City of Frederick Comprehensive Plan

Adopted August 17, 1995

CITY OF FREDERICK COMPREHENSIVE PLAN

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Mayor and Aldermen

James S. Grimes, Mayor
Frances G. Baker, President Pro Tem
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Sally G. Murphy
Meta S. Nash
Joseph W. Baldi

Planning Commission

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Planning Department

James A. Schmersahl, Planning Director
Catherine T. Parks, Zoning Administrator
Jerry D. Muir, Asst. Zoning Administrator/Planner II
Joseph A. Adkins, Planner I
Jacqueline Timko, Secretary
Sarah J. Zickafoose, Secretary

City of Frederick
Planning Department
City Hall
101 North Court Street
Frederick, Maryland 21701
301-694-1499

CITY OF FREDERICK COMPREHENSIVE PLAN
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The Comprehensive Plan is intended to guide and coordinate many and diverse public and private decisions and actions which will shape the City's future. It is prepared pursuant to Article 66B of the Annotated Code of Maryland and Article 15 of the Frederick City Charter. This plan replaces the 1979 Comprehensive Plan for Frederick City although the 1979 Plan's fundamental development concepts and goals provide a solid foundation.

The Plan is organized by separate functional area chapters. However, every effort has been made to consider the City comprehensively and to recognize interrelationships among elements.

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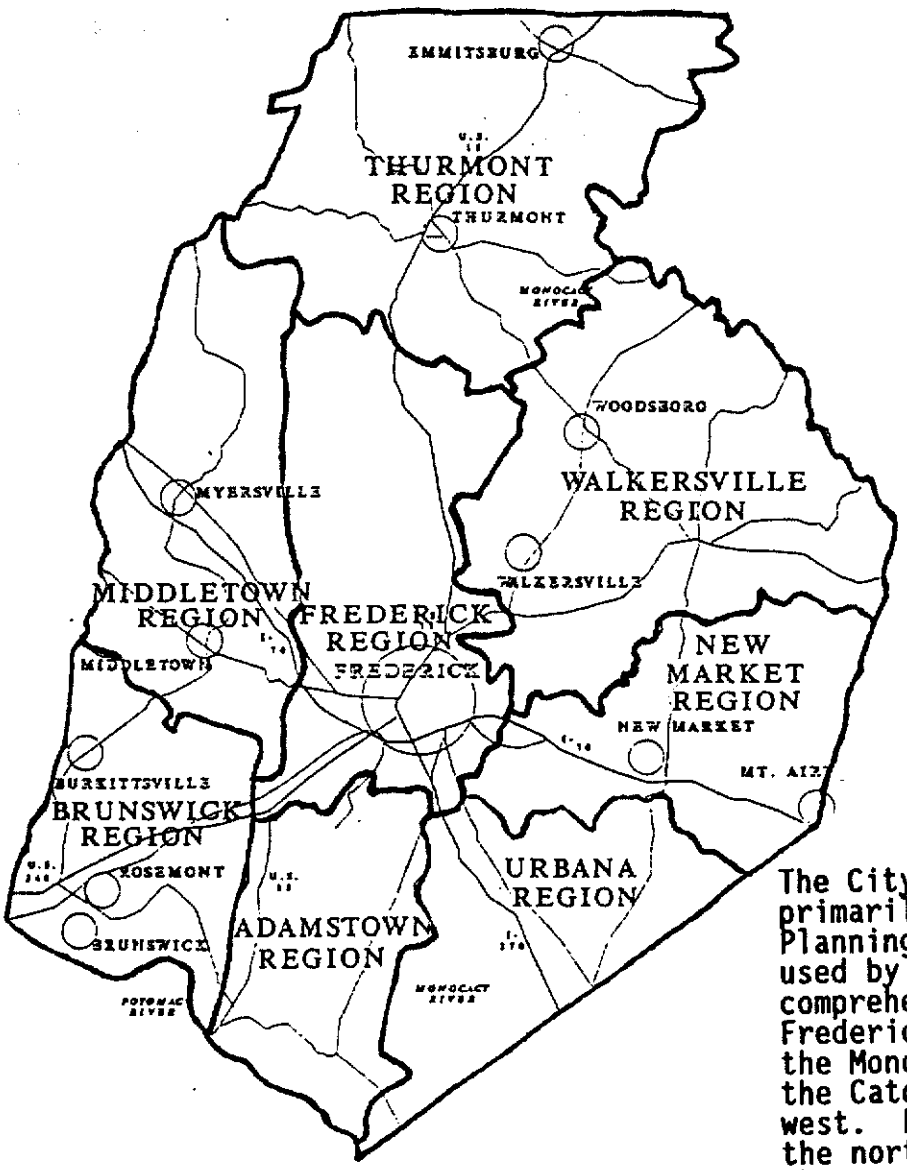
The preparation of this plan has included review of various background data, studies and plans which are reviewed in the supporting document; Overview and Background, August 1995. Also, this plan reflects careful coordination with Frederick County. Many goals, objectives, and recommendations of the 1990 Frederick County Comprehensive Plan, Volume I, Countywide Plan, and the 1992 Frederick Region Plan have been incorporated into this plan for Frederick City.

