

City of Fruitland, Maryland Comprehensive Plan

Table of Contents

Chapters and Sections

CHAPTER ONE:	INTRODUCTION	1
	Introduction	1
	Acknowledgements	1
	Legal Basis for Planning in Maryland	1
	The State’s Eight Visions for Guiding Future Growth	1
	1997 Priority Funding Areas Act	2
	The Smart Growth Initiative	3
	House Bill 1141 (Enacted During 2006 Legislative Session)	3
	Annexation Procedures	3
	New Planning Elements	4
CHAPTER TWO:	FRUITLAND’S PAST AND FUTURE VISION	7
	Location	7
	History	7
	Community Participation	9
	Future Vision	9
	Goals and Objectives	10
	Conclusions	10
CHAPTER THREE:	FRUITLAND TODAY – SOCIAL, ECONOMIC AND HOUSING CHARACTERISTICS	11
	Population and Demographics	11
	Education and Employment	17
	Income and Housing	19
CHAPTER FOUR:	COMMUNITY FACILITIES ELEMENT	23
	Inventory of Existing Community Facilities	23
	Other Community Facilities	24
CHAPTER FIVE:	LAND USE	29
	Goals, Objectives and Policies	29
	Existing Land Uses	30
CHAPTER SIX:	MUNICIPAL GROWTH ELEMENT	35
	Historic Growth Patterns	35
	Development Capacity Analysis	35
	Future Land Use	39
	Current City Boundaries	39
	Growth Areas	40
	Growth Demands	44
	Policies and Recommendations	47

CHAPTER SEVEN: WATER RESOURCES ELEMENT	49
Water Assumptions	49
Wastewater Assumptions	50
Hypothetical Build-Out Scenario	52
Stormwater Loading	52
Policies and Recommendations	54
CHAPTER EIGHT: TRANSPORTATION ELEMENT	57
Goals and Objectives	57
Roadway System	57
Functional Classification of Streets	57
Level of Service Standards	59
Highway Needs Inventory	59
Access Needs Areas	59
Alternative Transportation	60
Improvements Plan	61
Policies and Recommendations	62
CHAPTER NINE: HOUSING	63
Goals and Objectives	63
2006 House Bill 1160	63
Fruitland's Workforce and Affordable Housing Needs	66
Policies and Implementation	66
CHAPTER TEN: SENSITIVE AREAS	69
Goals and Objectives	69
Environmentally Sensitive Areas	70
Historic Features	72
Policies and Recommendations	75
CHAPTER ELEVEN: MINERAL RESOURCES	77
Goals and Objectives	77
Mineral Resources	77
Conclusions	79
Policies and Recommendations	79
CHAPTER TWELVE: PLAN IMPLEMENTATION	81
Land Use Goals, Objectives and Policies	81
Municipal Growth Policies and Recommendations	82
Water Resources Policies and Recommendations	83
Transportation Policies and Recommendations	83
Workforce Housing Policies and Recommendations	84
Sensitive Areas Policies and Recommendations	84
Mineral Resources Goals and Objectives	85
Funding Recommendations	85

City of Fruitland, Maryland Comprehensive Plan

Table of Contents

Tables and Figures

TABLE 3-1: Total Population	12
TABLE 3-2: Age Cohort by Municipality	13
TABLE 3-3: Educational Statistics	17
TABLE 3-4: Industry & Employment Characteristics	18
TABLE 3-5: Class of Worker	18
TABLE 3-6: Commuting to Work Statistics	19
TABLE 3-7: Household Income Characteristics	20
TABLE 3-8: Family Income Characteristics	20
TABLE 3-9: Household Characteristics	21
TABLE 5-1: Existing Land Use and Proportions of Total Land Uses	30
TABLE 5-2: Approved Vacant Lots by Project/Ownership	31
TABLE 6-1: New Residential Building Permits Approved Since 2000	36
TABLE 6-2: Development Capacity Analysis	38
TABLE 8-1: Functional Classification of Streets	58
TABLE 9-1: WHGP Income Standards	64
FIGURE 2-1: Location Map	8
FIGURE 3-1: Residential Population Trends	11
FIGURE 3-2: Population Change by Age Group	13
FIGURE 3-3: Population Percent by Sex	15
FIGURE 3-4: Population Percent by Race	16
FIGURE 9-1: Affordable Rental Housing Unit Range	65
FIGURE 9-2: Amount Available for Homeownership Unit Payments	66

City of Fruitland, Maryland Comprehensive Plan

Table of Contents

Map Index

- Map 1: Community Facilities Map
- Map 2: Existing Land Use Map
- Map 3: Development Capacity Analysis Map
- Map 4: Future Land Use Map
- Map 5: Growth and Planning Areas Map
- Map 6: Transportation and Roadways Map
- Map 7: Floodplains Map
- Map 8: Sensitive Areas Map
- Map 9A: Wetlands and Stream Buffers Map – MDP/DNR
- Map 9B: Wetlands and Stream Buffers Map – National Wetland Inventory
- Map 10: Watershed Map
- Map 11: Hydric Soils Map

Appendix Index

- Appendix A: Maryland Department of Planning
Development Capacity Analysis Methodology
- Appendix B: Critical Area Definitions and House Bill 1253
Overview of 2008 Legislation
- Appendix C: Maryland Department of the Environment
Non-Point Source Nutrient Loading Analysis
- Appendix D: Maryland Department of Natural Resources
Current and Historical Rare, Threatened and
Endangered Species of Wicomico County
- Appendix E: Wicomico County Department of Recreation,
Parks and Tourism – Green Infrastructure Hubs
- Appendix F: Survey Results
- Appendix G: Wicomico County Standard Land Use Definitions

CHAPTER ONE INTRODUCTION

Introduction

Fruitland's Comprehensive Plan looks at potential growth within the City through the year 2030. Infrastructure, housing, growth and many other issues are discussed within this plan. The main purpose of this plan is to properly prepare for growth and other issues that the City will encounter over the next twenty years.

Acknowledgements

The City would like to thank Tracey Gordy and Keith Lackie with the Maryland Department of Planning Lower Eastern Shore Regional Office for assisting the City in finding grant funding and for providing technical assistance at no cost to the City. The City would also like to acknowledge Davis, Bowen & Friedel, Inc.'s planning and engineering staff for assisting in preparing the City's future growth plan and the National Oceanic and Atmospheric Administration (NOAA) for providing financial assistance for this project.

Legal Basis for Planning in Maryland

Article 66B of the Annotated Code of Maryland requires municipalities that maintain zoning authority over the jurisdiction to develop a comprehensive plan. Article 66B also requires municipalities to address specific issues within their growth plans. 2006 House Bill 1141 further requires municipalities to address the impact projected growth will have on infrastructure, water resources, schools, libraries and public safety. Fruitland's Comprehensive Growth Plan meets the necessary requirements under Article 66B and House Bill 1141, and further addresses workforce housing in order to be able to participate in the Workforce Housing Grant Program developed under House Bill 1160.

The information below further discusses Maryland's visions and requirements for growth as they relate to Fruitland.

The State's Eight Visions for Guiding Future Growth

The following eight "vision statements" are based on the 1992 Planning Act, and subsequent amendments thereto, and are incorporated into this Comprehensive Plan as fundamental goals which will be achieved through a variety of objectives, policies, principles, recommendations, and implementation techniques.

- (1) The City will concentrate development in suitable areas. Further, the City will coordinate its planning activities with the County to establish a mutually agreed-upon City Growth Boundary (CGB) to accommodate future municipal growth.
- (2) The City will protect its sensitive areas from the adverse effects of development and the improper management of resource lands. The CGB will avoid sensitive areas, or protect them as public open space, or protect them with innovative and flexible development regulations.

- (3) The City will work cooperatively with the County to encourage it to protect rural resources beyond the CGB that affect the environment, setting, character, and economics of the City.
- (4) The City will promote stewardship of the Chesapeake Bay and the land and will encourage a universal stewardship ethic that guides actions of both the public and private sectors. Stewardship principles will also guide preparation of land use regulations and capital programs, and be promoted through incentives and community volunteerism.
- (5) The City will conserve its land, water, and other valuable resources through programs and policies that will reduce resource consumption by both the public and private sectors. The City will promote efficient and pedestrian-oriented patterns of land use, energy saving measures for residences and businesses, and recycling.
- (6) In order to achieve Visions One through Five, above, the City will encourage economic growth through the policies and recommendations of the Plan, and will practice regulatory innovation, flexibility, and streamlining.
- (7) The City will make certain that adequate public facilities and infrastructure under its control are available or planned in areas where growth is to occur.
- (8) The City will address funding mechanisms to achieve the preceding Visions. The City budget, capital improvement program, tax structure, and fees will be reviewed and revised where needed to ensure implementation of the Plan and to promote the community's vision for the future. The City will pursue appropriate State and federal grants, forge grant partnerships with the County in areas of mutual interest, review City capital projects to ensure consistency with the Plan, and encourage State and County capital projects that support the Plan.

1997 Priority Funding Areas Act

The 1997 Priority Funding Areas Act capitalizes on the influence of State expenditures on economic growth and development. This legislation directs State spending to Priority Funding Areas. Priority Funding Areas are existing communities and places where local governments want State investment to support future growth.

Growth-related projects covered by the legislation include most State programs that encourage or support growth and development such as highways, sewer and water construction, economic development assistance, and State leases or construction of new office facilities.

The Priority Funding Areas legislation builds on the foundation created by the Visions that were adopted as State policy in the 1992 Economic Growth, Resource Protection and Planning Act and are articulated above as fundamental goals for the City of Fruitland. Beginning October 1, 1998, the State of Maryland directed funding for projects that support growth to Priority Funding Areas. Funding for projects in municipalities, other existing communities, industrial areas, and planned growth areas designated by counties receive priority State funding over other projects. Priority Funding Areas are locations where the State and local governments want to target their efforts to encourage and support economic development and new growth.

The Smart Growth Initiative

In addition to the Priority Funding Areas Act, the 1997 General Assembly passed four other pieces of legislation and budget initiatives - Brownfields, Live Near Your Work, Job Creation Tax Credits, and Rural Legacy-known collectively as "Smart Growth."

Smart Growth directs the State to target programs and funding to support established communities and locally designated growth areas, and to protect rural areas. The Priority Funding Areas Act provides a geographic focus for the State's investment in growth-related infrastructure. The remaining four components complement this geographic focus by targeting specific State resources to preserve land outside of Priority Funding Areas, to encourage growth inside Priority Funding Areas, and to ensure that existing communities continue to provide a high quality of life for their residents.

Maryland has adopted the following principles of Smart Growth, which provide guidance for new development, infill development, and redevelopment:

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

Although the 1997 Smart Growth initiative was significant in the State's refusal to fund wasteful sprawl development, it is also only one component in the continuum of Maryland's growth policy development.

House Bill 1141 (Enacted during 2006 Legislative Session)

During the 2006 Maryland Legislative Session, House Bill 1141 was enacted. This is a key planning related law having a direct effect on procedures for annexation and requiring new planning elements within Fruitland's Comprehensive Plan.

Annexation Procedures

There are two significant changes, with respect to annexation procedures, which affect the City. The first change is dealing with "the five year rule" and the second change deals with "annexation plans".

The Five Year Rule

There are two changes here. First, the rule would be applied solely based upon zoning. In the past, the five-year rule could be applied whenever a proposed new zoning classification was substantially different from the use envisioned "in the current and duly adopted master plan." Secondly, the reference to the master plan is now gone and the issue becomes the degree of change from the current county zoning classification to the proposed municipal classification following the annexation. When the zoning change is from one residential zone to another, "substantially different" now is defined as a density change. The five-year rule will not kick in for a density change unless the proposed zoning is 50% denser. For example, if the current zoning permits 1 unit per acre, the new zoning can be subject to the five year rule if it permits anything more than 1.5 units per acre. As before, a municipality may obtain a waiver from the county to avoid the five-year wait until the new zoning classification applies. This change took effect on October 1, 2006.

Annexation Plans

An annexation plan is required that replaces the "outline" for the extension of services and public facilities prior to the public hearing for an annexation proposal. This section contains no additional language for the content of the annexation plan to be adopted, but does require it to be consistent with the municipal growth element for any annexations that begin after October 1, 2009. The Plan must be provided to the county and the State (the Maryland Department of Planning) at least 30 days prior to the hearing. The requirement for an annexation plan and the requirement that it be provided to the Maryland Department of Planning took effect on October 1, 2006. The requirement for consistency with the Municipal Growth Element of the comprehensive plan takes effect no later than October 1, 2009 (unless extended for up to two six-month periods).

New Planning Elements

The new legislation mentioned above requires two new elements (i.e. chapters) of local comprehensive plans. The first element, the Water Resources Plan Element - is required of all local governments (county and municipal) that exercise planning and zoning authority. The second element, the Municipal Growth Element - is required in municipal comprehensive plans only. Both elements are required to be incorporated into the City's Comprehensive Plan no later than October 1, 2009 (unless extended for up to two six-month periods).

The Water Resources Plan Element

This new planning element addresses the relationship of planned growth to water resources for both waste disposal and safe drinking water. It will be required of all county and municipal governments in the State. The element must identify drinking water and other water resources adequate for the needs of existing and future development proposed in the land use element of the comprehensive plan. It must also identify suitable receiving waters for both wastewater and storm water management to meet the needs of existing and projected development proposed in the land use element of the comprehensive plan. The Maryland Department of the Environment will provide available data to identify these resources. Resource issues expected to be addressed in these elements include water resource protection areas, groundwater resources, water quality standards and Total Maximum Daily Loads (TMDLs).

The Municipal Growth Element

This element requires a municipality to identify areas for future growth consistent with a long-range vision for its future. The growth element will be developed based on consideration of a comprehensive list of factors including population projections, an assessment of land capacity and needs and an assessment of infrastructure and sensitive areas. Completion of the element will guide future annexation proposals and plans after October 2009. Consultation with Wicomico County is required, and a joint planning agreement with the county is encouraged.

THIS PAGE WAS LEFT INTENTIONALLY BLANK

CHAPTER TWO **FRUITLAND'S PAST AND FUTURE VISION**

Location

Fruitland is located in southern Wicomico County with the Wicomico River and Tony Tank Creek at its northern border and bisected from north to south by U.S. Route 13. Fruitland is directly adjacent to Salisbury, Maryland to the north and approximately 10 miles from Princess Anne, Maryland to the south. Although primary access to Fruitland is via U.S. Route 13, the City can also be accessed by Main Street, Cedar Lane and Camden Avenue. The map on the following page indicates the location of Fruitland and the surrounding areas.

History

The Fruitland community traces its origins to about 1795 when a village began to cluster around an intersection known as Disharoon's Cross Roads. One of the roads was the dividing line between Somerset and Worcester Counties, making the village politically fragmented until 1867, when Wicomico County was formed from portions of the two counties. At the crossroads, a number of stores and shops developed to provide services to the passing stagecoaches.

About 1820, the village became known as Forktown, because it was located at the fork of two roads which were used by stagecoaches traveling north and south. The stagecoach route originated in Accomac, Virginia and continued to Philadelphia, Pennsylvania. The stagecoaches would stop at Forktown, change horses and continue on their way.

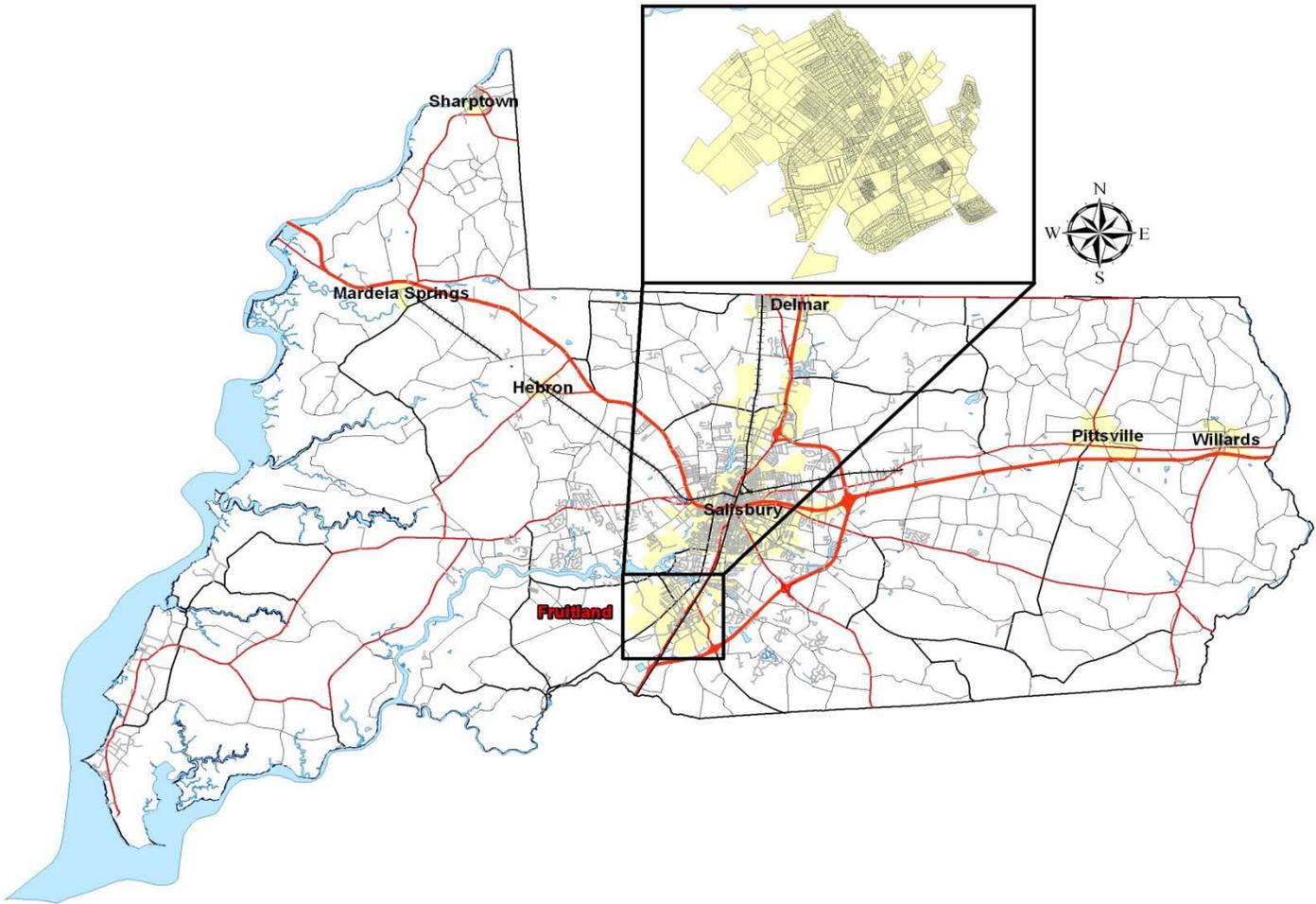
Fruitland City Hall is now at the site of this historic location. When the railroad arrived at the conclusion of the Civil War more development shifted to the area of the railroad. In 1873, the name of the town was changed to Fruitland because of the large number of fruits growing and being harvested in the area.



Plaque located on the lawn of City Hall provided by Maryland Historic Trust.

Fruitland was incorporated as a Town in 1947 when the population began to expand rapidly because of its closeness to Salisbury. In 1973, Fruitland officially became a City as it continued to grow and become more urbanized. Fruitland continues to grow steadily, but continues to balance its urbanization with its agricultural roots. Fruitland remains a community with "hometown" character, while continuing to develop into a modern 21st century municipality.

**Figure 2-1
Location Map**



Community Participation

In order to develop a vision for the City's future, direct input from residents and businesses of the City was sought out. In early 2008, the City Council and the Planning Commission met separately to discuss the Comprehensive Planning process and to discuss the previous vision, goals and objectives laid out in the 1998 Comprehensive Plan.

After discussions with the City Council and Planning Commission, a community workshop was held solely to discuss the vision of future growth in the community. Unfortunately, the weather was poor which led to low turnout. Rather than hold a second community meeting for upfront input, it was decided that an additional meeting after the draft of the Comprehensive Plan was complete in order to gain input on the actual content of the plan would be most efficient. Also, the opportunity to provide input on the future vision for Fruitland was available via an internet survey available in June 2008 and a mailed survey was sent out with tax bills in July 2008.

