Plan is the city zoning code. Zoning's primary role is implementations of the land-use plan, but it also supports other elements of the Plan, including transportation, community facilities, natural resource protection, and community design. State law requires that zoning, as well as other implementation tools, techniques and policies, are consistent with the Plan. The following outlines recommended revisions and additions to the Zoning Code intended to enhance the city's ability to achieve the goals and objectives of the Plan.

Special Purpose Zones

Two types of flexible zoning techniques the city should consider are the overlay zone and floating zone. Their potential applications are discussed below.

Infill and Redevelopment Overlay Zone - An overlay zone is a zoning district which is applied over one or more previously established zoning districts. The overlay zone can also be used to promote infill and redevelopment by providing flexible development standards where the applicant voluntarily adheres to criteria intended to insure the design of new construction is sensitive to the context in which it is proposed.

Encouraging compatible development of and reinvestment in properties within the corporate limits is a key land-use objective of the city and county's comprehensive plans. One way to advance this objective is to adopt zoning provisions that facilitate infill and redevelopment. Infill refers to new development on vacant, bypassed, and underutilized land within built up areas of the city. Infill also includes redevelopment of lots in these areas that may already have been developed.

Flexible infill and redevelopment standards should be included in the Zoning Code. Zoning standards should accommodate growth in the city by encouraging and facilitating new development on vacant, bypassed and underutilized land where such development is found to be compatible with the existing neighborhood. Infill and redevelopment standards should encourage efficient use of land and public services and stimulate economic investment and development in older established neighborhoods. Zoning standards should be crafted so as to provide developers and property owners flexibility so that they can achieve high quality design and develop infill projects that strengthen or enhance existing neighborhoods. Design standards should promote compatible infill and redevelopment by, among other things, requiring context sensitive design while allowing development on sites that may not meet the minimum land area and dimension requirements of the underlying zoning district but where specific relief furthers the city's infill

and redevelopment objectives. Design criteria for properties located in the city's historic district can be modelled on the Department of Interior's standards for the treatment of historic structures. Candidate areas that may be included in an infill and redevelopment overlay zone are shown on Map 20.

Planned Development Floating Zone - Careful planning and sensitive design are required in order for new residential developments to be fully integrated into the city's existing physical and social fabric. The city could adopt a planned development floating zone for master planned development on larger parcels of land, e.g., 10 acres or more or in selected areas where coordinated planning of adjacent parcels is warranted. Potential candidate areas for master planned development are shown on Map 20.

"A floating zone is a zoning district that delineates conditions which must be met before that zoning district can be approved for an existing piece of land. Rather than being placed on the zoning map as traditional zones are, however, the floating zone is simply written as an amendment in the zoning ordinance. Thus, the zone 'floats' until a development application is approved, when the zone is then added to the official zoning map."[62]

Planned development provisions can include incentives for land developers to select the master planned development option, e.g., bonus densities. Alternatively, the master planned development can be made the by-right, development option with standard subdivision only granted as a special exception. Specific development standards, supplemented with design guidance, should be included to should insure that the proposed development creates "smart neighborhoods" that exhibit the following characteristics:

- Integrated mix of uses, including residential, commercial, employment/office, civic, and open space;
- Range of housing types and densities;
- Compact design;
- Interconnected streets designed to balance the needs of all users, with sidewalks and on-street parking; and
- Density and design of new development should be such that these developments support themselves financially.

<u>Environmental Protection</u>

[62] https://www.planning.org/divisions/planningandlaw/propertytopics.htm

The Visions for Maryland encourage stewardship of the land as a universal ethic. In addition, the Planning Act of 1992 requires the city to adopt policies for the protection of sensitive environmental areas. The city's zoning code should be amended to include minimum protection standards for streams, nontidal wetlands, steep slopes, and the habitats of threatened and endangered species. In addition, the city should encourage development design that maintains or enhances "green infrastructure," incorporates low-impact design techniques for water quality and quantity management, and green building technology that conserves energy and improves indoor and outdoor air quality.