FREDERICK CITY IN CONTEXT

The City of Frederick is located 47 miles west of Baltimore, 45 northwest of Washington D.C. and 23 miles east of Hagerstown. Frederick City and County are part of the Washington DC Metropolitan Statistical Area and members of the Metropolitan Washington Council of Governments.



City of Frederick
18.48 sq. miles
46,190 population

Frederick Region
94 sq. miles
70,340 population

Frederick County
664 sq. miles
174,240 population

Maryland
5,033,100 population

The City of Frederick is located primarily within the Frederick Planning Region, one of 8 regions used by Frederick County for comprehensive planning. The Frederick Region is bounded by the Monocacy River to the east, the Catoctin Mountains to the west. Little Hunting creek to the north, and Ballenger Creek to the south.

1: INTRODUCTION

It is human nature to plan; to look to the future, establish goals, and devise a course of action which will address problems and bring about a future which we desire. This is true not only of individuals and organizations, but for cities and counties as well. This document and the accompanying plan map comprise a general, long range plan for Frederick City intended to guide public and private decisions which will shape the future.

SETTING

Frederick is a small city, an urban place within predominantly rural and suburban Frederick County. It is a city within the outer ring of counties in the Washington, D. C., and Baltimore regions.

Frederick is a historic city, established in 1745, and it is also a growing city with many emerging neighborhoods and commercial and industrial areas. The 1990 Census revealed that Frederick is Maryland's third largest city in population and second largest in land area. It is a center for government, cultural and social services, commerce and trade. Frederick is the home of Fort Detrick and several other major employers. It is also the home for many who commute to a job in the metropolitan area.

PURPOSE OF THE COMPREHENSIVE PLAN

Beyond the basic purpose of preparation for the future, the comprehensive plan has the following purposes:

To promote the public interest and general welfare of the community in the process of managing the city's growth and change.

To improve the quality of life, to see that the city functions well as a place to live, work, and play and to ensure that it is healthful, safe and attractive.

To use resources wisely and to protect natural sensitive areas and historic resources.

To achieve coordination and cooperation among levels of governments and between government and the private sector.

To further the economic well-being of the city and its citizens and to provide public facilities and services economically and efficiently without unnecessary duplication or waste.

To accommodate the needs and demands of the future and to ensure that a long-range perspective is included in daily decisions.

FOCUS AND SCOPE OF THE PLAN

The comprehensive plan addresses features which all communities need and desire: residences, employment, commerce, open space and parks, community facilities, transportation, economic development, sewer and water, sensitive area and resource protection, neighborhood and downtown revitalization, and historic preservation.

The plan's primary focus is the city's physical development and improvement: managing the growth, enhancing the city's many positive features, ensuring community vitality, and protecting resources.

The plan is comprehensive in that it considers the city and its regional context and looks at major functional elements. It attempts to coordinate land use, transportation, and community facilities as the city grows and changes in response to regional growth pressures.

The plan is general rather than specific because it must consider the broad public interest of a diverse and complex community and because it is long range looking ahead to the year 2020.