Resident Survey Results

Fruitland residents were provided a paper survey at community events and on the internet. The survey asked residents to respond to a number of questions, including their satisfaction with City's facilities and their feelings about expanding City boundaries to coordinate growth. A summary of the survey results are provided in Appendix F.

Interesting Fact:

Over 60% of those surveyed stated that they would support programs to revitalize the Main Street area.

Future Vision

After receiving input from the community, as described above, the majority of the community agreed on what the future character and vision for the community should look like and what avenues need to be followed to get there. Fruitland would like to create a "small town" feel while still being able to promote business and commercial opportunities. The residents would like to see Fruitland continue to grow, but also realize the issues that must be addressed to accommodate such growth.

The residents of Fruitland would like the commercial corridor continue to extend south down U.S. Route 13. It is realized that growth is inevitable; however, many residents feel that existing infrastructure is in need of repair prior to taking on additional responsibilities. Particular attention will need to be focused on deteriorating roadways, sidewalks in disrepair and lack of pedestrian and bicycle paths. Such improvements will assist in attracting future residents, retain existing residents and reduce crime. The City has plans on expanding its police force in the near future to accommodate the existing and increasing demand for police power. Addressing areas of increased crime with additional police patrol, as well as neighborhood revitalization will reduce the potential for future crime.

Fruitland must also continue to attract businesses to its commercial areas as it has over the past decade. A healthy mix of neighborhood commercial uses will help retain the small town feel of Fruitland and avoid an abundance of "big box" commercial business. There has also been a recent demand for downtown revitalization. Commercial and residential mixed uses along Main Street will bring more activity, business opportunity and the small town feeling back to Fruitland.

Goals and Objectives

The following goals and objectives are guided by the community's input and vision for future growth and the State's "eight visions":

1. Direct future growth to existing vacant subdivisions and infill lots within the City boundaries;
2. Encourage "home occupations" along Main Street to recreate the historic feel of the community;
3. Continue to promote development of light industrial and commercial employment centers along U.S. Route 13 that are not in conflict with the vision for other small-scale commercial corridors within the City;
4. Provide a future growth pattern that has the least impact on water resources and community resources and infrastructure;
5. Ensure standards discussed in this plan are not diminished due to the impacts of future growth;
6. Ensure a variety of housing choices for all members of the community while encouraging homeownership opportunities;
7. Work with the Wicomico County Housing Authority to maintain its existing housing stock within the City limits;
8. Preserve and create parks and recreational facilities, including a mix of passive and active recreational facilities and amenities;
9. Protect the Wicomico River and Tony Tank Creek and their valuable resources;
10. Prohibit potentially harmful development in the Chesapeake Bay Critical Areas;
11. Implement the Comprehensive Plan into the City's zoning and subdivision code, including a review and revisions to the City Code and comprehensive rezoning of the zoning boundaries;
12. Develop funding mechanisms to assist with implementation of this plan.

Conclusions

Fruitland is a thriving Eastern Shore community that looks forward to the challenge of properly managing its future growth. This plan is being developed to guide the visions of the community for future generations of residents and public officials. Twenty years from now Fruitland plans to maintain a well balanced community that welcomes both residents and businesses by implementing this plan.

Implementation and funding is important to make sure this plan is more than just a plan, but a mechanism for guiding the future of the City. The policies that are drawn from this plan are as equally important as the future vision for the City and the goals and objectives discussed herein. A Comprehensive Plan is a living, breathing document. The City should revisit the plan from time-to-time to see which goals have been met, where shortcomings remain and to address the new goals of the community.

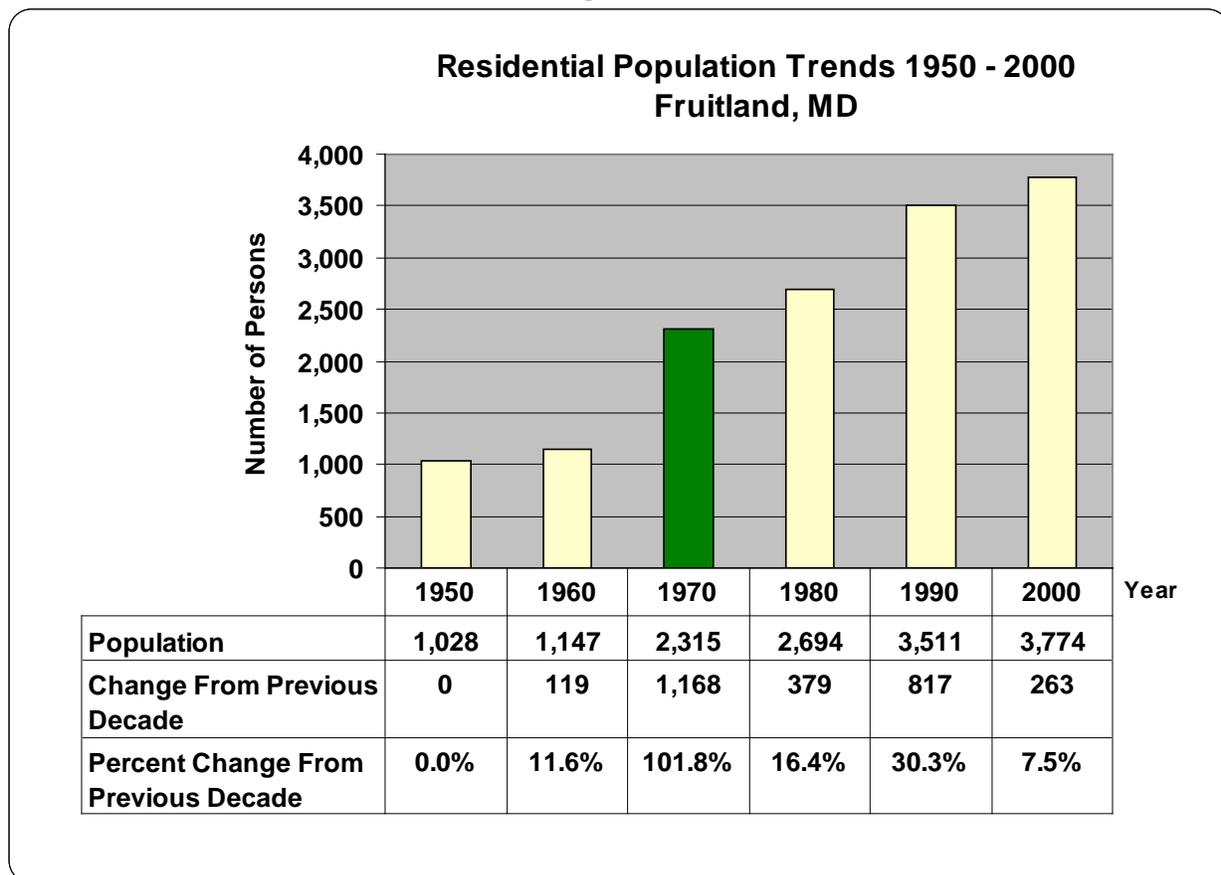
CHAPTER THREE FRUITLAND TODAY – SOCIAL, ECONOMIC AND HOUSING CHARACTERISTICS

Population and Demographics

Population Trends

The City of Fruitland has experienced increases in population throughout the last five decades, showing a 2,746 person (267.1%) net increase in population from 1950 to 2000. In the decade from 1960 to 1970 Fruitland experienced its greatest increase in population of 1,168; more than doubling its previous population. In the years from 1950 to 1960, 1970 to 1980, 1980 to 1990, and 1990 to 2000 the City experienced a more modest increase in population ranging from 119 to 817 people. Fruitland is currently experiencing a period of increasing population as of 2000 (See Figure 3-1).

Figure 3-1



Source: MD Office of Planning, Planning Data Services & 2000 Census

The City of Fruitland is the only municipality in Wicomico County that has not experienced a decrease in population in any Census from 1950 to 2000. Wicomico County and the State of Maryland both have experienced population growth according to every Census since 1950 (See Table 3-1) The 2000 Census population of Fruitland was 3,774 persons, 263 persons (7.5%)

above the 1990 Census count of 3,511. Fruitland conforms to the generally increasing population trend of Wicomico County municipalities (the exceptions being Sharptown and Mardela Springs), Wicomico County, and the State of Maryland from 1950 to 2000; however, since 1950 Fruitland is the only municipality that has incurred a substantial 267.1% increase in population. In other municipalities this statistic ranges from a 14.9% decrease in Mardela Springs and a 137.8% increase in Pittsville.

Interesting Fact:

Proportionally, Fruitland is the fastest growing community in Wicomico County since 1950.

Fruitland accounts for a small portion of Wicomico County's total population. In 1970, it accounted for 4.3% of the county total. In 1980 it decreased to 4.2%, in 1990 it increased to 4.7% and in 2000 it decreased again to 4.5% of the County's total population. Since the 1970 Census, Fruitland has consistently been the second most populous municipality in Wicomico County.

Place	1950	1960	1970	1980	1990	2000
Delmar	1,328	1,291	1,191	1,232	1,430	1,859
Fruitland	1,028	1,147	2,315	2,694	3,511	3,774
Hebron	723	754	705	714	665	807
Mardela Springs	428	380	356	320	360	364
Pittsville	497	488	477	519	602	1,182
Salisbury	15,141	16,302	15,252	16,429	20,592	23,743
Sharptown	680	620	660	654	609	649
Willards	464	531	494	540	708	938
Wicomico County	39,641	49,641	54,236	64,540	74,339	84,644
State of Maryland	2.3 M	3.1 M	3.92 M	4.22 M	4.78 M	5.29 M

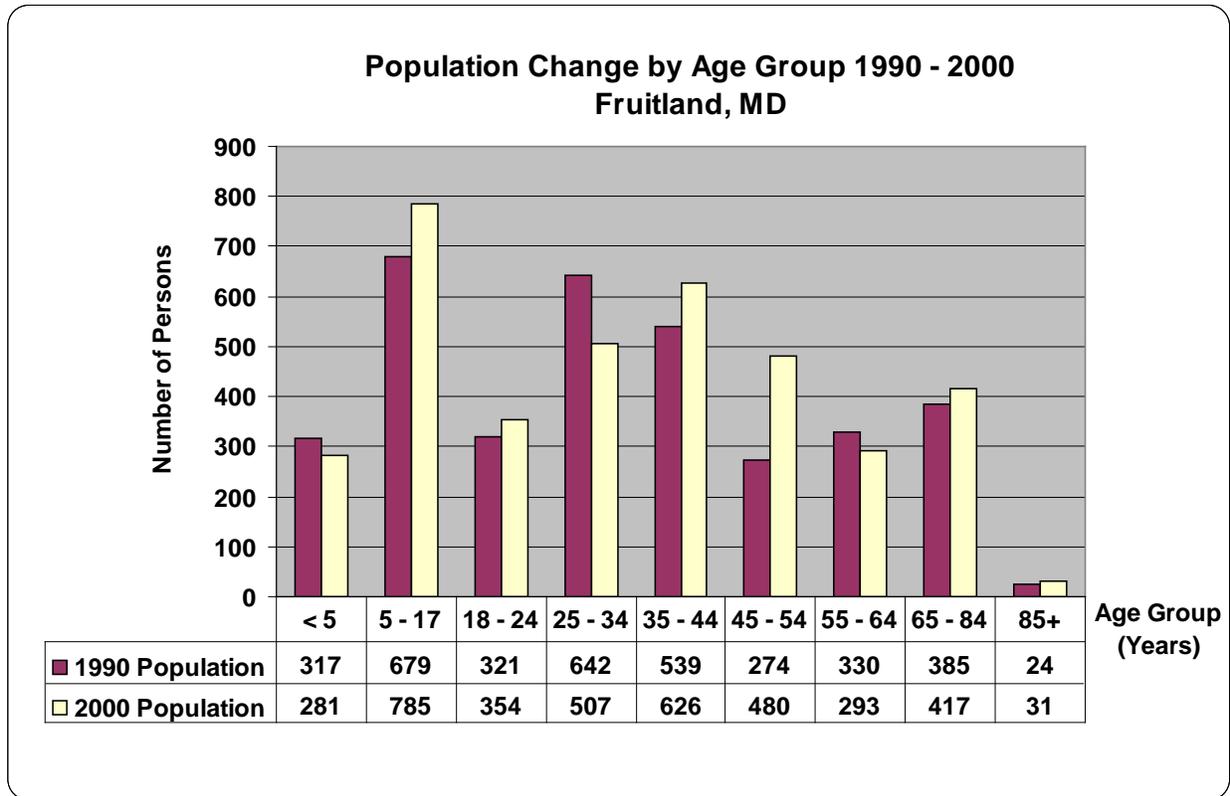
Source: MD Office of Planning, Planning Data Services & 2000 Census

Age Composition

The age structure and total population trends are important components of future land use designations for Fruitland's future needs. Programmers of policies for community facilities, such as schools or services, and providing transportation for persons with limited mobility, rely on age composition data. In addition, key indicators of relative well being, such as employment and housing, are also dependent upon the age structure of the population

Children under 18 comprised a little over 28% of Fruitland's year 2000 population (See Table 3-2); this percentage has decreased less than 0.5% since 1990. In the year 2000, children less than 5 years of age comprised the second smallest population age group in Fruitland with 7.4% of the population, a decrease from 9% of the population 10 years earlier. In contrast, the population of children 5-17 years has slightly increased between 1990 and 2000, and comprised the largest year 2000 population percentage (20.8%) of the 9 age cohorts. The mean proportions of children under 5 and children 5-17 among municipalities in Wicomico County were 7.2% and 20.6%, respectively; Fruitland's child populations are slightly above these means.

Figure 3-2



**Table 3-2
Age Cohort by Municipality**

City/Town	<5	5-17	18-24	25-44	45-64	65+	Median Age
Delmar (1,859)	8.4%	23.1%	9.8%	30.1%	18.6%	10.0%	31.7
Fruitland (3,774)	7.4%	20.8%	9.4%	30.0%	20.5%	11.9%	34.3
Hebron (807)	7.1%	23.4%	8.4%	30.4%	20.1%	10.7%	32.2
Mardela Springs (364)	6.3%	22.8%	8.2%	30.2%	20.6%	11.8%	34.3
Pittsville (1,182)	8.6%	18.2%	9.6%	34.1%	20.5%	9.0%	32.2
Salisbury (23,743)	6.2%	15.6%	21.8%	26.9%	17.0%	12.5%	29.4
Sharptown (649)	4.9%	20.4%	5.2%	31.1%	21.9%	16.5%	37.9
Willards (938)	8.6%	20.4%	9.4%	32.0%	17.5%	12.2%	32.4
Wicomico County (84,644)	6.3%	18.5%	11.8%	28.0%	22.6%	12.8%	35.8
State of Maryland (5,296,486)	6.7%	18.9%	8.5%	31.4%	23.1%	11.3%	36.0

Source: 2000 Census

The young adult population aged 18-24 has slightly increased (+0.3 %) in their proportion of Fruitland's 1990 to 2000 population (see Figure 3-2). Compared to the other seven Wicomico County municipalities, Fruitland had a proportion of 9.4%. Fruitland is decidedly not the residence of choice for 18-24 years olds; about 3.6% of the total young adult county population (9,988) resides in Fruitland.

Persons 25 to 44 years old comprise the primary labor force and household-forming age group. Fruitland's year 2000 population ratio of persons 25 to 44 years old was 30.0%, down from 33.6% in 1990. Fruitland's population proportion of persons 24 to 44 years was higher than Wicomico County's (28.0%) but lower than the State's (31.4%). About 4.8% of Wicomico County's population aged 25-44 years resided in Fruitland.

The 45 to 64 year old age group comprised 20.5% of Fruitland's year 2000 population, an increase from 17.2% in 1990. This proportion lies within the proportions ranging from 17.0% to 21.9% among other municipalities in Wicomico County. For the County and State, the percentage of this age group to total population are 22.6% and 23.1%, respectively, both of which are greater than Fruitland's proportion of this age group.

Persons 65 years old and over comprise 11.9% of Fruitland's population, compared to 12.8% for the County and 11.3% for the State. In other municipalities, this age group ranges from 9.0% in Pittsville to 12.2% in Willards. When this age group is coupled with the grouping of persons 45 to 64 years, persons 45 years and older accounted for 32.4% of Fruitland's population. In Wicomico County, the two age groups accounted for 35.4% of the total population and 34.4% Statewide. In other municipalities of the County, the range is from 29.5% in Salisbury and Pittsville and 38.4% in Sharptown (See Table 2-4).

The median age of Fruitland is the second highest of all other municipalities in Wicomico County, but still lower than Wicomico County as a whole and the State of Maryland. In 2000, the median age of the people residing in Wicomico County was 35.8 years, while the median age of the residents of Fruitland was 34.3 years of age; 1.5 years lower than that of the county (See Table 2-4). While the median age difference is not that drastic between Fruitland and Wicomico County, Fruitland's median age is 4.9 years higher than that of Salisbury, the municipality with the lowest median age.

Sex and Racial Composition

In the 2000 Census, Fruitland's population was 46.2% male and 53.8% female. This closely mirrors the sex characteristics of Maryland and Wicomico County (See Figure 3-3). Fruitland exists as a majority white community with 65.8% of its population being white. With the exception of Asian and Native Hawaiian/Pacific Islander groups, Fruitland closely resembles the ethnic diversity that exists in Wicomico County and the State of Maryland (See Figure 3-4).

Figure 3-3

**Population Ratio by Sex - Year 2000
Fruitland, MD**

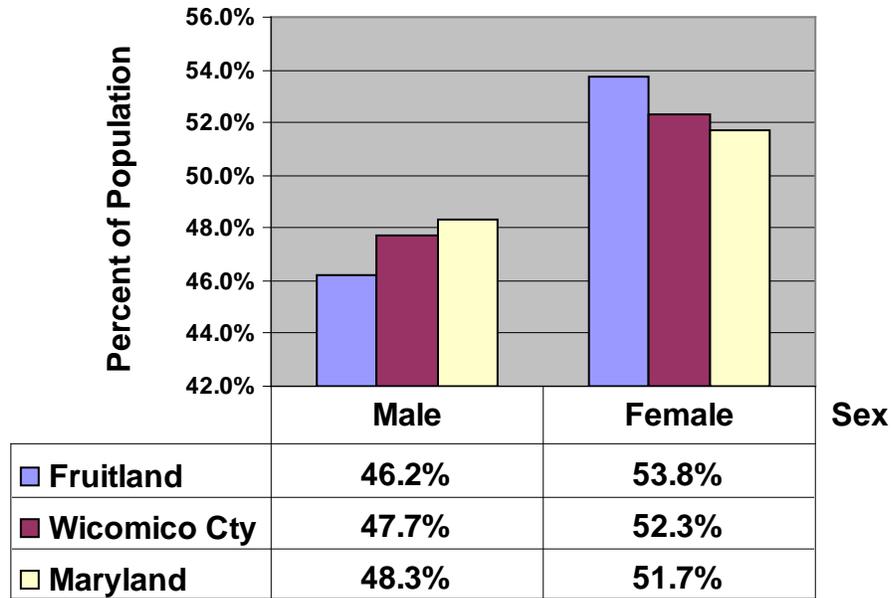
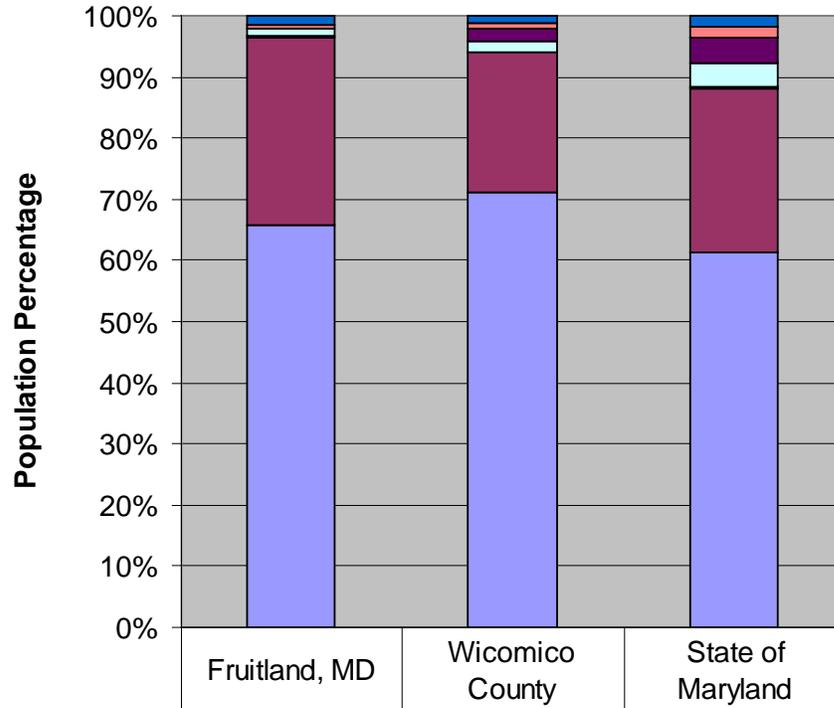


Figure 3-4

Population Ratio by Race - Year 2000



	Fruitland, MD	Wicomico County	State of Maryland
■ Two or More Races	1.5%	1.3%	2.0%
■ Some Other Race	0.6%	0.8%	1.8%
■ Native Hawaiian/Pacific Islander	0.0%	2.2%	4.3%
■ Asian	1.1%	1.7%	4.0%
■ American Indian and Alaska Native	0.5%	0.2%	0.3%
■ Black or African American	30.5%	23.3%	27.9%
■ White	65.8%	72.6%	64.0%

Education and Employment

Education

The proportions of Fruitland's persons 3 years and older enrolled in school are similar to that of the County and State with the exception of college or graduate school individuals. The proportion of persons enrolled in college and graduate school are considerably lower than that of Wicomico County and Maryland. Although this statistic is lower, those individuals 25 years and over have a greater proportion of higher education than that of the County and State (See Table 3-3).