Landscape Standards

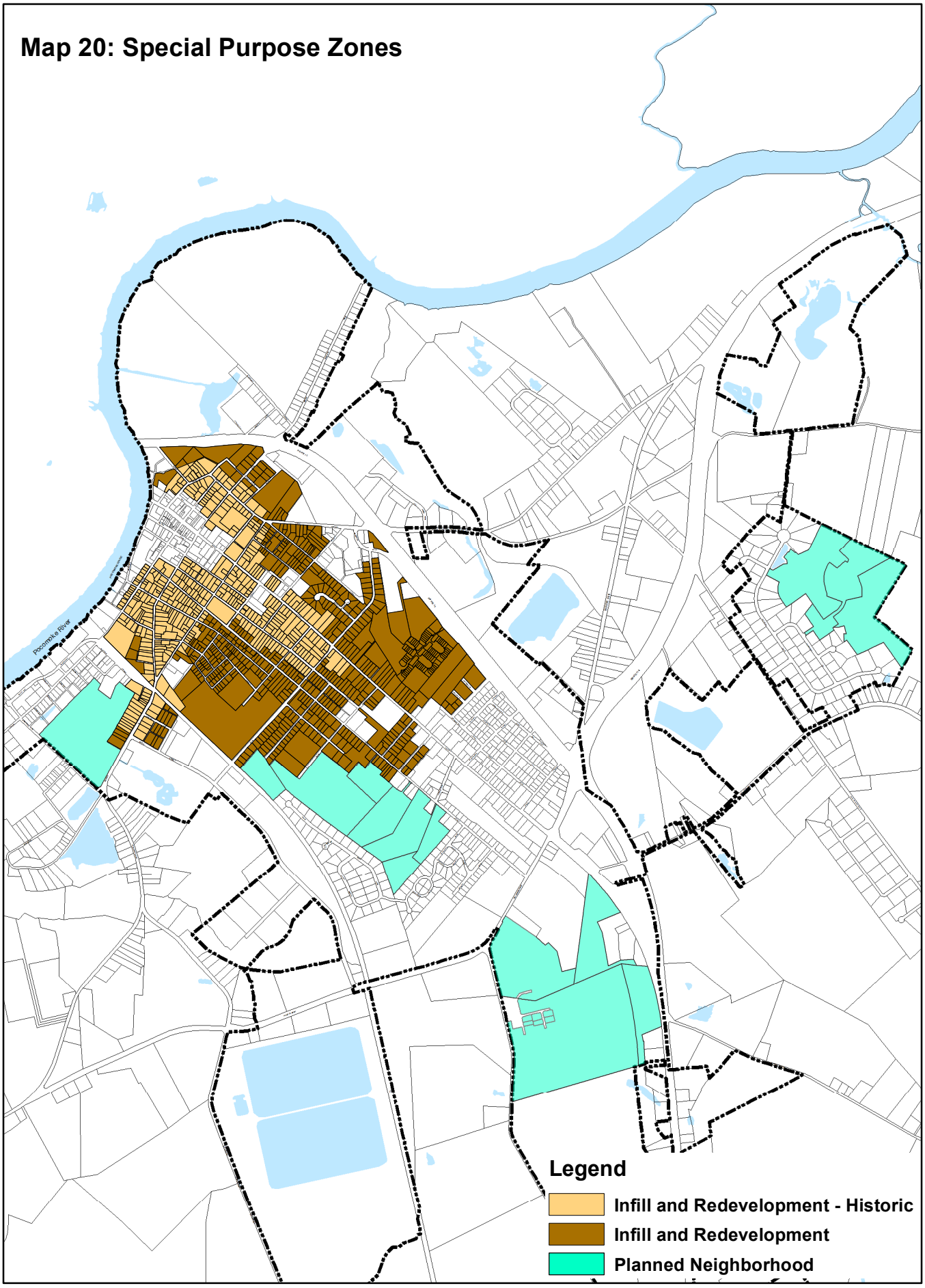
The zoning code should include minimum street and site landscape standards for all development. It is especially important to require appropriate landscaping for commercial sites, parking lots and along public streets.

Site Landscaping: The zoning code should to require all developments needing site plan approval provide minimum levels of landscaping on the site. Landscaping of parking facilities should be required to reduce the visual and environmental impacts of large expanses of parking areas including water quality impacts associated with runoff. Landscaping in parking lots breaks up paved parking areas with plantings and provides improved aesthetics and micro-climatic benefits by reducing heat and glare. These provisions should apply to new sites and parking areas that are to be expanded, moved, or removed and/or reconstructed. Property line landscape buffers between adjacent land uses and buffers along adjacent roads or public rights-of-way should be required as well.