PLAN FORMAT

The Comprehensive Plan Map depicts the future pattern and intensity of land use, highway and street network and general location of community facilities. See Chapter 4 for an explanation of the map symbols and patterns.

Equally important to the map, however, are the recommendations in the text in the form of goals, objectives, and policy/action recommendations.

The goals are an expression of community desires expressed as a complete sentence which begins "It is our goal . . " to reinforce their broad community nature.

Objectives are more specific ends or targets to strive for. They often begin with a verb such as "increase", "improve", or "reduce" so that over time it will be possible to measure progress.

Policy/action recommendations are organized by key planning issues. Although they begin with "Frederick City will" it is important to stress that they often are intended not only for City government, but for the community at large.

PLANNING AREA & CONTEXT

Frederick City cannot plan in isolation. It is essential that our goals and development concepts be in harmony with those of the County and reflect the visions of the State of Maryland. This plan represents a step in Frederick City's efforts to fully comply with the 1992 Economic Growth, Resource Protection, and Planning Act. Plans for land use, highways, streets, parks, schools, other community services and other facilities have been coordinated with the County and State for indeed many of the actions necessary to bring this plan into being are actions to be taken by other levels of government.

The area depicted on the Comprehensive Plan Map is greater than the current Frederick City limits. This is not an indication that the City plans to annex and grow to cover this entire area. However, it is a recognition that what occurs on the city's fringes is of vital concern to Frederick City.

PUTTING THE PLAN INTO ACTION

The preparation and adoption of a comprehensive plan is just one important part of Frederick City's ongoing process.

Plan Monitoring: As the future unfolds it will be necessary to monitor actual development trends and to identify those aspects of the plan which are being effectively carried out and those which may not be.

Plan Updating: As conditions change in the nation, state, and region, and as society changes in attitudes and expectations, it will be necessary to adjust or fine-tune the comprehensive plan accordingly.

Intergovernmental Coordination: Many of the actions which will implement the plan are actions which may be taken by another level of government. It is important that Frederick City participate actively and advocate its plan and planning objectives as projects and programs are conceived and carried out at all levels of government.

Policy Coordination: The plan will guide Frederick City departments and officials in the establishment of policy and in decisions concerning budgetary expenditures and priorities. It provides a long range perspective by which to evaluate everyday decisions.

Further Study and Analysis: In many respects the recommendations of the comprehensive plan are just a beginning and will require more in-depth study, engineering and cost analysis in order to effectively carry out the broad policy initiatives and to effectively change the city in the ways described in this plan.

Regulatory Action: The plan will guide Frederick City's use of many different implementation tools including land use regulation and incentives. As part of an ongoing planning process these tools should be kept current, effective, and responsive to changing conditions.

2: TRENDS AND FORECASTS

Frederick County is in transition, undergoing change and experiencing growth. The traditional rural agriculture based economy has become more closely tied to employment centers and housing markets of neighboring counties. Frederick City likewise has grown and experienced change in recent decades. Changes can be seen in many different ways. The most evident are the changes resulting from urban and suburban developments on land which was previously undeveloped or farmland. Change is also evident with redevelopment and reuse of buildings, neighborhood demographics, and changes in the central business district.-

TRENDS

State and Regional

Between 1970 and 1990 Maryland's population increased from 3.9 million to 4.8 million, a 22% increase in two decades. Much of this growth has occurred in metropolitan counties around Washington D.C. and Baltimore. During the same 20 year period, the number of dwelling units increased by 53% which results in a declining ratio of population to housing units, overall.

Maryland Population and Housing Growth 1970-1990

	1970	1980	1990	1970-90 Change
Population	3,922,399	4,216,975	4,781,468	859,069 (21.9%)
Housing Units	1,234,093	1,570,600	1,891,917	657,824 (53.3%)

Metropolitan Washington Region Population Growth 1970-1990

	1970	1980	1990
Central Jurisdictions	1,041,700	894,100	889,019
Inner Suburbs	1,672,300	1,870,000	2,334,079
Outer Suburbs	326,100	486,800	700,476
	3,040,100	3,250,900	3,923,574

Frederick County is part of the Washington D.C. Metropolitan Region, one of the outer suburbs jurisdictions. This region is generally recognized as one of the most active housing markets in the nation and a vital region in terms of population and job growth. Between 1980 and 1990 nearly 3,000,000 new households were established. During a six year period, 1983-1989 more than 500,000 jobs were added to the economy. Both housing and employment growth have slowed in recent years, but on the whole remain strong when compared to national trends.