**Table 3-3
Educational Statistics 2000
Fruitland, Maryland**

	Fruitland	Wicomico	Maryland
Persons 3 years or older enrolled in school	815	24,554	1,475,484
Nursery school, preschool	9.1%	5.4%	6.5%
Kindergarten	6.9%	4.3%	5.1%
Elementary school (grades 1-8)	45.5%	41.0%	43.5%
High school (grades 9-12)	20.6%	19.8%	20.9%
College or graduate school	17.9%	29.5%	24.0%
Educational Attainment: Persons 25 years and over			
Less than 9th grade	6.6%	6.0%	5.1%
9th-12th grade, no diploma	13.5%	13.4%	11.1%
High school graduate (Includes GED)	32.9%	34.4%	26.7%
Some college, no degree	21.4%	19.4%	20.3%
Associate degree	6.2%	5.0%	5.3%
Bachelor's degree	13.9%	13.7%	18.0%
Graduate or professional degree	5.5%	8.2%	13.4%

Source: 2000 Census

Employment and Labor Force Characteristics

According to the 2000 Census, the City of Fruitland has a civilian labor force of 2,895 persons over the age of 16. Approximately 161 persons of its labor force are unemployed creating a 5.6% unemployment rate; 1.9% more than that of the County's 3.7% unemployment rate (See Table 3-4). A little over half of Fruitland's labor force is dedicated within Manufacturing, Retail Trade, and Education, Health, and Social Services employment sectors. Of the City's 1,900 workers, 79.8% are within the private wage and salary worker class (See Table 3-5). Both of these statistics closely mirror those of Wicomico County.

**Table 3-4
Industry & Employment Characteristics 2000
Fruitland, Maryland**

	Fruitland	Percent	Wicomico Percent	Maryland Percent
Employment Status:				
Population 16+ years old	2,895	-	66,207	4,085,942
Employed Persons	1,900	65.6%	63.8%	63.8%
Unemployed Persons	161	5.6%	3.7%	3.2%
Not in labor force	818	28.3%	32.3%	32.2%
Armed Forces	16	0.6%	0.2%	0.8%
Industry:				
Agriculture, forestry, fisheries, mining	44	2.3%	2.2%	0.6%
Construction	121	6.4%	7.2%	6.9%
Manufacturing	246	12.9%	14.5%	7.3%
Wholesale trade	99	5.2%	3.8%	2.8%
Retail trade	240	12.6%	12.3%	10.5%
Transportation, warehousing, utilities	79	4.2%	4.3%	4.9%
Information	40	2.1%	2.6%	4.0%
Finance, insurance, real estate	131	6.9%	4.5%	7.1%
Professional, scientific, management, administrative, waste management	97	5.1%	5.8%	12.4%
Educational, health, social services	497	26.2%	24.1%	20.6%
Arts, entertainment, recreation	112	5.9%	8.6%	6.8%
Other services	92	4.8%	4.4%	5.6%
Public administration	102	5.4%	5.6%	10.5%

Source: 2000 Census

**Table 3-5
Class of Worker 2000
Fruitland, Maryland**

	Fruitland	Percent	Wicomico Percent
Employed population	1,900	-	42,211
Private wage & salary workers	1516	79.8%	75.7%
Government workers	323	17.0%	18.1%
Self-employed workers	61	3.2%	5.8%
Unpaid family workers	0	0.0%	0.3%

Source: 2000 Census

Commuting to Work

The majority of workers in Fruitland used a car, truck, or van as their means of transportation to work in 2000. Compared against Wicomico County, Fruitland's citizens carpooled and utilized public transportation to get to work more, but walked to work and worked from home less. The mean travel time to work was 19.3 minutes for Fruitland workers; 1.6 minutes shorter than that of Wicomico County workers (See Table 3-6).

Table 3-6
Commuting to Work Statistics 2000
Fruitland, Maryland

	Fruitland	Percent	Wicomico Percent
Drove Alone	1,487	79.0%	78.8%
Carpooled	301	16.0%	12.4%
Public Transportation	32	1.7%	1.6%
Walked	10	0.5%	2.5%
Other Means	0	0.0%	1.2%
Worked At Home	53	2.8%	3.5%
Mean Travel Time to Work (Minutes)		19.3	20.9

Source: 2000 Census

Income and Housing

Median household income for Fruitland was \$4,567 lower than Wicomico County in 2000. The median family income was \$10,948 less and the per capita income was \$1,397 less than Wicomico County (See Tables 3-7 & 3-8). The rate of individuals below the poverty line was 18.3% and the rate of families below the poverty line was 15.2% in Fruitland, compared to 12.8% and 8.7%, respectively, in Wicomico County. In 2000, the poverty threshold was \$8,959 for unrelated individuals and \$11,869 for a family of three.

**Table 3-7
Household Income Characteristics 2000
Fruitland, Maryland**

	Fruitland	Percent	Wicomico Percent
Households	1533	-	32,231
Less than \$10,000	215	14.0%	9.0%
\$10,000 to \$14,999	127	8.3%	7.4%
\$15,000 to \$24,999	164	10.7%	14.8%
\$25,000 to \$34,999	272	17.7%	13.8%
\$35,000 to \$49,999	281	18.3%	17.9%
\$50,000 to \$74,999	292	19.0%	19.7%
\$75,000 to \$99,999	109	7.1%	9.0%
\$100,000 to \$149,999	59	3.9%	5.6%
\$150,000 to \$199,999	0	0.0%	1.4%
\$200,000 or more	14	0.9%	1.3%
Median household income		\$34,468	\$39,035

Source: 2000 Census

**Table 3-8
Family Income Characteristics 2000
Fruitland, Maryland**

	Fruitland	Percent	Wicomico Percent
Families	970	-	21,893
Less than \$10,000	68	38.2%	5.0%
\$10,000 to \$14,999	79	44.4%	5.1%
\$15,000 to \$24,999	110	61.8%	12.1%
\$25,000 to \$34,999	211	118.5%	12.9%
\$35,000 to \$49,999	172	96.6%	18.5%
\$50,000 to \$74,999	185	103.9%	23.5%
\$75,000 to \$99,999	99	55.6%	11.7%
\$100,000 to \$149,999	32	18.0%	7.4%
\$150,000 to \$199,999	0	0.0%	1.9%
\$200,000 or more	14	7.9%	1.8%
Median family income		\$36,181	\$47,129
Per capita income		\$17,774	\$19,171

Source: 2000 Census

Household Type

Fruitland had 1,476 households in 2000 (See Table 3-9). This is 155 households more than the 1,321 households reported in 1990. Of the 1,476 households, 989 are family households (67.0%). This is up 1.7% from 1990 when 972 (73.6%) were family households. Non-family households increased 39.5% from 349 (26.4%) in 1990 to 487 (33.0%) in 2000. The decrease in proportion of family households from 1990 to 2000 is due to the substantial increase in non-family household.

The relatively minimal increase in family households and considerable increase in non-family households are in contrast to household type trends for Wicomico County as a whole. Family households increased 11.6% in Wicomico County from 19,513 in 1990 to 21,781 in 2000. In addition, the number of non-family households increased 26.4% from 8,259 in 1990 to 10,437 in 2000. Household density, or number of persons per household, for Fruitland closely resembles that of the County (See Table 3-9).

**Table 3-9
Household Characteristics**

	Fruitland			Wicomico County		
	1990	2000	% Change	1990	2000	% Change
Total Households	1321	1,476	11.7%	27,772	32,218	16.0%
Family Households	972	989	1.7%	19,513	21,781	11.6%
Non-Family Households	329	487	48.0%	8,259	10,437	26.4%
Average Number of Persons Per Household	2.66	2.56	-3.8%	2.56	2.53	-1.2%

Source: 2000 Census

THIS PAGE WAS LEFT INTENTIONALLY BLANK

CHAPTER FOUR COMMUNITY FACILITIES ELEMENT

Introduction

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

As Fruitland continues to grow, recognizing existing community facilities and their importance to the City will promote an increase of citizens and businesses moving in. Ensuring that existing and future residents have adequate recreational opportunities, safe drinking water and necessary public safety will promote growth opportunities in the City. A proper inventory of community facilities will also guide Fruitland to become environmentally responsible in taking a current snapshot of existing facilities and using that information to guide future growth.

This section will provide an inventory and discuss the location of various community facilities throughout Fruitland and the adequacy and capacity of those facilities. Map 1 is provided, which indicates the location of community facilities discussed herein. This section will also detail the state of existing community facilities and recognize any current deficiencies or areas where improvement is appropriate. This section will not focus on future growth or level-of-service standards for community facilities as those issues are more appropriately discussed in the Municipal Growth Element and the Water Resources Element.

Inventory of Existing Community Facilities

Potable Water Supply

Fruitland currently supplies water to its residents and businesses through a system of four wells and a 500,000 GPD elevated water tower. Wells 1 and 2 are located at the water treatment plant site and can pump at a rate of 500 gallons per minute. Both wells 1 and 2 were drilled in 1978. Periodically, the City rehabs the wells using an acid treatment and screen cleaning process.

Wells 3 and 4 are located across the street from the water treatment plant and were drilled in 2004. Both wells have the ability to pump 350 gallons per minute. The City also had a fifth well, but it was capped after iron levels were considered too high. The four wells in use also have above average iron content, but the water is treated at the water treatment plant to reduce iron levels.

The four wells are activated for one month periods and are deactivated for use until the other three wells complete their month rotation.



Fruitland's existing elevated water storage tower is the original water tower built to serve the City in 1978.

The elevated water tower is the City's original water tower and was built in 1978. Due to growth and the age of the water tower, a new water tower may be necessary in the near future. The City has discussed upgrading the existing water tower to 1.0 MGD to accommodate future growth in the City.

Sewer System

The original Fruitland wastewater treatment plant (WWTP) and sewer system were constructed during the early 1970s. The original WWTP had a capacity to treat 500,000 gallons per day (GPD) of wastewater. The WWTP was modified extensively in 2002 to include biological nitrogen removal and increase capacity to 800,000 GPD.

Treated effluent from the WWTP is discharged into the Wicomico River. The City is currently working to meet the Lower Wicomico River Total Maximum Daily Load (TMDL) implementation strategies and the Maryland Department of the Environment imposed Enhanced Nutrient removal draft strategy, which includes focusing on potential future growth and expansion of the existing WWTP. The proposed expansion increases the capacity of the WWTP to 1.06 MGD. The 1.06 MGD expansion is projected to start by November 2009.

The planned expansion will also include upgrades to some equipment to allow for an easy expansion of the WWTP to handle 1.5 MGD. If the City upgrades the WWTP to 1.5 MGD, land will have to be provided for spray irrigation of WWTP effluent and/or nutrient trading program must be established.

Currently, all sewage is collected through the City's gravity collection system and taken to the Clyde Avenue pump station. From the Clyde Avenue pump station, waste is pumped to the existing WWTP through a 10" force main. All sewer laterals are 6" and new laterals are required to be made from PVC to minimize inflow and infiltration (I&I) problems.

The City has experienced some inflow and infiltration (I&I) problems in the past, but has worked to fix many issues using a \$600,000 grant provided by MDE. Currently, the WWTP is at 65.5% of its capacity including I&I issues; a reduction of over 75,000 GPD in wastewater flows prior to I&I repairs. The City will continue to repair I&I problems, which should lead to further reductions in wastewater flows and an increase in WWTP capacity.

To accommodate future growth in the southwest quadrant of the City, a new gravity interceptor will be required to collect waste in those areas and direct wastewater flows to the WWTP. The City has developed a plan to construct the gravity main project known as the "southwest interceptor". All growth in the southwest quadrant would be connected to the southwest interceptor. The City is waiting to move forward on this project until funding is found.

Other Community Facilities

Parks and Recreation

Fruitland Recreational Park located along Brown Street is the only public park in Fruitland. Additionally, there is a private ball field on U.S. Route 13 and the Crown Sports facility located on U.S. Route 13 outside of the City limits.

Based on Maryland Program Open Space Standards, the City needs an additional 145 acres of park space to serve its current residents. The Municipal Growth Element further discusses the need for increased parks and recreational facilities in the City.

Educational

The following schools serve the Fruitland area:

- Fruitland Primary School (PK – 2)
- Fruitland Intermediate School (3 – 5)
- Bennett Middle School
- James M. Bennett High School
- Parkside High School

In addition to the public school system, the Fruitland Community Center on Morris Street conducts tutoring and after school programs, and other private day care facilities and schools provide services for young children, including the Stepping Stones program.

In 2008, the Wicomico County Board of Education released a Facilities Master Plan that discusses current enrollment and capacity numbers, as well as the potential impacts of future growth on the school system. The Facilities Master Plan can be found online at <http://www.wcboe.org/departments/Facility/Planning/FACMP08index.html>. The Municipal Growth Element further discusses the results of the Facilities Master Plan and how Fruitland can help mitigate future impacts.

Libraries

Library service is provided by Wicomico County to all residents of the County. No libraries are located within Fruitland. The two main branches of the Wicomico County library are located in north Salisbury at The Centre shopping mall and downtown Salisbury. The Wicomico County library provides library services directly to the residents of Fruitland via The Bookmobile.

Fire Protection

Fruitland's Volunteer Fire Company consists of approximately 45 active members, officers and engineers. The Fire Company's Charter allows for a maximum of 60 members on its active roster. The fire company also owns 11 vehicles which include three first run engines, two water tankers, a traffic control unit, a first response command vehicle, an antique vehicle and a boat for marine capabilities. The existing Fire Company facilities meet the current needs of the City, but it will need to be determined if future expansion is necessary to meet the needs of the growing community.



Fruitland's Volunteer Fire Company

Public Transportation

Shore Transit provides public transportation for residents located within Wicomico, Somerset and Worcester Counties. Currently, three bus routes pass through and pick up residents from Fruitland. Although the local route provides transportation to several Fruitland area stops, the Fruitland Wal*Mart located on U.S. Route 13 is the Shore Transit hub for Fruitland, providing access to all three routes.

Existing bus routes are available for residents of Fruitland locally through South Salisbury and Fruitland, south to Pocomoke City, east to Ocean City, and north to Delmar. Service is also provided to both Salisbury University and University of Maryland Eastern Shore. The three existing bus routes also lead to transfer stations where travelers are able to ride to other stops within the tri-county area served by Shore Transit. Existing fees range between \$1.00 per person for senior citizens and \$3.00 per person for express routes. Passengers can also purchase unlimited rides with a "7 Day Fixed Route Bus Pass" for \$20 per week.

Fruitland is within the Salisbury-Wicomico Metropolitan Planning Organization (S-WMPO), which also includes the City of Salisbury and the Towns of Delmar, Maryland and Delaware. S-WMPO released its Long-Range Transportation Plan (LRTP) in October 2006. The report was made with assistance provided by Shore Transit, the City of Fruitland, the Maryland Transit Authority and other members of the S-WMPO. The L-RTP discusses the need to increase public transportation services on the Lower Eastern Shore and the potential impacts of growth. The plan can be found at <http://swmpo.org/3Content&Pics/LRTP%20Adopted%2010-06.pdf>.

In September 2007, the Maryland Transportation Authority, Shore Transit and its consultant published the *Lower Eastern Shore Coordinated Public Transit-Human Services Transportation Plan*. The plan details the various needs Shore Transit has and provides a plan to address those issues. The plan can be found at <http://kfhgroup.com/Lower%20Shore%20Final%20Plan-9-19-07.pdf>.

Public Health Services

All County public health offices that provide services to the public are located in Salisbury. The City should support efforts to schedule periodic clinics to provide health services to residents of the area, especially elderly, handicapped and low-income residents in the community. Local facilities could be made available to the local Health Department to increase temporary clinics for citizens rather than requiring them to travel to Salisbury.

Police Protection

The City of Fruitland has its own police department that serves the City and responds to calls in the surrounding areas if necessary. As necessary, Maryland State Police also serve the residents and businesses of the City. Currently, the police department staffs 19 officers, including the Chief and Assistant Chief of the Department. As the City has grown over the years, the police department has become more burdened in responding to increased calls for service. The amount of staff and the police department facilities have also been burdened by the increase in population, especially the increased need for police services on U.S. Route 13 to assist in criminal activities in the highway commercial areas. As the City continues to grow, the police department will need improved facilities and equipment. Improving police services should

be a priority of the City when reviewing large development or new annexations, especially those further away from the police department.

The International Office of Police Chiefs (IOPC) recommends that municipalities provide 2.5 officers for every 1,000 people in the community. Per Fruitland's current population estimate discussed in Chapter 6, 12 officers would be sufficient. Fruitland is currently providing increased police services to the community beyond those recommended by the IOPC.

Public Offices and Administrative Facilities

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

- Fruitland City Hall and Police Department
401 East Main Street
- Fruitland Volunteer Fire Company
104 East Main Street

City Hall is open Monday through Friday, excluding holidays, from 8:30am to 4:30 pm. Water and tax bills, development review and all other City services are provided at Town Hall. The Police Department and Volunteer Fire Company has personnel available 24 hours a day.

Churches and Institutions

The following churches are listed as "places of worship" by the City of Fruitland's website:

- CATHEDRAL OF DELIVERANCE, INC.
7117 Allen Cut-Off Road
- CROSSROADS CHURCH OF GOD
708 Sharp's Point Road
- LIGHTHOUSE WESLEYAN CHURCH
620 West Main Street
- FAITH WESLEYAN CHURCH
206 Moonglow Road
- FIRST BAPTIST CHURCH OF FRUITLAND
630 Clyde Avenue
- FRUITLAND CHRISTIAN CHURCH
605 St. Luke's Road
- MT. CALVARY UNITED METHODIST CHURCH
205 North Division Street
- MT. OLIVE CHRISTIAN FELLOWSHIP
109 South Division Street
- ROSE OF SHARON
211 Leslie Street
- ST. JOHN'S UNITED METHODIST CHURCH
310 East Main Street
- VICTORY FAITH WORSHIP CENTER
305 East Main Street

Policies and Recommendations

Water and Sewerage Systems

- Continue to review water usage, wastewater capacity and infrastructure to ensure services are being provided to residents and businesses of the City;
- Continue to repair inflow and infiltration (I&I) problem areas to reduce unnecessary wastewater treatment of stormwater;
- Monitor flows throughout the City and continue to pursue development of an additional elevated water storage tower as necessary;

Parks and Recreation

- Based on the deficit in parks and recreational space in the City, Fruitland should pursue ways to increase park space for the existing residents and also keep in mind the impacts on facilities for future growth. The Municipal Growth Element details a plan to help increase parks and other recreational facilities throughout the City.