Bufferyards: The bufferyard is a combination of setback and a visual buffer or barrier and is a yard or area together with the planting required thereon. Both the amount of land and the type and amount of planting specified for each bufferyard should be designed to minimize nuisances between adjacent zoning districts and to ensure the desired character along public streets and roads.

Bufferyards should be installed to eliminate or minimize potential nuisances at the property line between zoning districts allowing uses of different intensity, e.g., residential adjacent to commercial. Bufferyards should also be required along the perimeter of commercial and industrial uses that abut major highway corridors, scenic routes, and less intense land uses.

Map 20: Special Purpose Zones



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Street Trees: The city should require that street trees be planted or retained along both sides of all newly created streets. At a minimum developers should be required to either plant or retain sufficient trees so that for every 50 feet of street frontage there is at least an average of one deciduous tree that has or will have when fully mature a trunk at least 12 inches in diameter.

Parks and Open Space

Protecting sensitive environmental areas, maintaining "green" corridors within and surrounding the city and providing places for healthy exercise are as important to ensuring a quality community as infrastructure planning and development regulations. For this reason, the city should adopt clear policies concerning these matters, including the following:

- Require that new development provide public active and passive recreation areas, greenways, and pedestrian trail links that contribute to the overall objectives of the 2030 Land-Use Plan.

- Coordinate the development of a city park system with the overall county park planning program.

All residential developments should be required to provide recreation opportunities. The city should amend the zoning code to require that all residential developments provide neighborhood parks. The purpose of the neighborhood park is to provide adequate active recreational facilities to serve the residents of the immediately surrounding neighborhood within the development. Each development should satisfy its neighborhood park requirement by installing the types of recreational facilities that are most likely to be suited to and used by the age brackets of residents in that development.

Neighborhood parks should be attractively landscaped and should be provided with sufficient natural or man-made screening or buffer areas to minimize any negative impacts upon adjacent residences. Each neighborhood park should be centrally located and easily accessible so that it can be conveniently and safely reached and used by those persons in the surrounding neighborhood. Each neighborhood park should be constructed on land that is relatively flat, dry, free of nontidal wetlands, and capable of serving the purposes intended.

Subdivision Regulations

The city's subdivision regulations should be amended to require sidewalks along all streets and connect to existing sidewalks where possible. In addition, the city's subdivision regulations and site plan requirements in the zoning code should establish street and parking lot lighting standards including spacing and lamination specifications.

Water Resources

As noted in the discussion of water resources in Section 7, Worcester County's Master Water and Sewer Plan, adopted it in 1994, no longer reflects the city's priorities for water and sewer service expansion. The city should formally request that the county amend its Master Water and Sewer Plan to incorporate the planned service areas shown on Map 15.

Managing land use in a way that benefits water resources requires assessing development regulations, policies and guidelines from a new perspective. Among other things, it requires minimizing the footprint of new development to the maximum extent possible (compact development), encouraging water conservation measures, protecting forested areas and natural buffers, retrofitting existing developed areas with improved stormwater management techniques, encouraging best practices in the management of public drainage ditches and requiring best management practices in all new development. In addition, the city should consider the following strategies to reduce the impacts of future growth on water resources:

- Make education material available to residents regarding nutrient management to reduce fertilizer applications to grassed areas and lawns.

- Establish, maintain, or expand forest buffers in the form of linear wooded areas along streams to help filter nutrients, sediments and other pollutants in runoff where feasible.

- Work with developers, homeowners associations and individual homeowners to reduce the amount of impervious cover by implementing techniques such as clustered houses, narrow streets, reduced pervious surface in parking lot areas, shared driveways, and pervious paving materials.

- Require new development and infill and redevelopment projects to treat stormwater using nonstructural and micro-scale practices to the maximum extent feasible. Techniques such as submerged gravel wetlands, rain water harvesting (cisterns and rain barrels), landscape infiltration, infiltration berms, and dry wells should become common practices. Stormwater should be filtered using such techniques as rain gardens, landscape and tree planters (e.g., linear tree pits, sidewalk planters), grass swales and bio-swales, tree-swales, grass filter strips, and vegetated buffers.