Frederick County, Region, and City Growth

Frederick County	1970	1980	1990	1970-1990 Change
Population (persons)	84,972	114,792	150,208	65,236 (76%)
Housing (units)	26,384	39,364	54,872	28,488 (108%)
Employment (jobs)	33,300	44,000	71,800	38,500 (116%)

Frederick Region	1970	1980	1990	1970-1990 Change
Population	36,255	40,849	60,235	23,980 (66.14%)
Housing	11,816	15,537	24,236	12,420 (105%)

Frederick City	1970	1980	1990	1970-1990 Change
Population	23,641	28,086	40,186	16,545 (69.9%)
Housing	8,021	11,295	16,627	8,606 (107%)

Source: Population and Housing from US Census as published in Demographic & Development Data, December 1994 by Frederick County Planning Department. Employment from US Bureau of Economic Analysis as reported in Demographic & Socio-Economic Profile, September 1994 by Maryland Office of Planning. Region and City data not available for employment trends.

In addition to the growth in absolute numbers, it is useful to consider comparative changes, such as the ratio of population to dwelling unit and the City "share" of the region and County totals.

- The County ratio of total population to total dwellings declined from 3.22 to 2.74 over 20 years. The same ratio for the City also declined from 2.95 to 2.41. This decline explains how City population growth could be 70% from 1970-1990, but dwelling unit growth could be 107% over the same period. As this ratio declines in the future, it will require more dwellings then it took previously in order to accommodate an equivalent population increase.
- Frederick Region has historically been a focal point for County growth in housing, population, and jobs. In 1970, this region (including Frederick City) accounted for about 43% of the County population, and 45% of the County's total dwelling units. But by 1990, the Frederick Region's share had dropped to 36.75% of County population and 43.6% of all housing units. Notwithstanding regional growth of over 66% during the 20 year period, there was an overall decline in regional share due to rapid growth in more rural, suburban areas of the county.

- Frederick City's "share" of the Frederick Planning Region's total population and housing stock has not changed dramatically since 1970. In 1970, Frederick City accounted for 65.2% of this region's people and 67.8% of the housing units. By 1990 the City share of population increased to 66.7%. The City share of dwellings increased to 68.6%. Notwithstanding increases of over 100% in dwelling units, the City still has basically kept pace with regional growth to maintain approximately the same share of population and housing as in 1970.
- Dividing total County jobs by total County housing units suggests the number of jobs available per household. In 1970 this ratio was 1.26 jobs per dwelling or household. In 1980 it dropped to 1.12, but 1990 figures indicate an increase to 1.31. Unfortunately, separate data for the City is not available. Based on unpublished 1985 data by the Metropolitan Washington Council of Governments, approximately 60% of total County jobs were in zip code 21701 which includes Frederick City and nearby areas. This would suggest an approximate City jobs to housing ratio of 2.59 in 1990.

FORECASTS

Forecast of Frederick City's growth of course must be coordinated~ with those of jurisdictions of which the City is a part; the State of Maryland and Frederick County. The following are the~ latest Maryland Office of Planning and Frederick County Planning~ Department forecasts.

Maryland Office of Planning Forecasts

Population	1990	2000	2010	2020
Maryland	4,781,468	5,300,200	5,720,900	6,104,500
Frederick County	150,208	203,200	243,600	267,100

Households	1990	2000	2010	2020
Maryland	1,748,991	2,012,725	2,235,500	2,443,075
Frederick County	52,570	74,100	92,500	104,700

Source: Maryland Office of Planning, September 1994.