County Services

- Public transportation services, public health services and schools are all controlled by other entities than the City of Fruitland. The City has participated in various regional plans and should continue to do so. The City should also provide the various County departments with the information provided in the Municipal Growth Element to assist the agencies in addressing future growth impacts.

CHAPTER FIVE LAND USE

Introduction

Fruitland is a small, growing community with a variety of different land uses. The Main Street central business district area includes a mix of residential, commercial and institutional uses. Various industrial and commercial employment centers exist throughout the City, mostly along the U.S. Route 13 corridor. A large mix of housing options also exist within the City, including large estate-style homes, modest single-family homes, townhouses, apartments, and government subsidized units owned by the Wicomico County Housing Authority.

The land use section of this plan details the various land uses currently existing within the City's legal boundary. The land use diversity in Fruitland can be used in their favor to accommodate potential future growth in the community. This plan will focus on maintaining the diversity and balance between residential, commercial and industrial uses while accommodating future growth.

Goals and Objectives

- 1) Preserve the character of the community;
 - a) Promote home occupations and offices in the Main Street area while maintaining the residential character of the district;
 - b) Encourage infill development that will create and maintain the neighborhood context of the City;
 - c) Develop "Smart Growth" standards to guide future growth and to incorporate future developments into the existing City boundaries;
 - d) Promote business and job opportunities along the U.S. Route 13 corridor;
- 2) Where possible, direct future growth into infill lots near the City's center and residential subdivisions currently under development;
- 3) Maintain existing parks and recreational facilities and provide increased recreational opportunities and facilities for the growing community;
- 4) Discourage and prohibit incompatible land uses with existing and planned neighborhoods;
 - a) Address "adult uses" by directing potential establishments to locate away from areas incompatible with said uses and to promote the health, safety and general welfare of the community;
 - i. A study will need to be performed to see where such uses are best located;
 - ii. The study will likely focus on incorporating an overlay zoning district that allows said uses in an area away from U.S. Route 13, residential areas and other sensitive areas as recognized in the study.
 - b) Distinguish between appropriate commercial uses in the downtown area and the highway commercial areas in order to preserve the character of the downtown community;

- c) Review and refine the zoning code and other development regulations in order to promote the Comprehensive Plan and the future vision of the citizens of Fruitland;
 - d) Work with the Wicomico County Housing Authority to promote renovation of residential properties in the City in order to reduce blight and encourage a healthy Fruitland;
- 5) Identify areas for future growth that limit environmental impacts, as discussed in the following sections (and the accompanying maps):
- a) Sensitive Areas Element;
 - b) Floodplain Maps;
 - c) Critical Area Maps.

Existing Land Uses

The following chart indicates the proportion of each land use as it existed at the time of the Comprehensive Plan being published. Definitions for existing land uses are provided in Appendix G and are generally used to define land uses throughout Wicomico County.

Table 5-1 Existing Land Use Acreages and Proportions of Total Land Uses		
Land Use	Area (in acres)	Percentage
Single-Family Residential	840.28	35.1%
Agricultural/Undeveloped	641.48	26.8%
Vacant	220.14	9.2%
Roads and Rights-of-Way	175.45	7.3%
Light Industrial	125.98	5.3%
Commercial	120.45	5.0%
Institutional	104.75	4.4%
Multi-Family Residential	54.84	2.3%
Parks and Recreation	50.97	2.1%
Municipal	34.87	1.5%
Open Space	24.43	1.0%
Total	2393.64	100.0%

Single-Family Residential

Over one-third of the City’s land uses consist of single-family residential development (35.1%). Along Main Street, some of the single-family homes double as the site of home businesses. For the most part, single-family residential units in Fruitland consist of detached housing units.

Agricultural/Undeveloped

Agricultural land uses or undeveloped land areas comprise 26.8% of the City’s area. “Agricultural/undeveloped” land uses consist of parcels that are currently being used for

agriculture, farming, forested lands or other similar uses or parcels that are undeveloped where development is possible. The development capacity analysis and map provided as part of the Municipal Growth Element further details potential residential development on undeveloped parcels.

Vacant

“Vacant” land uses are defined as those properties where development has been approved, but the property either has not been developed or the property is developed, but is currently unoccupied. Fruitland has a number of approved subdivisions on the fringe of the City limits where development has not yet occurred. A windshield survey performed in early 2008 indicated there were 808 residential lots within the current City boundaries where development has not occurred or where houses were unoccupied. 258 of the 808 lots are in infill areas (within the developed subdivisions listed below and the ‘scattered infill lots category), with the remaining 550 lots being within approved subdivisions that have not yet been fully developed/occupied. Table 5-2 indicates the subdivisions or location of the vacant lots by number and location. The specific locations of vacant lots are shown on Map 2 – Existing Land Use.

Table 5-2 Approved Vacant Lots by Project/Ownership	
Location/Subdivision	Vacant Units
Rowen’s Mill	153
Cedar Commons	132
Scattered infill lots	94
Colonial Village	87
Camden Station (Brinkley paper street)	80
Larmar Corp – Sydney Ave (paper street)	74
Camden Landing	56
Creekside East	33
Bailey’s Crossing	30
Hunt Club South	25
Holly Hill	16
Meadowbridge Estates	11
Wicomico County Housing Authority	10
East Fields	7
Total: 808	

Roads and Rights-of-Ways

Roads and other rights-of-way are estimated based on subtracting the area of all land uses from the total area of the City. Slightly over 175 acres of land within Fruitland consist of streets and rights-of-way.

Light Industrial

Light industrial uses account for 5.3% of the total land area of Fruitland. Located in pockets along U.S. Route 13, the City's industrial land is primarily occupied by distributors, aggregate production, warehousing and vehicle salvage.

Commercial

Approximately 5% or 120.45 acres of property within the City consist of commercial land uses. Fruitland has a variety of commercial land uses spread throughout the City. The Main Street area ("Town Center" area indicated on the Future Land Use map) consists of a mix of residential/commercial land uses. Along U.S. Route 13, Fruitland consists of "highway commercial" land uses – more intense commercial uses, including "big box" and strip mall development. Other main thoroughfares within the City are also dotted with small-scale commercial development, such as gas stations, laundromats and professional offices.

For purposes of the Existing Land Use discussion, any mixed use residential/commercial is shown as residential.

Institutional

"Institutional" land uses include properties where churches, social clubs, schools and other similar developments exist. Fruitland's institutional land uses include a variety of different institutions as discussed in the Community Facilities section and further indicated on Map 1 – Community Facilities Map. Currently, 4.4% of the existing land uses in Fruitland are considered to be institutional.

Multi-Family Residential

A small proportion of existing land use in Fruitland consists of "multi-family residential" uses. Multi-family residential uses consist of properties where two or more attached units are in existence, such as duplexes, townhouses, and apartment units and complexes. Although only 2.3% of existing land uses within Fruitland are characterized as multi-family residential, this number will increase greatly as approved subdivisions consisting of townhouses and other multi-family residential uses are developed and/or occupied.

Parks and Recreation

Fruitland Recreational Park is a +/-43.6 acre regional park located near City Hall and is easily accessible by the City's roadway system. Fruitland Recreational Park is the only recreational facility owned and operated by the City. Along U.S. Route 13, two other parks and recreational facilities exist: a privately-owned baseball field is located on the north side of U.S. Route 13 near Cedar Lane and Crown Sports Center is a large, indoor and outdoor privately-owned recreational facility which provides various recreational activities to the public for a fee.



The baseball fields at the Fruitland Recreational Park are home to the 2003 Little League State Champions.

Municipal

“Municipal” land uses are defined as those properties being used for municipal and/or government operations. Those properties considered to be municipal land uses include City Hall, the City’s wastewater treatment plant, U.S. Post Office, the Fruitland Volunteer Fire Department and other similar uses.

Open Space

“Open space” areas are defined as areas within approved subdivisions that will not be developed and will remain as open space. Approximately 25 acres of open space have been set aside in subdivisions throughout the City. The City should continue to require developers to set aside large tracts of open space for use by the residents of the subdivision and the City as a whole. More detail on how to use the set aside open space is discussed under the Municipal Growth Element.

THIS PAGE WAS LEFT INTENTIONALLY BLANK

CHAPTER SIX MUNICIPAL GROWTH ELEMENT

Introduction

The Municipal Growth Element is a required element of the Comprehensive Plan per 2006 House Bill 1141 that projects and discusses the dynamics of growth within the existing community and surrounding areas. For many of the issues discussed in this section, the City will be addressing potential problem areas for the first time. Using the City's future vision and the information contained in the Community Facilities and Land Use chapters, the impacts of projected future growth will be determined. The analysis provided in this section meets the requirements of House Bill 1141 and Maryland Department of Planning's *Models and Guidelines #25: Writing the Municipal Growth Element to the Comprehensive Plan*.

Historic Growth Patterns

Fruitland has steadily grown since its inception as "Forktown", stemming from Main and Division Streets as the geographical center of the City. Over time and with the extension and improvement of U.S. Route 13, residential development moved north toward the Camden Avenue area and Tony Tank subdivision. Light industrial and commercial uses began developing along U.S. Route 13, causing the downtown area to become more residential and institutional in nature, where small shops and "home occupations" previously thrived. The northwesterly parts of the City remain generally undeveloped/underdeveloped and are being used for agricultural purposes or fall into the "rural residential" land use category.

Within the last 10 to 15 years some of the undeveloped areas west of the existing residential areas around Camden Avenue were approved for development, leading to the northwestern agricultural areas becoming more of a transition area. However, the approved residential development has not progressed, with approximately 180 units available for potential development.

More recently, the City felt development pressures caused by the housing boom, seen in Fruitland between 2004 and 2007. Eight subdivisions were approved since 2000 south of downtown and along the southern end of Cedar Lane. The newest subdivisions are in different stages of development, with some subdivisions near completion and full occupation, and other subdivisions more than 90% vacant. With over 400 vacant properties approved for development on the south side of the city center, the City may expect an additional 900 to 1,200 new residents by 2015.

Development Capacity Analysis

The Maryland Department of Planning (MDP) performed the development capacity analysis with the City of Fruitland and its consultants. This involved collecting, integrating and interpreting data to make it "fit" MDP's growth simulation model. MDP has run the growth model with default assumptions and current City zoning to obtain preliminary results.

Maryland's local governments committed to performing the Development Capacity Analysis as part of their comprehensive plan updates via the Development Capacity Analysis Local Government MOU (signed by the Maryland Municipal League and Maryland Association of

Counties in August, 2004) and the Development Capacity Analysis Executive Order (signed by Governor Ehrlich in August, 2004).

These agreements were commitments to implement the recommendations made by the Development Capacity Task Force, which are outlined in their July 2004 report (the full report is available at: http://www.mdp.state.md.us/develop_cap.htm). See the report mentioned above for a full description of the analysis' methodology and its caveats.

This analysis, while not perfect, was endorsed by Maryland's Development Capacity Task Force and many local governments. This analysis estimates the maximum number of dwelling units on a parcel of land based on existing zoning, land use, parcel data, sewer service, and information about un-buildable lands. This analysis does not account for school, road, or sewer capacity. The estimates are focused on the capacity of the land to accommodate future growth.

Background and Trend Data

The 2000 U.S. Census shows Fruitland's population at 3,774, with an average household size of 2.56. In order to predict future growth it is important to review the number of new residential building permits that were issued in the City since the 2000 U.S. Census. Table 6-1 below indicates the number of new residential building permits approved since 2000.

Year	Number of Approved Building Permits Issued
2000	12
2001	15
2002	16
2003	28
2004	84
2005	106
2006	97
2007	58
2008	18
Total	434

Source: City of Fruitland

The City estimates that out of the 434 new residential building permits approved since 2000 that 12 of those permits have not been constructed or remain uninhabited; leaving 422 new residential units that have been constructed since 2000. Using the average household size from the 2000 U.S. Census, the City has brought in 1,080 new residents – giving the City a 2008 population of approximately 4,854. The U.S. Census predicted the City had a population of 4,162 in 2006, far below the estimates projected using City records.

In summer 2008, MDP released draft population estimates for Wicomico County and its municipalities. According to these estimates, MDP predicted Fruitland's population in 2005 was 4,004. It is important to note that the discrepancy in population statistics in 2005 and 2006 (MDP/U.S. Census) to Fruitland's 2008 estimate is likely due to increased residential growth not

taken into account as shown with the high number of certificates of occupancy issued for new residential units.

Population Projections

Using the extrapolation method to predict the City's future population, Wicomico County is expected to grow from 84,644 in 2000 to 117,450 by 2030, an increase of 32,806. Based on the County's projected growth, the City of Fruitland stands to add an additional 1,460 persons by 2030 – for a total population of 5,234 (based on 2000 Census figures). Using these numbers, the City would need to add 570 additional households.

However, the rate of growth in the County and in the City since 2000 was greater than discussed above. Based in 2007 growth estimates by MDP, Wicomico County had 93,600 residents, approximately 4,800 of which resided in Fruitland. Using the extrapolation technique discussed above, it is likely that Fruitland's population will be closer to 6,030 residents in 2030.

There are several other ways to project future populations that may be more accurate and useful. MDP released several draft population projection figures in the summer of 2008 that are discussed below. The discussion below also uses linear regression analysis (using past growth trends since 1960) to predict the City's future population, which was not included by the State. Multiple methods are used to ensure Fruitland is prepared for the growth scenario that will create the greatest impact on the Fruitland community, its resources and infrastructure.

Alternative 2030 Population Estimates

- Extrapolation (discussed above): 6,030 (570 new households)
- MDP Highest Development Pressure Method: 5,703 (332 new households)
- MDP Lowest Development Pressure Method: 5,352 (195 new households)
- MDP Average Development Pressure Method: 5,456 (235 new households)
- Linear Regression: Approximately 7,300 (955 new households)

MDP's population estimates released in summer 2008 are likely inaccurate because they did not take into account the elevated population increases from 2004 to present. The linear regression model and extrapolation model discussed above seem to be the most likely scenario for future growth, showing an increased need for 570 to 955 new households in Fruitland through the year 2030.

Capacity Analysis

The preliminary results of the growth model use the default MDP assumptions of the model and the current zoning of Fruitland (see attached Appendix A for MDP's methodology and report). The results show that Fruitland has enough capacity within its existing boundaries for the projected residential growth through 2030. Fruitland may need an additional 955 new households where 4,958 new units are possible based on the development capacity analysis (see Table 6-2 below). The results of the analysis indicate the need for future households can be provided within the City's existing residential zoning districts. However, this does not mean the City should not consider the annexation of adjacent properties to provide public water and sewer services where health hazards exist due to failing private well and septic systems.

The capacities for each zoning category are shown in Table 6 - 2 below. Of the estimated 4,958 units that could be developed per the residential development capacity analysis found within the City's existing residential zoning districts (Table 6-2 below), 554 of those units have been approved for development and an additional 221 lots are vacant and are available for infill development/redevelopment.

Zoning District	Capacity (Number of Potential Units)	Acres
R1A	226	107.78
R1AA	13	18.59
R1B	276	101.66
R1C	1583	503.15
R1D	0	0
R1E	1	0.34
R2	127	15.94
R3	1494	111.44
R4	684	58.41
Approved	554	119.38
Total	4958	1036.69

Source: Davis, Bowen & Friedel, Inc

Map 3 indicates the location of those residentially zoned parcels with potential available residential capacity. The development capacity analysis model does not take into consideration undeveloped or underdeveloped parcels that may not be developed for various reasons, including the land owner's unwillingness to develop, lack of access to the property and changes in future land use. Future growth areas as discussed below take into consideration the possibility that all future residential growth may not be able to be directed back within the existing City limits due to the possibility that undeveloped or underdeveloped parcels in residential zoning districts cannot be forced to develop the property to provide for future growth.

Acreage Demand for Future Development

It is difficult to estimate the amount of acreage required to accommodate future residential growth due to the variety of zoning districts in the City. Of the required 955 units, 554 units are already approved for development; therefore, 401 additional units outside of approved development areas are needed. The summary below shows the approximate acreage required for future residential development:

- 401 units of single-family development – 220 acres;
- 401 units of multifamily development – 70 acres;
- Mixture of single-family and multifamily – 145 acres.

Due to the large amount of residential development since 2004, the City's current focus for growth is to provide nearby jobs and services for existing and future residents of the community and to encourage infill growth and redevelopment. The following sections discuss the future land use and growth areas for the City.

Future Land Use

Future land uses are developed to assist the City in shaping the future of the community to meet its needs and to plan future growth patterns. Future land uses for the areas within the existing City boundaries and growth areas are shown on Map 4. More specific information on the location of growth areas are shown on Map 5 and discussed further herein.

The City's future land use map shows the vision of the residents of the community to promote infill growth, create a mixed-use residential/office community along Main Street and increase service-based business for convenience and job growth.

Current City Boundaries

Future land use patterns have been modified slightly to phase in residential growth, create better land use transitions, provide adequately sized areas along U.S. Route 13 for commercial development and to provide for the development of a park on the west side of the City. Significant land use changes are discussed below.

U.S. Route 13

The area along U.S. Route 13 was modified to encourage development and redevelopment of highway commercial uses along the corridor. Recent development in the area includes a hotel and other non-industrial uses, which are desirable to the City. The focus of this area should not include office uses in order to encourage residential/office mixed use development in the "Town Center" area.

Town Center

The Town Center area has been established to encourage mixed use development within the traditional downtown area. The downtown area has become mostly residential in the past 30 years and the visioning process indicated residents were interested in having more services available in the downtown area. The uses within the Town Center should allow for the development of live-work places, where professionals can conduct business and live in the home. However, the area should maintain its residential character.

Cedar Lane East

The Cedar Lane area southeast of U.S. Route 13 is sparsely developed with some single-family and multifamily residential, but mostly consists of agricultural lands. The City is interested in slating the area for "neighborhood commercial" development to provide local services to recently approved multifamily development in the Cedar Lane area and to provide a nice transition in land uses from higher impact commercial uses along U.S. Route 13 to the Salisbury-Fruitland Bypass.

Areas Northwest of U.S. Route 13

Several subdivisions northwest of U.S. Route 13 have already been approved for development, but are shown as being vacant. Several existing multifamily areas that will likely need to be redeveloped within the planning period of this document are now programmed for single-family development in order to reduce the number of surplus units within the City.

In the undeveloped area northwest of Camden Avenue, development has been phased using two land use distinctions. Residential land use areas along Sharp's Point Road should be encouraged for single-family development prior to other development in this area. The "residential-transition" area should be discouraged for development unless necessary and after existing approved subdivisions are built-out. Lastly, a "conservation/recreational" area has been shown where a new park would be ideal.

The Wicomico County 2005 Land Preservation, Parks, and Recreation Plan states that there is a Green Infrastructure Hub in the northwest portion of the city. This "hub" is roughly bound by Sharp's Point Road to the east, the Wicomico River to the north, Dividing Road to the west, and Walnut Tree Road, Allen Road and Camden Avenue to the south. Using Open Space and Rural Legacy money, the City should work with the County and property owners to preserve the hub as much as possible. See the Green Infrastructure Hubs map in Appendix E.

Both the residential-transition and the conservation area are appropriate as "sending" properties as part of a transferable development rights (TDR) ordinance to create increased densities in residential growth areas southeast of the existing City limits, where future residential growth is more appropriate. Note that zoning currently allows as-of-right development

Growth Areas

The future land uses within the City's future growth areas, as indicated on Map 5, are discussed below in greater detail. The future growth areas are deemed to be the most appropriate areas for future growth and will best meet the needs of the City. The City's proposed growth areas are not consistent with Wicomico County's 1998 Comprehensive Plan. As part of this process, the Municipal Growth Element was sent to the County in draft form in order to discuss the modification of growth areas.

Growth Area 1

Growth Area 1 (GA1) is located in the area north and west of the existing City limits and consists of the existing Tony Tank and Timberlake subdivisions. The homes in this area have experienced failing private septic systems and residents have shown some interest in connecting to the public sewer system. It is Fruitland's policy to require annexation into the City in order to receive City services. GA1 should be annexed into the City upon request to alleviate failing septic systems. The City should expect and prepare for providing water, sewer, trash and public safety services to these subdivisions within the next few years.