- Encourage development design that maintains or enhances green infrastructure, and incorporates low impact design through stormwater management techniques for water quality and quantity management.

- Work with Worcester County to address failing septic systems in areas that can be served by public water and sewer. These areas may be served if annexed into the city.

- Increase the city's tree and shrub canopy to reduce the volume of stormwater and resulting sedimentation while increasing nutrient uptake and reducing urban heat generated from impervious and reflective surfaces. Trees also can improve the aesthetic appeal of the community and enhance property values.

- Work with Worcester County and the State of Maryland regarding source water protection planning to coordinate water resource related initiatives.

- Evaluate the need for additional source water protection measures.

Pocomoke City can help the state and county achieve water resource protection objectives and make a positive contribution to improving water quality in the watershed. For its part, Worcester County has outlined strategies to achieve the TMDL limits for the watershed. County strategies in which the city can participate include the Lower Pocomoke River Watershed Stewardship Program, street sweeping and tree planting.[63]

Mineral Resource Extraction

The city has no known mineral resource deposits within the corporate limits. In addition, the city does not permit mineral extraction.

Economic Development

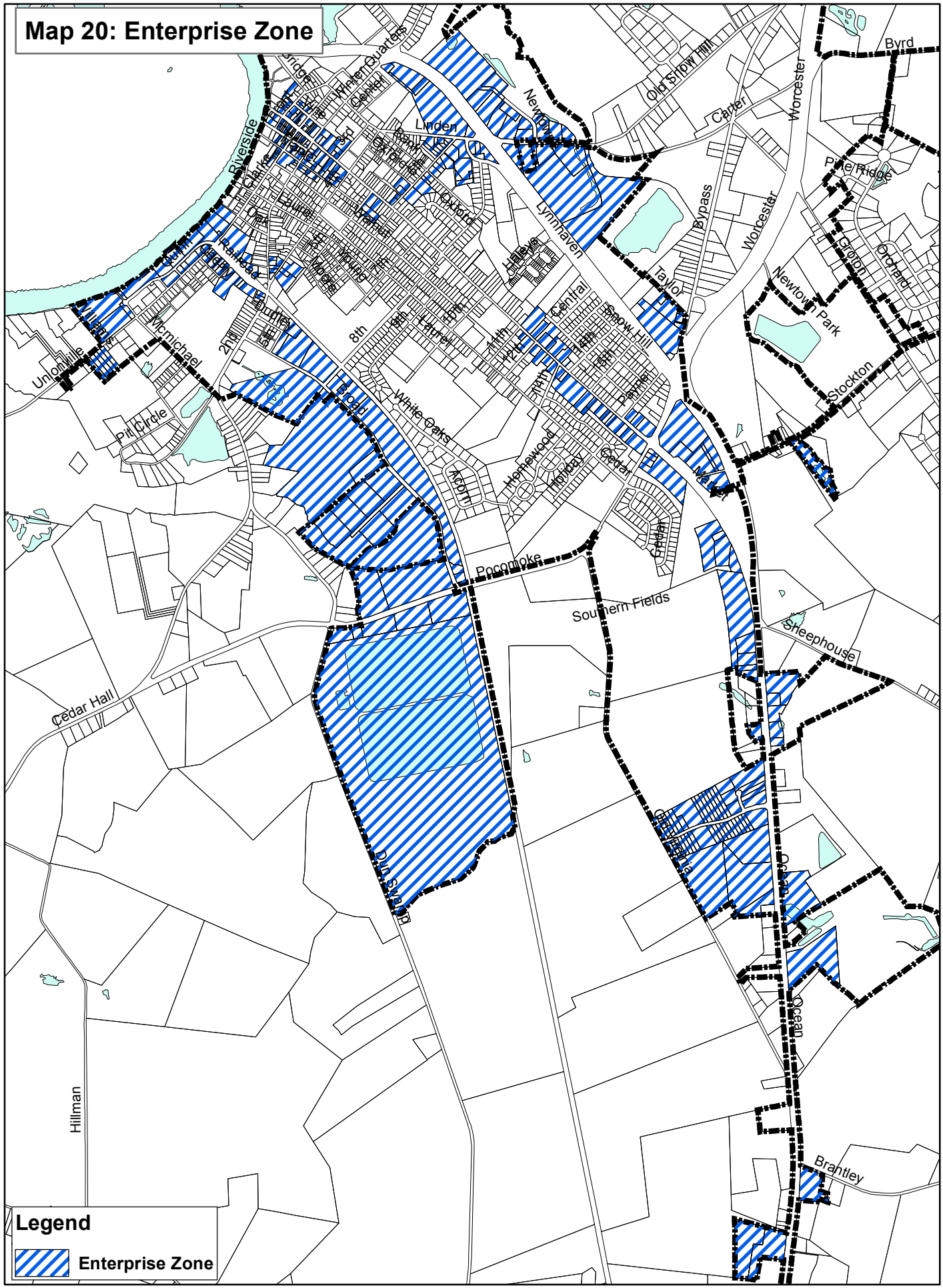
Pocomoke City actively promotes and support the economic vitality of in the region supporting appropriate development in its industrial park and along the US Route 13 business corridor. The focus in the downtown business district is on increasing tourism to enhance the City's tax base while providing additional jobs, products, and services for residents and visitors.