Growth Area 2

Growth Area 2 (GA2) is located south of the existing Wal-Mart shopping plaza on U.S. Route 13. Due to its convenient location on East Cedar Lane between U.S. Route 13 and the Salisbury-Fruitland Bypass, the property is ideal for institutional uses or an extension of

commercial uses on U.S. Route 13. If used for intense commercial uses, access should be provided through a cross access agreement with the property to the north in order to not degrade the level-of-service standard or otherwise create traffic problems along East Cedar Lane.

Use of East Cedar Lane for ingress and egress for institutional uses or neighborhood commercial development is possible. However, the City should encourage a cross access easement through the Wal-Mart shopping plaza property in addition to the East Cedar Lane access, as well as a traffic impact analysis to ensure Cedar Lane will not fall below an LOS C.

Growth Area 3

Growth Area 3 (GA3) is bisected by Slab Bridge Road and is located near a recently approved multifamily subdivision and neighborhood commercial future land uses within the city limits along East Cedar Lane/St. Luke's Road. The area is ideal for future residential development, especially in a master planned/neo-traditional development that includes the development of commercial uses along East Cedar Lane. GA3 should be developed as a single-family residential neighborhood, unless the opportunity is available to use the properties as a "receiving" area under a TDR ordinance where densities could be increased. Multifamily development or a clustered community may then be appropriate, if properly designed as discussed herein.

Using MDP's residential development capacity analysis model, under the assumption that the average lot size for the growth area will be 10,000 square feet, 320 residential units could potentially be developed in GA3.

Growth Area 4

Growth Area 4 (GA4) is located north of the southern portion of the Salisbury-Fruitland Bypass and consists of several different recommended land uses. Many of the parcels in this area are already developed, but would like to annex into the City in order to receive City services. However, this area cannot currently be served by City water and sewer services until the "southwest interceptor" project is completed (see Water Resources Element). Some of the existing properties looking to receive City service include the Crown Sports facility located on U.S. Route 13.

Properties along U.S. Route 13, with close access to the Salisbury-Fruitland Bypass are in an ideal area for the expansion of light industrial uses, including the existing mobile home park. Development of residential uses in this area should only occur if necessary to provide for future populations not accounted for in this plan and/or only with coordination of agricultural preservation or as a "receiving" area for a TDR scheme, transferring development of those properties in areas north and west of U.S. Route 13 to GA4 as discussed in the future land use section above.

Using MDP's residential development capacity analysis model, under the assumption that the average lot size for the growth area will be 10,000 square feet, 172 residential units could potentially be developed in the designated residential areas within GA4.

Growth Area 5

Growth Area 5 (GA5) is the largest proposed growth area, located south of the existing City limits along U.S. Route 13 to the Somerset County line. GA5 also cannot be developed further until the “southwest interceptor” project is developed. The City should seek Priority Funding Area status for GA5 in order to provide jobs and services to Fruitland’s growing population. This will also help the City in seeking grant funding to assist with development of the “southwest interceptor” project.

The proposed land use for this area is commercial, due to its ideal access along U.S. Route 13 and the Salisbury-Fruitland Bypass. Multiple parcels east and west of parcels directly adjacent to U.S. Route 13 have been included to ensure large enough areas are available to provide large-scale/regional commercial uses, including commerce parks. This area should also be the immediate economic development focus of the City, along with creating live-work spaces in the Town Center area.

Growth Area 6

Growth Area 6 (GA6) is a residentially developed area bisected by Allen Cutoff Road, similar in nature to GA1, where annexation requests should be considered if private well or septic systems have failed and connection to City services if plausible.

Using MDP’s residential development capacity analysis model, under the assumption that the average lot size for the growth area will be 10,000 square feet, 240 residential units could potentially be developed in the designated residential areas within GA6.

Planning Boundary

The Planning Boundary shown on Map 5 indicates several residentially developed neighborhoods along the Wicomico River. Similar to the situation in GA1, some residents in these neighborhoods have had issues with failing private septic systems. The City will consider annexation of these areas if wastewater treatment plant capacity is available to serve residents within the Planning Boundary where health issues may arise. There is no immediate plan to provide service to anyone within the Planning Boundary at this time. Enclaves, which may exist currently or due to future annexation(s), should be encouraged to annex into the City. A program to promote annexation of those properties, including tax abatement or other incentives, should be developed.



Above: Fruitland Primary

Below: Fruitland Intermediate



Growth Area Summary

Table 6-3 below summarizes the current land use for each of the growth areas, the acreage of the growth areas and the future use. For residentially designated growth areas, as indicated on the future land use map, the number of units that could be developed based on MDP's development capacity analysis model are indicated.

Table 6-3 Growth Area Summary				
Future Growth Area	Estimated Acreage	Number of Units*	Current Use	Future Use
Residential Growth Areas				
1	290	25	Single-Family	Single-Family
3	99	320	Agricultural/Undeveloped	Mixed Residential
4**	57	172	Single-Family/Light Industrial	Single-Family
6	122	240	Single-Family/Rural Residential	Single-Family
Totals:	568	757		
Commercial/Light Industrial Growth Areas				
2	79		Agricultural/Undeveloped	Commercial/Institutional
4**	138		Light Industrial	Light Industrial
5	724		Agricultural/Agri-Industrial	Commercial/Light Industrial
Totals:	941			
Total Acreage for all Growth Areas:		1,509		
Source: Davis, Bowen and Friedel, Inc.				
*Number of Units based on Development Capacity Analysis				
**Growth Area 4 has two different uses that will be developed differently. The acreage shown in each Future Growth Area category applies to the existing use for that area.				

Growth Demands

Public Schools

All of the schools that serve Fruitland may be adversely affected by future residential growth in those areas north and west of U.S. Route 13 which are currently undeveloped or in residential-transition areas located in GA4.

In order to help predict the affect future growth on the community, the WCBOE has different standards for predicting the number of elementary, middle and high school aged children per household. These numbers are used in coordination with other figures to help the WCBOE plan for impacts caused by future growth. Table 6-4 shows the possible affect Fruitland's growth could have on the school system based on the different household predictions discussed above and the WCBOE's household multiplier.

Table 6-4			
Potential Future Enrollment Increases for School Serving Fruitland			
Student Type	Estimated Students per Household*	570 Households	955 Households
Elementary (Ages 5 - 10)	0.27	154	258
Middle (ages 11 - 13)	0.135	77	129
High (ages 14 - 17)	0.206	117	197
Total Students:		348	584
Source: Davis, Bowen & Friedel, Inc.			
<small>*Estimated Students per Household provided by the Wicomico County Board of Education</small>			

The Wicomico County Board of Education (WCBOE) released its Facilities Master Plan in summer 2008. The facilities master plan discusses upcoming improvement plans for schools as well as capacity and enrollment numbers over a ten-year period. Actual future enrollment projections provided by the WCBOE for the different schools serving Fruitland and the surrounding area do not all show growth. Redistricting and population trends outside of the City affect future enrollment numbers and Table 6-4 does not take these other factors into consideration.

The two major issues facing Wicomico County schools are the age of existing facilities and high school overcrowding. The WCBOE have several major improvement plans in the works for the construction of a new Bennett Middle School and Bennett High School, which will help alleviate overcrowding in these facilities. Parkside High School is also scheduled to have four new classrooms added by 2017. The programmed school improvements and renovations will help alleviate issues at the schools serving Fruitland. The WCBOE also plans on going through a redistricting process that will recognize where future growth areas are within the County and which facilities are best suited to accommodate future growth.

Fruitland can assist the WCBOE in alleviating overcrowding and aged facilities issues by:

- Sharing MDPs growth analysis, growth areas and population projections with the WCBOE;
- Allow and encourage senior residential facilities to accommodate the County's aging population and also slow the affect residential growth has on the school system;
- Participate in WCBOE's proposed land bank program to provide potential future sites for school facilities;
- Work with the County to ensure school impact fees are being collected and that those fees are suitable for the necessary improvements and renovations required to rehabilitate and provide proper educational facilities for those schools serving the City.

Libraries

Currently, the City is served between five and seven times a month by the County Library's Bookmobile, Stepping Stones and Fruitland's Kids Klub programs. Fruitland is also a short distance to the County's downtown branch, which is accessible via public transportation. Expansions to the downtown library have been planned, but no future locations or service expansions are planned at this time. Fruitland should discuss the possibility of expanding library services to the Fruitland area based on future growth projections discussed in this plan.

Public Safety and Emergency Services

Police Department

The City of Fruitland Police Department is currently in need of modernized and increased facilities. The current Police Department located at City Hall is too small for the existing staff. An increase in personnel, technology and modernized facilities will be needed in the near future based on the affect of increased residential and commercial growth; especially new businesses that have developed along U.S. Route 13. The Police Department has stated the following items are necessary in order to be able to efficiently respond to recent and future growth:

- Increased office space to accommodate 25 officers and staff, evidence storage and files;
- Holding cells, a gym, and the necessary facilities to accommodate the City's potential need to shift dispatch responsibilities from the County to an in-house dispatch center;
- GIS work space and training for better spatial tracking of crime and analysis of service.

The City is in the process of selecting a new City Hall design which should be constructed by 2010. The Police Department will be included in the new facility, but it is not certain that the future needs of the Police Department will be fully met in the new facility. Future growth, especially in GA5, should be monitored. Necessary police facility improvements should be planned, with new development paying their proportionate share of improvements.

Per the standards developed by the International Association of Police Chiefs, 2.5 officers are recommended for every 1,000 residents. The City is planning for 25 officers to be employed over the next 20 years or sooner, which will provide 3.5 officers for every 1,000 residents if the City grows to 7,300 (the highest expected increase). Fruitland's Police Department staffing will provide protection beyond the IAPC standards.

Fire Company and EMS Services

The Fruitland Volunteer Fire Company currently serves Fruitland and its surrounding areas. The Fire Company currently has mutual aid agreements with the Allen Volunteer Fire Company (located to the southwest) and City of Salisbury Fire Stations. In addition, EMS services in Fruitland are currently provided by Salisbury's EMS System. The Fire Company has recently voted to provide EMS resources and is seeking further funding to assist in this effort. The Company plans to provide EMS services by the end of 2009. An increase in personnel, technology and funding are needed to properly serve the growing community. The Fire Company has expressed the following concerns and needs in order to provide efficient fire and emergency response:

- Increase daytime personnel availability between 6:00 am and 4:30 pm;
- Full-time EMS system and personnel;
- Purchase an aerial apparatus to provide rescue and for firefighting capabilities in buildings higher than three stories;
- Computer technology for first-run vehicles including onboard computers, navigation, hydrant information, aerial imagery and GPS capabilities;
- GIS capabilities or consulting to track response times and conduct spatial analysis;
- Look to apply the Residential Sprinkler Ordinance for application to single-family homes;
- Application of the "Knox Box" key boxes for commercial properties to allow for after hours access to commercial buildings during automatic alarms;
- Increased education and outreach to promote fire prevention.

The Fire Company has been purchasing a new apparatus (vehicle) every 10 years, but with increasing quality and durability of vehicles the Company is now able to extend the purchase of a new vehicle to one every 15 years.

Currently, the Fire Company's equipment is adequate to serve buildings three stories or less. Buildings over three stories, such as the newly constructed Hampton Inn Hotel, are considered "Target Structures" where in the event of a structure fire Salisbury and Allen Fire Companies will respond. Salisbury will respond to these events with an aerial apparatus that can access upper fires in buildings greater than three stories. Meeting the future needs of the Fire Company will allow for faster response times, loss reduction and loss prevention.

Parks and Recreation

The State of Maryland and the Program Open Space goal is to provide 30 acres of park space for every 1,000 residents. Wicomico County has also adopted this standard as part of their 2005 Land Preservation, Parks and Recreation Plan. The parks located within Fruitland consist of "private" and "community parks" and generally serve Fruitland's residents and the surrounding local community.

Within Fruitland, 46.63 acres of parks and recreational facilities are present, including both public- and privately-owned facilities. An additional 25.14 acres of passive open space has been platted for several subdivisions throughout the City as indicated on the Existing and Future Land Use maps located in the map suite; for a total of approximately 72 acres of park, recreational and open space.

Based on current population estimates, the City has a deficit of approximately 145 acres of parks and recreational space. The Crown Sports facility located adjacent to the City and within the planned growth area (GA4) is approximately 48 acres, leaving a deficit of 97 acres of park space. Future population projections indicate that an additional 43 to 72 acres of parks and recreational facilities would be required. With the current parks and recreation deficit and the future needs of City residents, approximately 145 to 175 acres of additional parks and recreation facilities are needed in the City.

One way to help decrease the parks and open space deficit is to continue requiring active and passive open space set asides in new subdivisions. Using the 30 acres per 1,000 population standard and the average household size in Fruitland, approximately 0.08 acres of park space are required per household or 8 acres per 100 new households. If 16 acres of parks and recreational space is required for set aside per 100 new households, the parks and recreation deficit will be eliminated with the development of 1,800 new households.

In some cases, it would be inappropriate to require each development to set aside 16 acres of space for parks and recreational uses within a subdivision. Moreover, it is in the City's best interest to have centralized facilities for the entire community to use. Rather than setting aside the entire required parks and recreation space as part of a subdivision requirement, a fee in lieu of setting aside parks and open space could be used to fund the creation of centralized facilities.

The City has recognized the need for a west side park. The City is also lacking a quality community center and smaller neighborhood parks for local use. A priority list of projects should be planned and programmed in order to setup a system for requiring park space set aside within new subdivisions where applicable, along with a fee scheme of providing a fee in lieu of setting aside park space.

Policies and Recommendations

In order to meet the future growth needs of the City and the goals, objectives and visions of the City, the following policies should be considered to accommodate future growth:

- Request Wicomico County to recognize Fruitland's desired growth areas and mirror those areas in the County's Comprehensive Plan;
- Pursue Priority Funding Area status for all designated growth areas;
- Review growth over a six-year period and update the Comprehensive Plan where appropriate;
- School System Policies and Recommendations:
 - Provide growth statistics to the WCBOE;
 - Work with WCBOE to provide annual attendance statistics for schools serving the Fruitland area;
 - Ensure the proper impact fees are being provided to the Wicomico County Finance Department for school improvements and other related uses;
 - Participate with the WCBOE in developing a land bank program for future facility needs;

- Allow for age-restricted subdivisions, if deemed appropriate, to help ease impacts;
- Separate commercial uses into those that are appropriate for the Town Center area, U.S. Route 13 and residential neighborhoods;
- Parks and Recreation Policies and Recommendations:
 - Create a system for developers to provide parks and recreational facilities within proposed subdivisions to help ease current acreage deficits and to provide for future growth needs;
 - Create a system to allow a fee in lieu of providing parks and recreational facilities in new subdivisions where it is more appropriate to create more centralized facilities;
 - Begin planning for a west side park location and for creating a new community center;
 - Seek grant funding through Program Open Space or other programs to decrease the existing parks and recreational facilities deficit and to address potential future impacts as discussed herein;
 - Require a mix of active and passive recreational uses.
- Create a TDR ordinance to help preserve existing forested areas and to encourage more dense development closer to the existing City limits;
- Require new development to provide funds to the police department and fire company in order to meet the growth demands discussed in this section;
- Require new developments to assist in providing financial assistance for the improvement of public safety services provided by the City, especially new highway commercial uses along U.S. Route 13 and in GA5;
- For current and/or future enclaves, create a program of incentives to promote annexation into the City;
- Review County library expansion plans and encourage increased Bookmobile service to the City or a southern County location, if appropriate to accommodate growth.

CHAPTER SEVEN WATER RESOURCES ELEMENT

Introduction

In 2006, the Maryland Legislature required all counties and municipalities to examine their water resources when predicting future growth. The Water Resources Element requires municipalities to analyze current water supplies, wastewater treatment plant capacity, and point source and non-point source loadings. When looking at future growth needs, the City must address any shortcomings of water resources and either change future land use scenarios to eliminate problem areas or provide options to address any limitations. The following section examines Fruitland's existing water resources in conjunction with the City's current development and projected future growth. Where necessary, improvements and alternatives to solve any water resource problems are discussed.

Water Assumptions

Groundwater Sources

The City currently uses four different wells to supply water in a 500,000 GPD elevated water tower. All four wells pump high quality water, with the exception of some iron contamination. In April 2008, the City published the "Annual Drinking Water Quality Report for 2007" stating there were no contaminant violations.

In February 2000, the Maryland Department of the Environment developed a source water protection plan for the City. The City should periodically review the MDE report to ensure potential source water contamination causes are being avoided as well as monitoring water quality in the four supply wells as necessary, paying special attention to Wells 1 and 2 which were drilled in 1978. However, there are no water quality issues at this time.



The City's water plant is located on North Division Street along the northeast edge of Fruitland's City Limits

Well Production

Based on the City's well production from January through July 2008, the City averages approximately 347,000 gallons of water usage per day. Based on a 955 residential unit increase and the set aside of 350 equivalent dwelling units (EDUs) for future commercial and light industrial development, the City can expect an increase in water usage of 326,000 gallons per day, for a total of approximately 673,000 gallons per day.

Water Appropriations & Use Permit

The City's Water Appropriation and Use Permit (WAUP) allows for withdrawal of 500,000 gallons on a daily average on an annual basis. Up to 650,000 gallons per day can be withdrawn from the existing wells during the month of maximum use. Based on the numbers provided above, an increase in the water usage allowed by the current WAUP will need to be increased in order to meet the City's future growth needs.

Currently, the elevated water storage tower only has a capacity of 500,000 gallons. The City has plans to add another 500,000 gallon elevated storage tower on the east side of the City to help balance fire flows and pressures and to create additional capacity in the future. The increased storage capacity will also accommodate projected future growth.

Water Summary

The City currently has sufficient water supply capabilities to accommodate the current population and projected future growth with the four existing wells currently being used. The City will need to closely monitor well production to determine if an amendment to the WAUP is needed in order to accommodate its future growth needs.

Wastewater Assumptions

Wastewater Flows

Between 2003 and 2007, the City's WWTP averaged between 0.63 and 0.51 (MGD) of flows per day. The City has worked to fix inflow and infiltration (I&I) problems throughout the system leading to a reduction in average daily flows over the recordation period. The City currently averages 524,000 gallons of wastewater flows per day or approximately 65.5% of its total 800,000 gallon per day capacity.

The City has recently completed a study to upgrade the existing WWTP facility to 1.06 MGD and to provide enhanced nutrient removal (ENR) technologies. Future plans have not been finalized, but the City is anticipating the need for upgrades to the WWTP to allow for 1.5 MGD at the City's total build out. The City will need to begin planning for expansion of the WWTP facility, including increased nutrient removal at 80% of the planned 1.06 MGD expansion, or when the WWTP is at approximately 850,000 GPD average.

Wastewater Treatment

The City's WWTP is currently permitted to discharge 800,000 GPD into the Wicomico River. As stated above, the City has averaged approximately 524,000 GPD over the recordation period. There is the potential that the City may discharge up to 850,000 GPD without needing to upgrade the facility, which is greater than the current discharge permit allows. Moreover, an increase in discharge will likely require land application of discharge. The City should closely monitor growth over time to ensure the existing discharge permit is not violated.

An engineering study was completed by the City Engineer in April 2008 which states a 1.5 MGD WWTP will be required to accommodate future growth within the City's current boundaries and anticipated growth areas. Within the 20-year planning period of this plan, an additional 955

residential units, or 955 EDUs at 250 gallons per day, will be required for future growth. This will increase the WWTP capacity needed to accommodate future residential growth to approximately 763,000 gallons per day. This will leave approximately 350 EDUs within the 1.06 MGD system for commercial and light industrial growth within GA4 before the City will be at the 80% capacity planning threshold.

Nutrient Loads

In 2001, the EPA issued a TMDL for the Lower Wicomico River that places load caps on nutrient levels for nitrogen, phosphorous and biochemical oxygen. Along with the TMDL for the Lower Wicomico River, MDE has issued a Tributary Strategy for large wastewater treatment facilities requiring Total Nitrogen (TN) less than 4 mg/L and Total Phosphorous (TP) less than 0.3 mg/L.

Fruitland's discharge permit allows the City to discharge no more than 11,202 lbs. TN/year. The planned ENR upgrades will allow the WWTP to discharge TN at 3 mg/L for a total of 9,685 lbs./year at the 1.06 MGD capacity. For TP, the WWTP must discharge on average no greater than 0.23 mg/L, which is currently achievable under existing technologies. The WWTP currently discharges 731 lbs./year of TP and that will increase slightly to 743 lbs./year when the WWTP is upgraded to 1.06 MGD. Thus, when the plant is upgraded to 1.06 MGD capacity, and ENR technologies are applied, the plant will meet the TMDL and Tributary Strategies for the WWTP.

Inflow & Infiltration

The City currently is repairing inflow and infiltration (I&I) problems which will further decrease the average flows at the WWTP facility. This section does not take into consideration any further reductions in average daily flows based on I&I repairs besides those reductions which have already taken place. It should be noted that further reductions in average daily flows are expected as the system undergoes further repairs.

Septic Systems

There are properties within the City limits along Allen Road and Sharps Point Road, where there is no sewer service, which currently operate on septic systems. These properties as well as the potential annexation of the 277 properties on private septic systems in GA1 and GA4 will eventually be converting from private septic systems to the City's wastewater system.

Wastewater Summary

Based on this review, the City will have the necessary capacity in the WWTP facility to accommodate future growth. Additional infrastructure improvements will be necessary to provide public sewer service to the



Fruitland's Wastewater Treatment Facility is tucked out of sight along Shad Point Road. Residents could live a stone's throw away and never notice it.

designated growth areas. The City should also monitor growth closely toward the end of this planning period to ensure the existing discharge permit is not violated. Alternative methods for wastewater discharge should be explored in advance in case land application is required.

Hypothetical Build-Out Scenario

The following build-out discussion takes into consideration the water needs and wastewater capacity needs the City will have if all five growth areas are fully developed, as well as all properties with development capacity within the existing corporate limits. Please keep in mind that this scenario is not expected to occur within the 2030 planning period.

According to a City Engineer report, approximately 1.34 MGD capacity is required for residential growth within the City's designated water and sewer areas within the Wicomico County Water and Sewer Master Plan and areas already approved for residential growth. Including the additional 87,500 GPD being set aside for future commercial and light industrial growth, an increase of 1.46 MGD would be necessary to accommodate all future growth within the City at full build-out.

County Water and Sewer Master Plan

Wicomico County is in the process of updating its Water and Sewer Master Plan. Currently, the draft Water and Sewer Master Plan only indicates potential water and sewer service in the old growth area based on the County's 1998 Comprehensive Plan and Fruitland's 1997 Comprehensive Plan. The County is committed to amending the Water and Sewer Master Plan upon acceptance from the County Commissioners and adoption of the plan by the City.

Stormwater Loading

Fruitland's residential growth is being directed within the existing City limits and its growth areas include very little residential growth. Most of the growth within the City is anticipated to be highway commercial uses along U.S. Route 13. Using MDE's non-point source (NPS) worksheet, a couple of different land use scenarios were performed to see which scenario would lead to the least amount of non-point source loading:

- Various residential densities;
- Commercial versus other appropriate uses along U.S. Route 13;
- Conserving different types of open space land uses (i.e., pastures, orchards, agriculture, etc.).

All of the scenarios are discussed below. The chosen future land use scenario has been included in Appendix C.

Residential Densities

Per the MDE NPS worksheet, residential land uses cause less stormwater loading than the listed agricultural land uses (cropland, orchards, etc.). Higher density residential land uses also lead to less NPS loading. Thus, the least impactful NPS residential scenario is to allow higher density housing, where possible, within the existing City limits in place of land currently in agricultural use.

Moreover, higher density development will reduce the amount of land that is needed for residential development. However, high density residential development is not an appropriate land use for all areas within the existing City boundaries. GA3 is an appropriate area for medium density residential development and the area has been assigned a multifamily residential future land use.

U.S. Route 13 Land Use Comparisons

Appropriate land uses for areas along U.S. Route 13, in GA4 and GA5, are commercial and industrial land uses. Commercial land uses generally produce less NPS loading than industrial uses per the MDE NPS worksheet. Commercial and industrial land uses also produce less loading than agricultural land uses. Most areas in GA4 and GA5 are agricultural land uses; thus, commercial and industrial development in these areas will create a lower impact NPS loading scenario.

In GA4, there is a mix of industrial, residential and agricultural land uses. Industrial uses produce less NPS loading than residential uses. There are some existing homes in GA4 which will likely remain. The future land use assigned to GA4 recognizes the mix of land uses and plans for residential and industrial development where it is consistent with surrounding land uses.

Total Maximum Daily Loads (TMDLs)

Two TMDLs exist that affect the Fruitland area: 1) Tony Tank Lake; and, 2) Lower Wicomico River. Although excessive nutrients are contaminating both water bodies, the main sources of contamination are different. As discussed above, the Lower Wicomico River TMDL focuses on point source discharge from the Salisbury and Fruitland WWTPs. Fruitland is able to meet the point source discharge requirements under the existing plant and the planned 1.06 MGD WWTP upgrade.

The Tony Tank Lake TMDL focuses on non-point source runoff of phosphorous leading to a decrease in oxygen sources and seasonal algae blooms, which further leads to fish kills and other changes in the ecosystem. The TMDL report focuses on the implementation of stormwater best management practices (BMPs) and agricultural restrictions to lower the amount of phosphorous runoff.

The different future land use scenarios discussed above provide for development that will decrease NPS nutrient loading into the watershed. The City should also look to develop a stormwater ordinance that implements BMPs into the City's development code.

Non-Point Source Summary

Two scenarios are shown in Appendix C that estimate the impacts of growth in Fruitland and predict non-point source loading. Scenario One shows NPS nutrient loading within the existing City boundaries compared to the NPS nutrient loading that would occur if the City extended the boundaries to include all growth areas and the City became fully developed based on the future land use scenario shown on Map 4.

Scenario Two is a comparison between what land uses currently exist within the City and its growth areas and the future land use build out scenario. Scenario Two shows future land use

patterns will decrease TN NPS loading by approximately 2,000/lbs. annually. With the hookup of septic systems onto the City's WWTP system, TN will decrease by a total of nearly 6,200/lbs. annually. However, TP NPS loading will increase by approximately 300/lbs. annually. It is important to reiterate that the Tony Tank Lake TMDL recommendation for decreasing TP NPS loading be implemented in the City's growth areas and for future development.

Impervious Surface

Based on the MDE NPS spreadsheet, the City's future land use and growth scenario will increase impervious space by 672 acres. Based on the large increase of impervious space the City should consider increased open space percentages for development and the encouraging use of impervious pavers where appropriate.

Open Space

The future growth scenario also indicates an overall decrease of forested and agricultural space. Although the decrease of agricultural lands helps to decrease NPS nutrient loading, agricultural uses are very important to the economy and lifestyle of the City of Fruitland. The City should consider implementing farmland preservation measures, including the use of a TDR ordinance, to preserve farmland that meets the Tony Tank Lake TMDL nutrient reduction measures. Also, forested land in rural residential and residential-transition areas should be preserved as much as possible.

Policies and Recommendations

- Potable Water
 - Monitor well production to ensure water supply remains below WAUP thresholds;
 - Annex territory to extend municipal water service to the properties adjacent to the City that have failing water systems, and annex territory in GA1 and GA4 adjacent to the City to have a greater opportunity to provide services to the greater area when necessary;
 - Future growth is expected to cause water usage levels to exceed permitted thresholds. The City should request increases to the permitted thresholds if necessary to meet future needs;
 - Prepare a Capacity Management Plan in order to allocate EDUs for infill development and possible future annexations;
 - Implement a wellhead protection and excellent recharge areas protection ordinance to best ensure protection of the City's source water areas;
 - The City should create an education and outreach program to provide residents and businesses with information concerning water conservation techniques in order to decrease water usage;
 - Water meters should be periodically inspected to ensure proper water usage is being documented.

- Wastewater Treatment
 - Maintain and monitor point source nutrient discharge to ensure allowable levels are being met;
 - Annex territory to extend municipal sewerage service to the properties adjacent to the City that have failing water systems, and annex territory in GA1 and GA4

- adjacent to the City to have a greater opportunity to provide services to the greater area when necessary;
- Explore alternative methods application of wastewater discharge;
 - Prepare a Capacity Management Plan in order to allocate EDUs for infill development and possible future annexations;
 - Continue to repair inflow and infiltration problems.
- Stormwater and Non-Point Source Loading
 - Use stormwater best management practices in order to limit non-point source runoff, to go beyond current SWM requirements (including addressing the Stormwater Management Act of 2007), where feasible;
 - Implement the use of Environmentally Sensitive Design and/or Low-Impact Development standards to reduce unnecessary amount of impervious surfaces;
 - Review TMDL criteria for the Lower Wicomico River and Tony Tank Lake periodically to ensure the most current regulations are being followed.
 - Impervious surface
 - Encourage the use of open space and pervious concrete to decrease impervious surface.
 - Open Space and Forested Areas
 - Use farmland preservation techniques to maintain existing agricultural lands where nutrient reduction measures are implemented;
 - Preserve forested land as part of a TDR scheme or as part of a designated forest conservation area.

THIS PAGE WAS LEFT INTENTIONALLY BLANK

CHAPTER EIGHT TRANSPORTATION ELEMENT

Introduction

The movement of people and goods is an important aspect of all growth plans. The Transportation Element examines the existing transportation infrastructure and any deficiencies that may exist. Next, the relationship between land use, future growth and necessary improvements to the transportation system will be examined. If necessary, improvements to the transportation system will be recommended and funding sources will be discussed.

The City hopes to realize its future vision for transportation needs in the City – safe streets to walk, bike and drive.

Goals and Objectives

1. Take advantage of the existing roadway system, while maintaining its capacity and safety integrity.
 - Foster development near freeways and arterials, while building well-connected local streets and roads to be part of the roadway network;
 - Provide alternative transportation modes for residents by improving pedestrian and bicycle facilities within the City and along intra-city roadways;
2. Encourage use of public transportation services.
3. Program funding for expected roadway improvements.
 - Find public and private funding for building new roadways, maintaining existing roadways and for the creation of sidewalks and bikeways;
 - Monitor the State’s Highway Needs Inventory and County plans for road construction;
4. Protect sensitive areas.
 - Implement access management strategies, where applicable, and discourage street access for new development along Main Street;
 - Limit impervious surfaces where possible.

Roadway System

Fruitland is in a very accessible location via travel of north-south roadways U.S. Route 13, the Salisbury-Fruitland Bypass and Camden Avenue. There are also several routes that connect the City’s downtown area to neighborhoods throughout the City. The classification of roadways discussion below better details the various roadways throughout the City and their intended use. The location of roadways and pedestrian paths can be found on Map 6 – Transportation.

Functional Classification of Streets¹

The initial and most essential step in developing a balanced transportation plan that addresses future growth is the classification of the function of streets indicating the service they were

¹ For roadways under State jurisdiction, the State Highway Administration (SHA) might have different regulations and definitions.

designed to provide. Fruitland’s roadway system consists of a combination of “collectors” and local streets. The various functional classifications are defined below.

Functional Classification	Street Name
Freeway	Alternate Route 13/Salisbury-Fruitland Bypass
Major Arterials	U.S. Route 13
Minor Arterials	Camden Avenue Cedar Lane
Collectors	Division Street Main Street
Neighborhood Collectors	Allen Road Brown Street Clyde Avenue Sharps Point Road St. Lukes Road

* Remaining City streets not listed above are considered “local streets”, “cul-de-sacs” or “alleys” under the functional classification system.

Freeway: Limited access divided highway for intercity traffic movement.²

The Salisbury-Fruitland Bypass runs south of Fruitland and is considered a “freeway” based on its limited ingress/egress and its use for intra-city traffic.

Major Arterials: For major inter-city and intra-city traffic movement with limited access to fronting properties.[†]

U.S. Route 13 is a major arterial which provides access to various commercial uses and provides intercity and intra-city access in Fruitland.

Minor Arterials: Primary purpose is to move traffic between neighborhoods and parts of the City and provide access for commercial properties.[†]

Camden Avenue is classified as a minor arterial since it provides access between neighborhood and other parts of the City, as well as intra-city access. Cedar Lane is also considered a minor arterial based on traffic access from the Salisbury-Fruitland Bypass to U.S. Route 13 – Fruitland’s highway commercial corridor.

Collectors: Connect residential streets and neighborhood connector streets through or adjacent to more than one neighborhood and have continuity to arterials.[†]

The designated collectors connect various neighborhoods via neighborhood collectors throughout the City and provide access to the various arterials.

Neighborhood Collectors: Connects residential and local streets within a neighborhood to collector streets and to the arterial street network.[†]

² Source: University of Wisconsin-Madison; Municipal Engineering Fundamentals for Non-Engineers.

Local Streets, Cul-de-Sacs and Alleys: Provides access to residences within a neighborhood, abutting properties, and the rear property line of abutting properties, respectively.[†]

The City has an adequate system of arterials, collectors and local streets. However, there are some interconnectivity problems that will need to be addressed as future property is developed. It is also important to create new roadways in a manner that channel future traffic within the City to the appropriate arterials and collectors. New ingress and egress from U.S. Route 13 should be avoided unless other means of access to the property cannot be utilized.

Levels of Service Standards

The ability for a roadway system to carry traffic can be measured quantitatively using Levels-of-Service (LOS) analysis. LOS reflects the analysis of a number of factors affecting the free flow of traffic, including: the degree of congestion, speed and travel time, traffic interruption, freedom to maneuver, safety, driving comfort and convenience. LOS calculations are generally accepted standards and are used in traffic impact analyses to determine the affects new developments have on roadways.

LOS standards and future traffic impacts are directly related to land use. In other words, the actual proposed future use of land, including the intensity of the future land use, directly affects the LOS of adjacent roadways and intersections. Traffic impact studies are recommended for future development to ensure that the LOS does not fall below an acceptable level.

Highway Needs Inventory

The 2006 Highway Needs Inventory (HNI) for Wicomico County stated the portion of U.S. Route 13 south of the Salisbury-Fruitland Bypass was due for “divided highway reconstruction”. As of the date of this plan, road construction was occurring in that area. No other areas in Fruitland are discussed in the State’s most recent Highway Needs Inventory for Wicomico County.

Access Needs Areas

The Transportation Map (Map 6) shows several “access needs” areas where if development occurs, new street development will need to connect the existing roadway network. The areas discussed below are also recognized in the Development Capacity Analysis as areas where residential development is possible, but roadways and sidewalk do not exist. This analysis should help with assisting the City in recognizing potential problem areas where large new development is possible.

- *Access Needs Area 1:*
Access Needs Area 1 (AN1) is in two proposed developments near Camden Avenue. Development was approved in these areas, including the proposed street network. However, actual development has not occurred. The City should review any future plans for development in these areas and any changes to the approved street network.

- *Access Needs Area 2:*
Access Needs Area 2 (AN2) is located in the undeveloped agricultural and forested areas north of Camden Avenue and west of Sharps Point Road, within the existing City limits. No roadways are planned for this area if development is to occur. Interparcel connectors and connections to Sharps Point Avenue and Camden Avenue should be encouraged.

Also, development in this area over time has the potential to degrade the LOS for Camden Avenue and Sharps Point Road. A comprehensive review of potential development in this area, using the municipal growth element as a guide, should be used. If expansion to Camden Avenue and or Sharps Point Road is necessary, the proportionate share of that expansion should be borne by the developer.

- *Access Needs Area 3:*
Access Needs Area 3 (AN3) is located east of AN2 and also has high capacity development opportunity that could cause an increase in traffic to Sharps Point Road and Camden Avenue. It is likely based on existing development on the east side of Sharps Point Road and existing and planned streets in AN1, that Camden Avenue will likely see the most traffic if development occurs in this area. Cartwright, Ogle and Brinkley Streets should be used to extend north into this area if development is to occur.

Other Recommendations

It may be in the City's best interest to direct traffic from new development in AN2 to Sharps Point Road and use Camden Avenue for increased traffic in the AN3 area. The City should also consider using Riverside Drive Extended for ingress/egress to AN3, if possible, to relieve potential traffic along Camden Avenue. Riverside Drive Extended can already be utilized for development in AN2 via Sharps Point Road.

Alternative Transportation

Pedestrian and Bicycle Paths

Sidewalks are scattered throughout the City and help with local travel of citizens. All residential neighborhoods should have sidewalks required in front of existing homes where sidewalks do not currently exist. The City should enact policies and seek out grants to help with the creation of sidewalks throughout existing residential areas. For new residential development, sidewalks should also be required.

A bicycle path currently exists adjacent to the City along the east side of U.S. Route 13 from Salisbury, stopping before the City limits. U.S. Route 13 is an ideal location for a bicycle route. The City should also seek out additional bicycle routes throughout the City to provide safe, alternative modes of transportation for its residents.

Public Transportation

Detailed information concerning public transportation serving Fruitland can be found in the Community Facilities chapter. The City should work closely with Shore Transit as the City grows to help provide more efficient and available bus stops and routes.

Improvements Plan

Short Range

No major improvements should be necessary over the next five years. Recently, some patchwork has occurred on City streets where a utility company needed to make connections underneath the roadway. The patched areas have made some streets a little rough to travel on. The utility companies have agreed to repave the streets. The City should follow up with the utility companies to make sure streets are repaired where necessary.

Intermediate Range

More improvements will be required within the City over the next 5 to 15 years. While many of the local streets will likely maintain their integrity, collectors and arterials in the City may need some more extensive repairs. The City should monitor the integrity of the collector systems to ensure any necessary repairs are taken care of proactively; this includes capital improvements budgeting and seeking funding in advance of problems occurring.

Special attention should be paid to new development in Access Need Areas Two and Three. These areas contain many large lots that can be subdivided into multiple lots for residential development.

Ingress/egress to properties adjacent to U.S. Route 13 should be limited. State Highway Administration has enacted an access management program that the City should ensure is followed prior to approving of development plans. Where possible, interparcel connectors should be encouraged.

All development in designated future growth areas should be required to provide traffic impact statements for new development, indicating the increased impacts each development will create and further taking into consideration committed development. Any roadways which fall below the required LOS standards should be upgraded where possible at the developer's expense. All transportation improvements should be discussed up front with the land owner as part of the annexation process and should be explicitly written into the annexation agreement.

Long Range

Over the next 30 years, the City should continue to monitor the HNI and the integrity of existing roadways. Capital improvement programs should continue to focus on inevitable future maintenance so funding is available for repairs prior to a need for repair funding occurring. Access needs areas will continue to require monitoring to ensure safe movement of residents and goods.

State and Local Responsibilities

With the exception of state roadways, existing and future roadways within the corporate limits are the responsibility of the City of Fruitland to inspect and maintain. The City should work closely with the State to discuss any future improvements along Maryland Business Route 13 and Cedar Lane. The City should also discuss with the State any future development that will affect the LOS standards of roadways under state jurisdiction.

Financial Impact and Funding Mechanisms

The City should minimize financial impact by passing the financial burden of creating new infrastructure onto developers. The City can creatively allow for upgrading existing streets and the development of new streets and infrastructure through properly executed public works agreements.

For the continued maintenance of City streets, the City should forecast the budget to anticipate repairs for existing streets and sidewalks based on best practices for age and use standards.

Salisbury-Wicomico Metropolitan Planning Organization

As discussed previously, Fruitland is within the Salisbury-Wicomico Metropolitan Planning Organization (S-WMPO) and continues to provide representation for the City on S-WMPO matters. Several plans have been generated affecting the short-term and long-term prospects of the area, which can be found at <http://www.swmpo.org>. The City should continue to provide support and guidance to S-WMPO as growth and growth plans will continue to affect transportation systems and infrastructure in the community.

Policies and Recommendations

The following policies and recommendations are being suggested to allow the City to meet its transportation needs:

- Require traffic impact analyses for residential subdivision/development of four lots or greater and for all new commercial development;
- Continue to cooperate and participate in S-WMPO meetings and planning studies. Also, continue to provide growth and transportation information to S-WMPO as discussed in this plan;
- Pay special attention to development in Access Needs Areas to ensure impacts on affected roadways are mitigated;
- Create provisions within developers' agreements that require developers to pay for necessary street and sidewalk improvements, but to also seek reimbursement for the proportionate share of future development;
- Determine the likeliness repairs will be necessary and forecast the budget far enough in advance to make said repairs;
- Seek out grant money where applicable;
- Periodically review the most recent Highway Needs Inventory for the County to see if repairs are forecasted within Fruitland;
 - If necessary, communicate repair needs along roadways under SHA control to be placed on the HNI report.