In addition, the city is pursuing strategies and has a number of on-going programs to facilitate economic development. These include designations of Enterprise Zones and Sustainable Communities areas.

Pocomoke City's designated enterprise zone encompasses approximately 926 acres (See Map 21). Businesses locating in a Pocomoke City's Enterprise Zone may be eligible for income tax and real property tax credits in return for job creation and investments. Credits include 80 percent of real property tax for the first five years and decreasing ten percent annually to 30 percent in the tenth and final year and a one-time income tax credit of $1,000 per new worker

[63] Phase II Watershed Implementation Plan Worcester County, MD, Worcester County Department of Development Review and Permitting, December 2011, pg. 9-10.

and for economically disadvantaged employees, the credit is $6,000 per employee over three years.



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The city Sustainable Communities Action Plan the following specific actions which will support economic development in the city:

- continue to administer our existing revolving loan fund;
- enhance awareness about availability of those funds and increase flexibility in the use of those funds;
- update our zoning code to include opportunities at the second and third floor levels of existing downtown buildings;
- continue to coordinate and promote numerous festivals, art shows and other events in the downtown to increase foot traffic and to enhance the downtown's image;
- work to attract new restaurants and retail shops to our downtown;
- continue to support the Delmarva Discovery Center (DDC) and other attractions;
- develop a marketing strategy for promoting downtown Pocomoke as "wedding central";
- develop strategies for marketing tourism packages for downtown attractions and businesses;
- develop a website for promotion of downtown businesses, attractions and events;
- work with the county and neighboring communities on the Eastern Shore to promote general tourism to the area, including downtown Pocomoke as a destination;
- enhance the Industrial Park with an additional new flex building space;
- be active in disseminating information regarding the state's workforce development assistance programs;
- be proactive in ensuring that prospective new employers are fully aware of the plethora of assistance programs available for job training;
- encourage any new businesses to hire local residents and minorities; and
- explore obtaining funding for a revolving loan fund, either on our own or in conjunction with the Worcester County Economic Development Department.

Heritage Preservation

Preserve Historic Resources

The city should consider ways to ensure that historic buildings and structures are maintained and preserved as valuable economic assets and important heritage resources. This includes mapping, documenting, and inventorying of current heritage resources as well as scenic and cultural landscapes and preparation of a "Historic Preservation Plan." The planning process should emphasize public awareness and education concerning the city's historic resources.

The city can assist owners of historic properties by establishing mechanisms through partnerships to supply technical and professional assistance regarding heritage resources, including assistance to property owners for the rehabilitation and/or restoration of historic

structures. The city also may encourage the protection and rehabilitation of historic homes and buildings by evaluating the use of an "Enterprise Fund" and "Rehabilitation Tax Incentives," working with the Maryland Department of Housing and Community Development, the Maryland Historical Trust, and the National Trust for Historic Preservation to obtain financial support for rehabilitation.

Promote Heritage Tourism

The city should undertake a structured process to develop and enhance its heritage preservation and tourism development programs. To guide this effort, it is recommended that the city follow the guidance provided in the "Schuylkill River Heritage Towns & Tours Toolkit." [64]

The city should continue to build on its heritage tourism infrastructure. This includes improved walkable spaces in the downtown, appropriate way-finding signage that includes historic sites and structures, a kiosk for information regarding historic places, parks and open spaces to accent the public realm, and linkages to key sites and areas such as greenways and trail. Increased heritage tourism will assist in the revitalization of the city's central business district. Specialty shops and a vibrant downtown with businesses, restaurants, inns etc. will improve the local economy and assist in the preservation of its valuable historic resources. Where possible, obtain grants, donations, and loans for the improvement and development of key resources in the Historic District promote commerce and tourism. Include are the Mar-Va Theater, Costen House, Sturgis One-Room Schools, the Discovery Center and the riverside restaurant near the Discovery Center on the Pocomoke River; as well as, the development of signage, walking tours, lighting and other attractions for the entire District.

Capital Improvements

Pocomoke City should create and maintain a five-year Capital Improvement Program (CIP). CIP is a financial planning tool that allows Pocomoke City to schedule infrastructure priorities with available and expected future revenues. The CIP identifies capital project priorities and revenue sources; such as general obligation bonds, general fund balances, county, state or federal sources in addition to water and sewer revenues.

A capital improvement is usually defined as a major, nonrecurring expenditure for physical facilities of government, such as costs for acquisition of land or interests in land, construction of buildings or other structures, including additions or major alterations, construction of highways or utility lines, fixed equipment, landscaping, and similar expenditures.

Projects are selected and prioritize based a variety of criteria, one of which is the recommendations of the Plan. Each proposed project is approached individually with careful consideration of anticipated expenditures, source of revenue, and priority of need. Project

[64] http://www.schuylkillriver.org/Heritage_Towns_Tours.aspx.

scheduling usually ranges from a period of five to 10 years, with five years the most common time frame. It is customary to prepare a CIP annually. The program includes proposals for capital improvement appropriations to be adopted in the next annual budget and proposals for the next five years.

The typical process of capital improvement programming follows these steps:

- An inventory of potential projects, including cost estimates and an initial evaluation of their relative priority;
- Analysis of project requests;
- Investigation of the financing capabilities of the community and the various state and federal programs available to help finance improvements;
- A schedule of project execution in a long range program list which considers the relationships of projects to each other and to financial requirements;
- Selection from this schedule of a slate of projects for early action; and
- Formal adoption of the capital budget usually after some form of public review.

To supplement local funding sources for the CIP and other programs, Pocomoke City should continue to work cooperatively with funding programs administered by Worcester County and state agencies to implement key priorities. Each of these agencies has a long-term interest in promoting the harmonious and prosperous development of Pocomoke City.

Inter-jurisdictional Coordination

Coordination of planning and development by the city and county is required by the Economic Development, Planning and Resource Protection Act of 1992. Under the Act, local governments must adopt comprehensive plans which include the state's 12 Visions. Zoning and other planning implementation mechanisms must be consistent with these plans. Under the Planning Act, local comprehensive plans must include recommendations for improving planning and development processes to encourage economic expansion, and to direct future growth to appropriate areas. Such development and economic growth often have inter-jurisdictional impacts on transportation infrastructure, environment, and other areas of concern. For this reason, it is necessary for planning, growth strategies, and policies to promote and encourage cooperation among adjacent jurisdictions.

House Bill 1141 (Land Use–Local Government Planning) requires the city to include in the comprehensive plan a growth element that specifies where the municipality intends to grow outside its existing corporate limits. The city must discuss how it intends to address service, infrastructure, and environmental protection needs for identified growth areas and surrounding environs.

A plan for the growth of Pocomoke City is included in this Plan. The Plan also includes a water resources element that identifies city strategies for addressing drinking water and other water resources to meet current and future needs and identifies suitable areas to receive stormwater and wastewater derived from development. Preparation of the growth element included a complete an analysis of land capacity available for development, including infill and redevelopment and an analysis of the land area needed to satisfy demand for development at densities consistent with the Plan.

House Bill 1141 requires the city to consult with Worcester County concerning its growth element. Prior to approving the growth element, the city must provide a copy to the county, accept comments from the county on the growth element, meet and confer with the county regarding the growth element, and on request of either party engage in mediation to facilitate agreement on a growth element. The bill encourages municipalities and counties to participate in joint planning processes and agreements. Coordination with county officials is important to insure that newly annexed territory qualifies for state assistance as a priority funding area if annexed after September 30, 2006.