CHAPTER NINE HOUSING

Introduction

Maryland House Bill 1160 of 2006 established the Workforce Housing Grant Program (WHGP) through the Department of Housing and Community Development. The WHGP was set up to create and preserve workforce housing units in local jurisdictions. In order for Fruitland to qualify for funds available through the WHGP, the City must have adopted a Comprehensive Plan with a Workforce Housing Element that assesses workforce housing needs. The plan must also contain goals, objectives and policies to preserve or develop workforce housing.

However, workforce housing only focuses on affordability for a certain segment of the population; specifically, the need for affordable housing for very low- and extremely low-income households is ignored. This element assesses the need for creating or preserving workforce housing and affordable housing for the lower income segments of the population in Fruitland and offers possible solutions to any affordable housing problems. Although it is possible that Fruitland may be able to solve any affordable housing issues without participating in the WHGP, the City is seeking eligibility for program funds should the need exist.

Goals and Objectives

Recent studies have shown that focusing affordable housing programs around median income levels can cause a further shortage of housing for very low- and extremely low-income households. Fruitland has adopted the following goals and objectives to address affordable housing:

- Create new affordable housing units and preserve existing affordable housing units;
- Address housing abandonment;
- Recognize the need for increased policies to develop affordable housing;
- Address affordability needs through mandates placed on new residential development;
- Create a funding source in order to have matching grant funds if the WHGP is to be utilized;
- Recognize the need to address lower income households (below 50% of the median household) without creating neighborhoods or pockets of poverty within the City;
- Provide outreach programs with citizens in order to address NIMBY (“not-in-my-backyard”) issues and with housing developers to address income/profit feasibility issues.

2006 House Bill 1160

Workforce Housing Grant Program Definitions and Standards

House Bill 1160 has several definitions that must be discussed in order to determine workforce housing needs in the City.

1. "Affordable" housing is housing that does not exceed 30% of a household's income;
2. For rental housing, "workforce housing" is housing that is "affordable" for households between 50% and 100% of the "area median income";
3. For homeownership housing, "workforce housing" is housing that is "affordable" for households between 60% and 120% of the "area median income";
4. "Area median income" is defined as the median household income for the area adjusted for household size as published and updated annually by the U.S. Department of Housing and Urban Development (HUD).

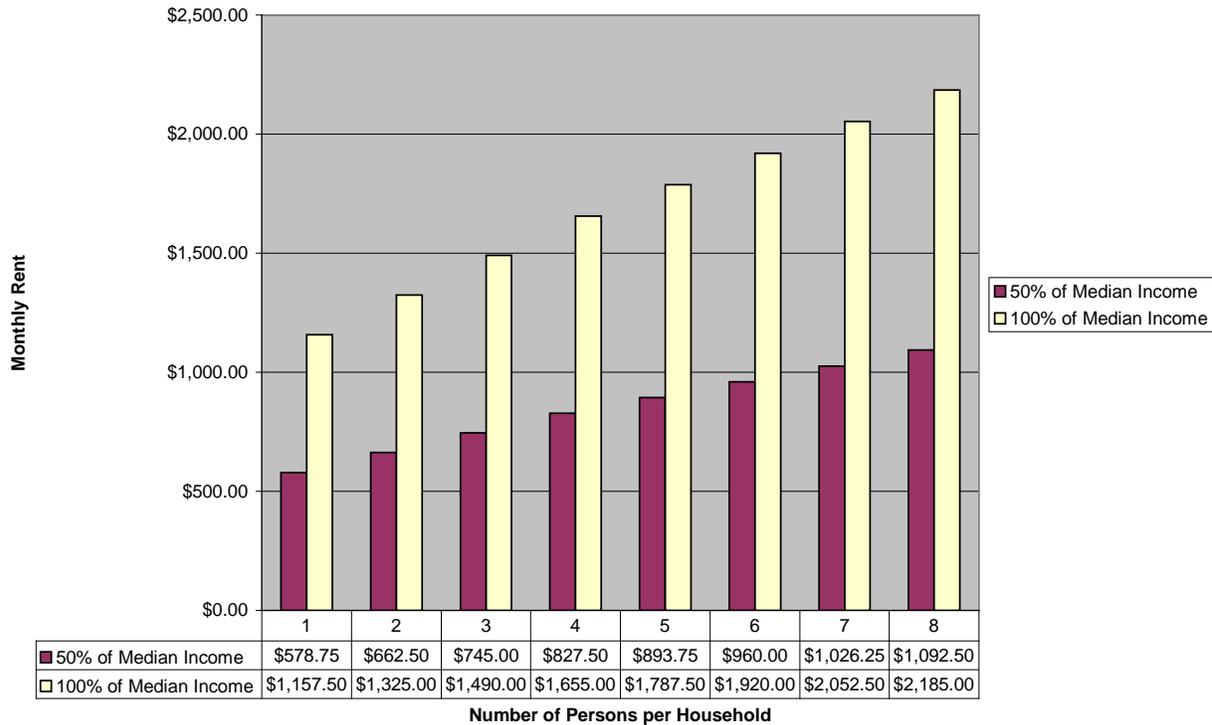
Workforce Housing Assessment

The following table shows median household incomes for household sizes between one and eight members in 2008, as published by HUD. The table also indicates the WHGP income standards for workforce rental and homeownership housing for each group.

Table 9-1 WHGP Income Standards				
Persons per household	Rental Housing		Homeownership Housing	
	Percentage of median income			
	50%	100%	60%	120%
1 Person	\$23,150	\$46,300	\$27,780	\$55,560
2 Person	\$26,500	\$53,000	\$31,800	\$63,600
3 Person	\$29,800	\$59,600	\$35,760	\$71,520
4 Person	\$33,100	\$66,200	\$39,720	\$79,440
5 Person	\$35,750	\$71,500	\$42,900	\$85,800
6 Person	\$38,400	\$76,800	\$46,080	\$92,160
7 Person	\$41,050	\$82,100	\$49,260	\$98,520
8 Person	\$43,700	\$87,400	\$52,440	\$104,880

Source: U.S. Department of Housing and Urban Development (2008)

**Figure 9 - 1
Affordable Rental Housing Unit Range**



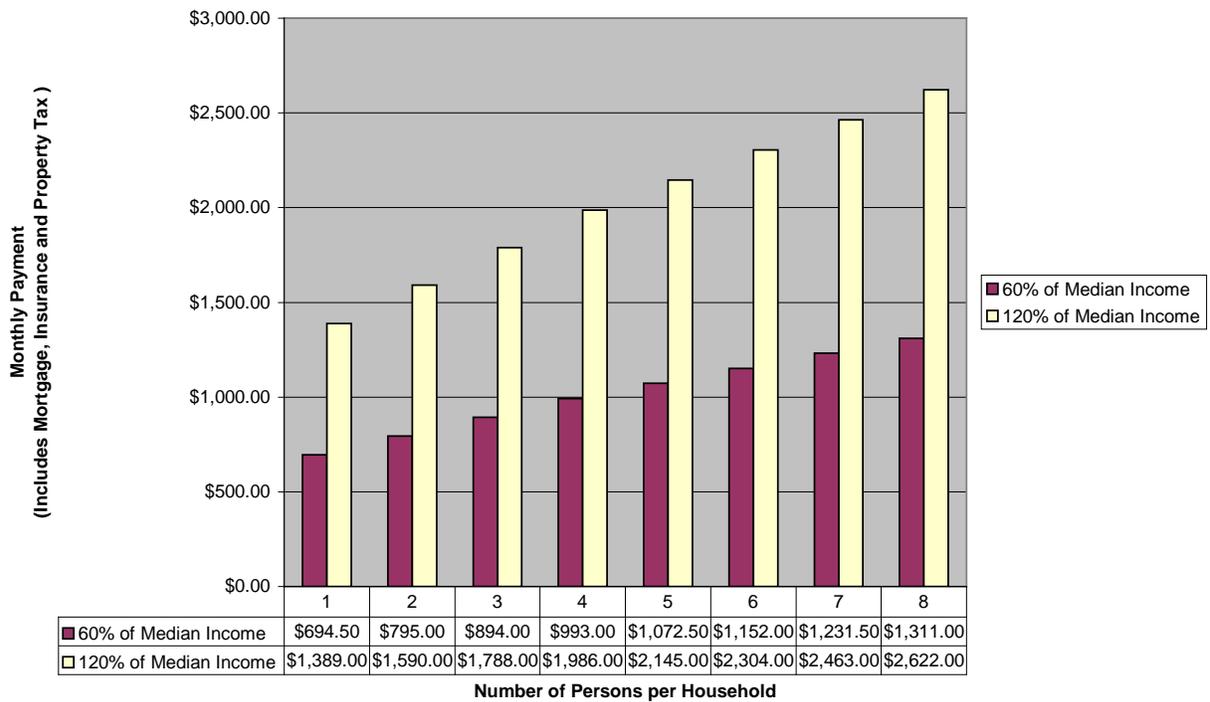
Rental Housing

Figure 9-1 shows the range of WHGP eligible monthly rental payments based on the affordability definition discussed in House Bill 1160. In order for a rental unit to be eligible for WHGP funds, it must fall within the ranges shown within the chart above based on the annual area median income and the number of persons per household.

Homeownership Housing

The following chart shows the range of WHGP eligible monthly payments based on the affordability definition discussed in House Bill 1160. Monthly payments must include mortgage payments, insurance and property tax in order to be a homeownership unit. Homeownership units that will be developed as part of the WHGP program should consider the cost of insurance and property tax when defining the cost of the unit itself.

**Figure 9 - 2
Amount Available for Homeownership Unit Payments**



Fruitland’s Workforce and Affordable Housing Needs

According to the Census and HUD statistics, the following is a summary of workforce and affordable housing needs in the City of Fruitland:

- 18.3% of the City’s population, according to the U.S. Census, was below the poverty line in 1999;
- Creating and preserving affordable rental units is the best method of addressing lower-income households housing needs. Of the 1,476 occupied housing units (based on the 2000 U.S. Census), 38% of those units (563 units) were rental units.
- Only 29 rental units (2%) were vacant and available for rent as of the 2000 U.S. Census;
- The “credit crunch” and lack of availability of flexible lending methods to assist those with substandard credit ratings or low-incomes has led to a need for more affordable housing and an increase in housing choices (rental and homeownership);

Policies and Implementation

Fruitland should address workforce housing needs regardless of whether or not it will participate in the WHGP. The following policies should be implemented in order to create and maintain a mix of affordable rental and homeownership units for WHGP eligible households and lower-income households:

- Develop an affordable housing trust fund that can be used to provide incentives for new residential development that will be developed affordably while addressing developers' profitability and financial feasibility issues and/or provide matching funds in order to be able to participate in the WHGP;
- Create an inclusionary zoning ordinance that addresses the following:
 - Develop criteria to determine the proportion of rental and homeownership units that are needed to meet the needs of the community;
 - Ensure some units are subsidized in order to provide affordability to all income groups;
 - Require major residential subdivision developments to set aside a certain number of units as affordable homeownership or rental units;
 - Encourage new residential development that will be sold or rented to develop housing that will be affordable;
 - Encourage minor subdivision development to set aside units for workforce housing;
 - In the case that new residential development or minor subdivision development will not be sold or rented at workforce pricing, require a payment in lieu of requiring unit set asides that will be deposited into the City's affordable housing fund;
 - Create mixed-income communities to address issues that may develop if pockets of poverty are created within neighborhoods;
 - Ensure all units remain affordable for the period of time discussed in House Bill 1160. Land covenants "running with the land" should be required that spell out the affordability rules in House Bill 1160 and require repayment of WHGP funds, if applicable.
- Perform a study on the need for handicapped and elderly housing needs in the community and ways to address current and future issues in providing affordable housing to these groups;
- Provide education and outreach to local citizens and developers concerning the need to address housing affordability and how the City will address the worries of the citizens.

THIS PAGE WAS LEFT INTENTIONALLY BLANK

CHAPTER TEN SENSITIVE AREAS

Introduction

Fruitland is located to the south of the Wicomico River and Tony Tank Creek in the southern portion of Wicomico County. The Wicomico River is among the many bodies of water which feed into the Chesapeake Bay. In adopting the Chesapeake Bay Critical Area Law (Natural Resources Article 8-1801 through 8-1816) the Maryland General Assembly specifically found that there is a critical and substantial State interest in fostering more sensitive development activity along tidal shorelines of the Chesapeake Bay so as to minimize damage to water quality and wildlife habitats. The Critical Area Law required the City to adopt and implement a “critical area program” consistent with the guidelines established by the Chesapeake Bay Critical Area Commission. Fruitland’s Critical Area Ordinance, which was adopted in May 2000, provides special protection measures for all land within 1,000 feet of the Wicomico River and any tributary streams.

Concern for the conservation and protection of the sensitive natural features of the City transcends arbitrary boundaries (i.e., the 1,000 foot Critical Area). Issues such as the loss of forested areas and trees, sedimentation of streams and the loss of wildlife habitat are a concern throughout the City. Many realize that managing growth and development in the City must be balanced with consideration for the positive contributions that the natural settings of Fruitland bring to the quality of community life.

As mentioned in Chapter I, the Maryland Economic Growth, Resource Protection and Planning Act of 1992 added the requirement to Article 66B that the comprehensive plan for Fruitland contain a Sensitive Areas Element which describes how the jurisdiction will protect the following sensitive areas:

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

Goals and Objectives

The following goals and objectives are meant to preserve the natural, cultural and historic resources and features of Fruitland and the surrounding environments to ensure a balance between development and the need to protect natural resources or features:

1. Enforce Maryland Critical Areas law;
2. Identify and designate places within City of historic and/or cultural importance;
3. Develop policies to protect important natural, cultural and historic resources.

Environmentally Sensitive Areas

Floodplains

The City of Fruitland adopted a Floodplain Ordinance (Ordinance No. 146) in April of 1988 in order to provide a unified comprehensive approach to floodplain management. The ordinance addresses requirements of the Federal and State programs concerned with floodplain management. Map 7 (Floodplain Map) indicates floodplain areas as depicted by the Federal Emergency Management Agency (FEMA) and defines the various flood plain areas.

Streams, Wetlands and Their Buffers

There are several streams in and around the City of Fruitland. These streams only require a 25 foot naturally vegetated buffer since they are not tidally influenced or located in areas of special State concern, in which case a 100 foot Buffer is required. There are riverine wetlands within the Wicomico River; however, wetlands within the City's boundaries are primarily palustrine as indicated on Map 9A and 9B(Wetlands Map). Palustrine habitats are characterized by a diversity of plant species and structural features that provide feeding, breeding, nesting and migration habitat for wildlife. The riverine wetland areas located along the Wicomico River are considered tidal and sub-tidal and require a 100 foot naturally vegetated or forested Buffer. No development or deforestation should occur along the 100 foot buffer as indicated on Map 9A and 9B (Wetlands Map). While a small amount of wetlands, streams and buffers exists within the City's boundaries, there is a substantial amount of these protected areas where the potential for development and annexation exist as well.

Map 9A and 9B provide an inventory of Maryland- and National-Designated Wetlands. The different inventories indicate different "classes" for each wetland system and subsystem and each indicate wetlands in different locations. The inventories are so different that it is difficult to use either to determine the location and system of wetland in the area. Both Maps 9A and 9B should be used as a guide to determine whether wetlands may be in the area and whether verification is needed. Also included is a hydric soils map (Map 11), which will help the City potentially locate wetlands that are not listed in either of the inventories listed above. The City should require a wetland survey for all development in areas where hydric soils exist.

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

Endangered Species Habitat

To ensure the protection and continued existence of endangered species in and around the City, Zoning Ordinance and Subdivision Regulations should incorporate the following protective measures:

1. Require that anyone proposing development activities must address the protection of State and federally designated endangered and threatened species. The developer must determine through contact with the City and the Maryland Department of Natural Resource's Wildlife and Heritage Service whether the

proposed activities will occur within or adjacent to identified endangered species habitats and whether the activities will adversely affect the area.

2. If it is established that an activity will occur within or adjacent to an endangered species habitat, the City should require that the developer provide protection measures in the project design. A written environmental assessment including site design plans and a description of measures to be taken to protect the endangered species should be submitted to the City as part of the development review process. The developer must work with the Maryland Natural Heritage Program in establishing species and site specific protection measures.

Appendix D contains a comprehensive list provided by the Maryland Department of Natural Resources of endangered species in Wicomico County.

Steep Slopes

Although there were not any steep lands identified in Fruitland, development is regulated on steep slopes wherever they occur in the City's Critical Area. This same type of land management practice should also be applied outside of the Critical Area. If a change in condition causes a steep slope to exist, the City shall address it upon notification or upon annexation of lands with steep slopes.

Chesapeake Bay Critical Area

The Chesapeake Bay Critical Area Program is a legislatively mandated approach to minimize the adverse impacts of development on water quality within the Chesapeake Bay and its tributaries, and to conserve fish, wildlife and plant habitat. The "Critical Area" is defined as all waters of and lands under the Chesapeake Bay and its tributaries to the head of tide, and the first 1,000 feet inland from the boundaries of tidal waters, State designated wetlands and private tidal wetlands. The Critical Area boundary is shown on the Map 8 (Critical Areas Map). Nearly all jurisdictions with lands in the Critical Area have adopted local Critical Area programs.

All of the Critical Area within the City is designated as LDA; there are no areas that are designated as IDA or RCA. County lands immediately adjacent to the north of City also consist of LDA designated lands. All tidal wetlands within the City are protected through the Critical Area Program. Approximately 29.6 acres, or roughly 1.3% of the City, are within the Chesapeake Bay Critical Area. Future development activities in the Critical Area are guided by the Fruitland Critical Area Program, zoning and subdivision ordinances. (Full definitions of all designated Critical Areas can be found in Appendix B).

Certain standards have been established to further mitigate development impacts on water quality and habitats. For LDAs, new developments must maintain or improve the quality of runoff and groundwater entering the Chesapeake Bay and its tributaries. Additionally, the Critical Area Program calls for the establishment of habitat protection areas (including a 100-foot vegetated Buffer from the edge of tidal influence; plant and wildlife habitats; habitats of threatened and endangered species; and anadromous fish propagation waters) where development activities are severely restricted. With regard to habitats of threatened or endangered species, development activities and other disturbances are prohibited unless it can

be shown that these activities or disturbances will not cause adverse impacts on the habitats of listed species.

Fruitland's Critical Area Program regulates those lands within the Critical Area. The Program should also be used as a reference for making educated decisions on land use issues affecting lands outside of the Critical Area. Many of the resource protection measures required in the Critical Area, e.g., stream buffers and limiting development in areas with development constraints, should be considered for application outside the Critical Area.

Historic Features

Historic preservation involves the inventorying, research, restoration, and ongoing protection of sites and structures having significant state, local or national historic character. Continued historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Fruitland with a number of benefits including:

- Promotion of a strong sense of community pride for City residents;
- Community revitalization through the renovation or adaptive reuse of older structures;
- Increased property values and tax revenues as a result of renovation and restoration;
- Increased revenues generated from tourism.

According to the Maryland Historical Trust, there are currently only three properties within the City that are of historic, cultural, or architectural significance. These structures, given proper concern and recognition, have the potential to serve as physical reminders of the history and heritage of our past. It has been discussed and is recommended that an active historic and architectural preservation program be developed. It has been found that such a program could have beneficial social, economic and aesthetic impacts on the area. The development of a Historic Preservation Program for the City should be the result of a cooperative effort between the public and the private sectors of the community. Future efforts should aim to identify, preserve and maintain potential historical features throughout the City.



Mt. Calvary Methodist Church is a registered historic site with the Maryland Historical Trust.

The following programs and strategies are designed to facilitate achieving this Plan's goal of preserving and enhancing the City's historic character.

Inventory

The City should first develop standards for determining historic structures and sites. From these standards the City should identify historic structures and sites within the corporate limits. Once

sites are identified, there are a number of actions the City can take to ensure that these cultural resources are preserved for future generations.

Protection and Preservation Programs

A number of programs exist that provide assistance in protection or preservation, offer tax benefits, providing professional historical/architectural consulting, and so forth. More detailed information on programs including the National Historic Landmark, National Register of Historic Places, Conservation and Preservation Easements and Historic Overlay Districts can be found from various historic preservation organizations such as the Maryland Historical Trust, Wicomico County Historic District Commission, Maryland Association of Historic District Commissions and Preservation Maryland.

National Register of Historic Places

In 1966, the Historic Preservation Act 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 rights to alter, manage or dispose of property.

The Maryland Historical Trust (MHT) is an agency of the Maryland Department of Planning and the State Historic Preservation Office. The MHT surveys historic buildings, structures and archaeological sites to determine eligibility of being listed on the State register. As with being on the National Register of Historic Places, listing does not limit or regulate the property owner on what can or cannot be done with the property. In order to be considered for listing on the National Register or having an easement on the property to be accepted by the MHT, the site usually must first be listed on the Maryland Historical Trust Register. The MHT administers the following three programs related to research, survey and registration:

- 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 140,000 historic districts, buildings, structures and sites that serve as a physical record of Maryland 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 Register of Historic Places – consists of those Maryland resources listed in the National Register and those that the MHT Director determines are significant to the prehistory or history, upland and underwater archeology, architecture, engineering or culture of Maryland and therefore are eligible for listing in the National Register.

- National Register of Historic Places – recognizes districts, buildings, structures, objects and sites for the significance in American history, archeology, architecture, engineering, or culture, and identifies them as worthy of preservation. Listing in the National Register honors the property by recognizing its importance to its community, State, or to the Nation and confers a measure of protection from harm by Federal activities. Federal agencies whose projects affect a property listed in or determined eligible for the National Register must give the Advisory Council on Historic Preservation an opportunity to comment on the project and its effects on the property. Listing or eligibility for listing in the National Register is a prerequisite for receiving MHT capital grants, easement donation and eligibility for commercial and residential tax credits at the state and federal level.

The MHT administers Maryland state income tax credits for rehabilitation projects on both commercial and residential properties. The MHT also administers Federal rehabilitation tax credits for commercial properties in coordination with the National Park Service. In addition, the MHT offers non-capital grants that can be used for survey and inventory projects, design guidelines and technical assistance for creating and administering a local historic district.

There are currently three properties registered with the Maryland Historical Trust:

- Blades-Moore House – West Main Street
- Mt. Calvary Methodist Church – South Division Street
- Tony Tank Manor – South Camden Avenue

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 MHT may include income, estate, inheritance, gift 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 determines to be eligible for listing in the National Register.

Adaptive Re-Use - The City should adopt zoning provisions that promote the adaptive reuse of historic structures for public and private uses including, but not limited to, bed and breakfast establishments, craft/gift shops, museums, studio space for artisans and other similar uses, when such uses minimize exterior structural alterations.

Support Owners - The City should encourage through the use of various incentives the preservation of historic structures. Include tax incentives for major structural or exterior renovation or the donation of protective historic easements.

Development Proposal Review - The Zoning Ordinance for the City should require developers to identify cemeteries/burial grounds/archeological sites/historical structures on a property prior to any disturbance of the site and support archaeological and historical research through preservation of significant sites.

Policies and Recommendations

- Consider annexation of territory within the Critical Area where failing private well and/or septic systems exist or may exist in order to serve those properties with public water and sewer, if available;
- Review all development in areas where hydric soils exist to ensure wetland that are not inventoried are not harmed;
- Review all proposed development within the Critical Area and along the 100 foot riverine wetland Buffer:
 1. Prohibit development and deforestation within the 100 foot Buffer;
 2. Review development density within the Critical Area to ensure development is below the allowable density;
 3. Review all proposed annexations within the sensitive areas to ensure compliance with the Critical Area Law.
- Provide mechanisms for recognizing and maintaining historical properties:
 1. Develop criteria and identify sites and properties of historical/archeological significance;
 2. Regulate development and redevelopment on historically/archeologically significant properties;
 3. Search for grant funding and incentives to maintain historic sites;
 4. Promote educational and cultural opportunities to residents of the City;
 5. Identify sites based on criteria;
 6. Develop programs to encourage preservation of sites such as
 - Historical commission/committee;
 - Funding programs;
 - Tax incentives.

THIS PAGE WAS LEFT INTENTIONALLY BLANK

Introduction

The Mineral Resource Element identifies lands that should be kept in their undeveloped state until it can be used to provide a continuous supply of minerals. To address possible mining land uses within the City, the City must devise a plan to balance mining activities with existing land uses, and after mining activity has ceased, to reintegrate the property into the fabric of the community. This chapter discusses the mineral resources available in Fruitland, the feasibility of mining those areas, and outlines policies and recommendations to regulate mining land uses within the City.

Goals and Objectives

- Maintain the residential character of the City;
- Protect groundwater resources;
- Require existing land uses and proposed mining activities to be compatible;
- Allow surface mining activities, where possible and if necessary;
- Review updated reports concerning the mining of construction sand and gravel to ensure mineral resources are not scarce;
- Ensure parks and recreational facilities will not be affected by surface mining activities.

Mineral Resources

The United States Geological Survey and the Maryland Geological Survey's Lithogeographical Map of Near-Surface Rock types developed in 2001 indicates the Eastern Shore of Maryland consists of "unconsolidated sediments and soils of high porosity". In Wicomico County and the Fruitland area, the Lithogeographical Map shows the available minerals consist of "quartz, silt, sand and gravel; weathered residuum from which iron and carbonate have been removed". However, the Lithogeographical Map also details high-carbon soils existing in the southern and western areas of Fruitland. High-carbon soils have the potential to be used as construction sand and gravel, which is the major mining industry on the Eastern Shore, where mining sites are currently in plentiful supply.

Mining Industry in Wicomico County

In 2004, the Maryland Department of the Environment, in coordination with the United States Geological Survey, published a report titled "The Mineral Industry of Maryland." The central lands of Wicomico County were identified as a major producing area of construction sand and gravel. Between 2002 and 2004, construction sand and gravel was mined at a consistent rate (between 11,800 and 12,700 metric tons). At the time of the report, the State had no plans to grant any new surface mining permits on the Eastern Shore. This point suggests that the surface mining industry in Maryland and its Eastern Shore provide an adequate supply of construction sand and gravel and that as of 2004 there has been no further demand for mining sites.

Wicomico County Groundwater Protection Report

The Wicomico County Groundwater Protection Report, revised in 2004, discusses two groundwater management areas based on the density and existence of shallow confining materials. The majority of Fruitland is located in Management Area 'A', where little to no shallow confining material exists. Management Area 'A' requires maximum protection of onsite water supply sands. Portions of western and southeastern Fruitland are located in Management Area 'B1', which consists of thin surficial confining beds where systems may have a reduced treatment zone, but must be shallow to avoid contaminating the underlying Salisbury Aquifer (See Map # 11 – Groundwater Protection Map).

Wellhead Protection Areas

Maryland Department of the Environment has designated the area around the Fruitland Water Treatment Facility as a source of public drinking water and a Wellhead Protection Area. Wellhead protection areas restrict land uses that may cause pollution of public drinking water wells. Contaminates are required to be inventoried and reduced/eliminated in these areas. While mining activities are not likely to occur in Fruitland's Wellhead Protection Areas, all mining operations should be prohibited from this area. There are also small water systems located in and around Fruitland that should be considered. These small water systems provide water and drinking water to private establishments and should be treated and regulated similar to the Wellhead Protection Areas.

Wicomico River and the Chesapeake Bay Critical Area

The Wicomico River flows into the Chesapeake Bay. Fruitland has a small amount of land in the northeast near Riverside Drive designated within the Chesapeake Bay Critical Area. Surface mining is allowed within the Chesapeake Bay Critical Area provided the mining activity is in compliance with the Critical Area regulations. However, the groundwater management guidelines suggest surface mining, or the removal of existing soils, may cause groundwater pollution. Since some water runoff must flow into the Wicomico River, surface mining should be highly restricted or prohibited to protect the Wicomico River and the Chesapeake Bay from increased groundwater pollution caused by soil removal.

Existing and Committed Development

High-carbon soils, which are the most feasible for surface mining of construction sand and gravel, are located in the western portions of Fruitland, primarily spanning from the intersection of Camden Avenue and West Main to the south and west into Eden. Within the City's corporate boundaries, there are numerous properties that are either undeveloped, under committed development or are community parks or recreational facilities to which surface mining products could be provided.

Throughout the rest of the City there are areas of undeveloped parcels. Many of these undeveloped parcels have been subdivided for development and meet the City's minimum residential lot size requirements, however, development never commenced. If mining does become a permitted land use, the City should consider limiting mining activities to western areas of the City within the B1 Groundwater Protection Zone where parcels are larger and generally surrounded by agriculture and low intensity residential land uses which tend to minimize

environmental nuisances to existing residences. This B1 Groundwater Protection Zone will allow shallow and cautious surface mining operations to proceed with minimal disturbance to underlying aquifers.

Conclusions

The State has reported that throughout Maryland and its Eastern Shore the mining of construction sand and gravel has not increased and supplies of these minerals meet current demand. Within Fruitland's planning area, there are a few locations where suitable minerals exist; however mining activities should be discouraged unless adequate demand for construction sand and gravel is presented and all environmental regulations are addressed.

Policies and Recommendations

The City's zoning ordinance should be amended to allow mining activities as a conditional use in non-residential districts and, at a minimum, require the following conditions if mining activities are approved:

- Show that mining activities are necessary due to a lack of available construction sand and gravel;
- Indicate the location and types of projects construction sand will be used for;
- Conduct a study to ensure Critical Areas and the Wicomico River Watershed will not be negatively impacted by mining activities;
- Mining activities should be compatible with surrounding land uses;
- Require extensive setbacks, landscaping and buffering be provided where necessary;
- Require a timeline indicating when mineral supplies will be exhausted;
- Conduct well testing to ensure that there is no adverse breaching of the confining beds of underlying aquifers;
- Require the owners, and subsequent owners of the land parcel used for mining activities, to provide a plan for cleanup and site conversion into a compatible land use and to create an aesthetically pleasing site after mineral resources are exhausted;
- Operators of mining activities shall be fully responsible for all activities that damage roadways, infrastructure or other City property;
- Determine which governmental entity will regulate and enforce this mining land use ordinance.

THIS PAGE WAS LEFT INTENTIONALLY BLANK

CHAPTER TWELVE *PLAN IMPLEMENTATION*

The “plan implementation” portion of this document is a summary of the policies and recommendations discussed in the Comprehensive Plan.

Land Use Goals, Objectives and Policies

- 1) Preserve the character of the community;
 - a) Promote home occupations and offices in the Main Street area while maintaining the residential character of the district;
 - b) Encourage infill development that will create and maintain the neighborhood context of the City;
 - c) Develop “Smart Growth” standards to guide future growth and to incorporate future developments into the existing City boundaries;
 - d) Promote business and job opportunities along the U.S. Route 13 corridor;
- 2) Where possible, direct future growth into infill lots near the City’s center and residential subdivisions currently under development;
- 3) Maintain existing parks and recreational facilities and provide increased recreational opportunities and facilities for the growing community;
- 4) Discourage and prohibit incompatible land uses with existing and planned neighborhoods;
 - a) Address “adult uses” by directing potential establishments to locate away from areas incompatible with said uses and to promote the health, safety and general welfare of the community;
 - i. A study will need to be performed to see where such uses are best located;
 - ii. The study will likely focus on incorporating an overlay zoning district that allows said uses in an area away from U.S. Route 13, residential areas and other sensitive areas as recognized in the study.
 - b) Distinguish between appropriate commercial uses in the downtown area and the highway commercial areas in order to preserve the character of the downtown community;
 - c) Review and refine the zoning code and other development regulations in order to promote the Comprehensive Plan and the future vision of the citizens of Fruitland;
 - d) Work with the Wicomico County Housing Authority to promote renovation of residential properties in the City in order to reduce blight and encourage a healthy Fruitland;
- 5) Identify areas for future growth that do not limit environmental impacts, as discussed in the following sections (and the accompanying maps):
 - a) Sensitive Areas Element;
 - b) Floodplain Maps;
 - c) Critical Area Maps.

Municipal Growth Policies and Recommendations

In order to meet the future growth needs of the City and the goals, objectives and visions of the City, the following policies should be considered to accommodate future growth:

- Request Wicomico County to recognize Fruitland's desired growth areas;
- Pursue Priority Funding Area status for all designated growth areas;
- Review growth over a six-year period and update the Comprehensive Plan where appropriate;

- School System Policies and Recommendations:
 - Provide growth statistics to the WCBOE;
 - Work with WCBOE to provide annual attendance statistics for schools serving the Fruitland area;
 - Ensure the proper impact fees are being provided to the Wicomico County Finance Department for school improvements and other related uses;
 - Participate with the WCBOE in developing a land bank program for future facility needs;

- Allow for age-restricted subdivisions, if deemed appropriate, to help ease impacts;
- Separate commercial uses into those that appropriate for the Town Center area, U.S. Route 13 and residential neighborhoods;

- Parks and Recreation Policies and Recommendations:
 - Create a system for developers to provide parks and recreational facilities within proposed subdivisions to help ease current acreage deficits and to provide for future growth needs;
 - Create a system to allow a fee in lieu of providing parks and recreational facilities in new subdivisions where it is more appropriate to create more centralized facilities;
 - Begin planning for a west side park location and for creating a new community center;
 - Require a mix of active and passive recreational uses.

- Create a TDR ordinance to help preserve existing agricultural uses and to encourage more dense development closer to the existing City limits;
- Require new development to provide funds to the police department and fire company in order to meet the growth demands discussed in this section;
- Require new developments to assist in providing financial assistance for the improvement of public safety services provided by the City, especially new highway commercial uses along U.S. Route 13 and in GA5;
- For current and/or future enclaves, create a program of incentives to promote annexation into the City;
- Review County library expansion plans and encourage increased Bookmobile service to the City or a south County location, if appropriate to accommodate growth.

Water Resources Policies and Recommendations

- Potable Water
 - Monitor well production to ensure water supply remains below WAUP thresholds;
 - Future growth is expected to cause water usage levels to exceed permitted thresholds. The City should request increases to the permitted thresholds if necessary to meet future needs;
 - Prepare a Capacity Management Plan in order to allocate EDUs for infill development and possible future annexations;
 - Implement a wellhead protection and excellent recharge areas protection ordinance to best ensure protection of the City's source water areas;
 - The City should create an education and outreach program to provide residents and businesses with information concerning water conservation techniques in order to decrease water usage;
 - Water meters should be periodically inspected to ensure proper water usage is being documented.
- Wastewater Treatment
 - Maintain and monitor point source nutrient discharge to ensure allowable levels are being met;
 - Prepare a Capacity Management Plan in order to allocate EDUs for infill development and possible future annexations;
 - Continue to repair inflow and infiltration problems.
- Stormwater and Non-Point Source Loading
 - Use stormwater best management practices in order to limit non-point source runoff;
 - Review TMDL criteria for the Lower Wicomico River and Tony Tank Lake periodically to ensure the most current regulations are being followed.
 - Implement the use of Environmentally Sensitive Design and/or Low-Impact Development standards to reduce unnecessary amount of impervious surfaces;
- Impervious surface
 - Encourage the use of open space and pervious concrete to decrease impervious surface.
- Open Space and Forested Areas
 - Use farmland preservation techniques to maintain existing agricultural lands where nutrient reduction measures are implemented;
 - Preserve forested land as part of a TDR scheme or as part of a designated forest conservation area.

Transportation Policies and Recommendations

- Require traffic impact analyses for residential subdivision/development of four lots or greater and for all new commercial development;
- Continue to cooperate and participate in S-WMPO meetings and planning studies. Also, continue to provide growth and transportation information to S-WMPO as discussed in this plan;
- Pay special attention to development in Access Needs Areas to ensure impacts on affected roadways are mitigated;
- Create provisions within developers' agreements that allow developers to pay for necessary street and sidewalk improvements, but to also seek reimbursement for the proportionate share of future development;

- Determine the likeliness repairs will be necessary and forecast the budget far enough in advance to make said repairs;
- Seek out grant money where applicable;
- Periodically review the most recent Highway Needs Inventory for the County to see if repairs are forecasted within Fruitland;
 - If necessary, communicate repair needs along roadways under SHA control to be placed on the HNI report.

Workforce Housing Policies and Recommendations

- Develop an affordable housing trust fund that can be used to provide incentives for new residential development that will be developed affordably while addressing developers' profitability and financial feasibility issues and/or provide matching funds in order to be able to participate in the WHGP;
- Create an inclusionary zoning ordinance that addresses the following:
 - Develop criteria to determine the proportion of rental and homeownership units that are needed to meet the needs of the community;
 - Ensure some units are subsidized in order to provide affordability to all income groups;
 - Require major residential subdivision developments to set aside a certain number of units as affordable homeownership or rental units;
 - Encourage new residential development that will be sold or rented to develop housing that will be affordable;
 - Encourage minor subdivision development to set aside units for workforce housing;
 - In the case that new residential development or minor subdivision development will not be sold or rented at workforce pricing, require a payment in lieu of requiring unit set asides that will be deposited into the City's affordable housing fund;
 - Create mixed-income communities to address issues that may develop if pockets of poverty are created within neighborhoods;
 - Ensure all units remain affordable for the period of time discussed in House Bill 1160. Land covenants "running with the land" should be required that spell out the affordability rules in House Bill 1160 and require repayment of WHGP funds.
- Perform a study on the need for handicapped and elderly housing needs in the community and ways to address current and future issues in providing affordable housing to these groups;
- Provide education and outreach to local citizens and developers concerning the need to address housing affordability and how the City will address the worries of the citizens.

Sensitive Areas Policies and Recommendations

- Consider annexation of territory within the Critical Area where failing private well and/or septic systems exist or may exist in order to serve those properties with public water and sewer, if available;
- Review all development in areas where hydric soils exist to ensure wetland that are not inventoried are not harmed;
- Review all proposed development within the Critical Area and along the 100 foot riverine wetland buffer:
 - Prohibit development and deforestation within the 100 foot buffer;

- Review development density within the Critical Area to ensure development is below the allowable density;
- Review all proposed annexations within the sensitive areas to ensure compliance with the Critical Area Law.
- Provide mechanisms for recognizing and maintaining historical properties:
 - Regulate development and redevelopment within the historic district;
 - Search for grant funding and incentives to maintain historic sites;
 - Promote educational and cultural opportunities to residents of the City;
 - Create criteria for identifying historical structures and sites throughout the City;
 - Identify sites based on criteria;
 - Develop programs to encourage preservation of sites such as:
 - Historical commission/committee;
 - Funding programs;
 - Tax incentives.

Mineral Resources Polices and Recommendations

The City's zoning ordinance should be amended to allow mining activities as a conditional use in non-residential districts and, at a minimum, require the following conditions if mining activities are approved:

- Show that mining activities are necessary due to a lack of available construction sand and gravel;
- Indicate the location and types of projects construction sand will be used for;
- Conduct a study to ensure Critical Areas and the Wicomico Watershed will not be negatively impacted by mining activities;
- Mining activities should be compatible with surrounding land uses;
- Require extensive setbacks, landscaping and buffering be provided where necessary;
- Require a timeline indicating when mineral supplies will be exhausted;
- Conduct well testing to ensure that there is no adverse breaching of the confining beds of underlying aquifers;
- Require the owners, and subsequent owners of the land parcel used for mining activities to provide a plan for cleanup and site conversion into a compatible land use, and to create an aesthetically pleasing site after mineral resources are exhausted;
- Operators of mining activities shall be fully responsible for all activities that damage roadways, infrastructure or other City property;
- Determine which governmental entity will regulate and enforce this mining land use ordinance.

Funding Recommendations

- Try to budget the plans, studies and infrastructure improvements discussed above into the general budget and capital improvements program;
- Prioritize the necessary improvements and create a timeline for beginning work on each project;
- Target specific projects where grant funding may be available;
- Seek financial assistance from interested developers in implementing this plan.

THIS PAGE WAS LEFT INTENTIONALLY BLANK