APPENDIX A

Nutrient Loading Analysis Spreadsheet - Summary Results

Nutrient Loading Analysis Spreadsheet - Summary Results

URPOSES ONLY- Individualized Loading Spreadsheets will be made available

Land Use and Septic Systems (See Scenario Descriptions Below)

	2002 LU, 2002 BMPs (Acres)	2002 LU, Trib Strat BMPs (Acres)	Scenario 1 Trib Strat BMPs (Acres)	Scenario 2 Trib Strat BMPs (Acres)	Scenario 3 Trib Strat BMPs (Acres)	Scenario 4 Trib Strat (Acres)
Development	3,005	3,005	3,139	3,181	0	0
Agriculture	26,025	26,025	25,993	25,980	0	0
Forest	49,945	49,945	49,864	49,833	0	0
Water	1,551	1,551	1,551	1,551	0	0
Other	955	955	934	934	0	0
Total Area	81,480	81,480	81,480	81,480	0	0
Residential Septic (EDUs)	1,613	1,613	1,580	1,580	0	0
Non-Residential Septic (EDUs)	0	0	0	0	0	0

Total Nitrogen Loading

	2002 LU, 2002 BMPs (Lbs/Yr)	2002 LU, Trib Strat BMPs (Lbs/Yr)	Scenario 1 Trib Strat BMPs (Lbs/Yr)	Scenario 2 Trib Strat BMPs (Lbs/Yr)	Scenario 3 Trib Strat BMPs (Lbs/Yr)	Scenario 4 Trib Strat (Lbs/Yr)
Development NPS	25,954	18,031	18,836	19,091	0	0
Agriculture NPS	409,889	227,782	227,501	227,395	0	0
Forest NPS	74,094	69,923	69,809	69,767	0	0
Other Terrestrial NPS	8,362	5,892	5,746	5,746	0	0
Total Terrestrial Load	**518,299**	**321,628**	**321,892**	**321,999**	**0**	**0**
Residential Septic (EDUs)	14,274	14,274	12,226	12,226	0	0
Non-Residential Septic (EDUs)	0	0	0	0	0	0
Total Septic Load	**14,274**	**14,274**	**12,226**	**12,226**	**0**	**0**
Total NPS Nitrogen Load	**532,573**	**335,901**	**334,119**	**334,226**	**0**	**0**
Total PS Load	**39,347**	**19,951**	**22,468**	**22,468**	**0**	**0**
Total Nitrogen Load (NPS+PS)	**571,920**	**355,852**	**356,587**	**356,694**	**0**	**0**

Total Phosphorus Loading

	2002 LU, 2002 BMPs (Lbs/Yr)	2002 LU, Trib Strat BMPs (Lbs/Yr)	Scenario 1 Trib Strat BMPs (Lbs/Yr)	Scenario 2 Trib Strat BMPs (Lbs/Yr)	Scenario 3 Trib Strat BMPs (Lbs/Yr)	Trib Strat BMPs (Lbs/Yr)
Development NPS	3,125	1,212	1,266	1,283	0	0
Agriculture NPS	28,853	24,920	24,889	24,877	0	0
Forest NPS	1,122	999	997	997	0	0
Other Terrestrial NPS	1,091	383	375	375	0	0
Total Terrestrial Load	**34,191**	**27,513**	**27,528**	**27,533**	**0**	**0**
Total PS Load	**13,805**	**6,333**	**1,684**	**1,684**	**0**	**0**
Total Phosphorus Load (NPS+PS)	**47,995**	**33,846**	**29,212**	**29,217**	**0**	**0**

Impervious Cover and Open Space

	2002 LU, 2002 BMPs	2002 LU, Trib Strat BMPs	Scenario 1 Trib Strat BMPs	Scenario 2 Trib Strat BMPs	Scenario 3 Trib Strat BMPs	Scenario 4 Trib Strat BMPs
Total Impervious Cover	1,221	1,221	1,259	1,274	0	0
Agriculture	26,025	26,025	25,993	25,980	0	0
Forest	48,755	48,755	48,673	48,643	0	0
Percent Impervious Surface	1.50%	1.50%	1.55%			
Percent Open/Agriculture	31.94%	31.94%	31.90%			
Percent Forested	59.84%	59.84%	59.74%			