Frederick County Population and Housing and Employment Forecasts

	1990	2000	2010	2020
Population	150,208	203,170	243,600	267,092
Decade Growth #	35,416	52,962	40,430	23,492
Decade Growth %	30.9%	35.3%	19.9%	9.6%
Housing Units	54,872	74,100	95,500	104,700
Decade Growth #	15,201	19,228	21,400	9,200
Decade Growth %	38.3%	35.0%	28.9%	9.6%
Population/DU Ratio	2.73	2.74	2.55	2.55
Employment	71,800	93,400	109,800	114,900
Decade Growth #	27,800	21,600	16,400	5,100
Decade Growth %	63.2%	30.1%	17.5%	4.6%

Source:Population and Housing from Frederick County Demographic Development Data, December 1994.Employment from Demographic & Socio-Economic Profile, September 1994, Maryland Office of Planning.

Frederick City Population, Housing and Employment Forecasts

	1990	2000	2010	2020
Population	40,186 persons	53,391	68,873	76,300
Decade Growth #	12,062	13,205	,482	7,427
Decade Growth %	43.0%	33.0%	29.0%	10.8%
Housing	16,627 units	22,127	28,611	32,468
Decade Growth #	5,316	5,500	6,500	4,000
Decade Growth %	47.0%	33.0%	29.4%	13.5%
Employment	41,644 jobs	53,700	62,037	61,195
Decade Growth #	16,124	12,061	8,337	1,158
Decade Growth %	63.2%	28.9%	15.5%	1.9%

The forecasts for Frederick City recognize that City growth will be a part of the total growth in the County and Frederick Planning Region. City forecasts reflect the following assumptions:

- The population figures are based upon assumed decline in the population to housing unit ratio from the 1990 ratio of 2.42 persons per unit to 2.35 persons per unit by 2020.

- The housing unit forecasts assume that the increase in dwellings between 1990-2000 will be 550 units per year on average. The annual average increase from 2000 - 2010 will be 650 units per year. Between 2010 - 2020 the annual average increase in dwelling units is forecast to decrease to 400 dwellings per year, however.
- Employment forecasts for the City are based upon Maryland Office of Planning forecasts for all of Frederick County assuming a slight decrease in the City share of the total county jobs from 58% in 1990 to 55% by 2020.
- The forecasts for population and housing noted above reflect regionwide demographic, social, and economic trends. In order to target some of the specific needs of the City as an urban place, it is logical to assume that Frederick City will continue to have its traditional urban demographic characteristics in the future such as a ratio of persons to housing units smaller than the County as a whole. The population will include a higher percentage of persons in group quarters and median age will be higher, median income somewhat lower than the County generally. The educational attainment level is generally higher in the city and can be expected to continue.

As with past trends, it is useful to consider relative changes as well as actual numbers. These forecasts suggest that Frederick City's "share" of the total Frederick County and Frederick Planning Region population will increase over the years.

Population	1990	2000	2010	2020
City % of County	26.75%	26.28%	28.27%	28.56%
City % of Region	66.7%	62.6%	71.38%	72.25%~

Summary

Frederick County is within a growing and expanding metropolitan region and Frederick City has historically played an important role in the county's growth and expansion. Both County and State community development concepts aim to focus growth to areas with infrastructure~ in place and/or planned.

Consequently, this plan holds as an underlying assumption that there will continue to be economic forces exerting pressure for change, growth, and expansion in and around Frederick City. These forces will be felt and acted upon by landowners, developers, business people, institutions, individuals, and local and state government.

This means that there will be pressure to develop undeveloped land. There will also be pressures to infill and to intensify the use of underdeveloped land and to change, redevelop, or adapt properties to new use. New businesses and services will open and new technologies will emerge. Additional demands for services and facilities will be made upon government and other community institutions. No doubt economic fluctuations will make the task of planning and managing growth a challenging one. But on the whole, it is expected that Frederick will continue to grow and to change within a climate of expansion.

3: GENERAL PLAN

Planning can be defined as thoughtful preparation for a desired future. The recommendations set forth on the map and in the text of this plan are much more than the steps necessary to meet forecasted needs. They express what is desired for Frederick's growth and change. They are designed to advance the following general plan goals and concepts.

MARYLAND VISIONS

Maryland has recently and very explicitly made a statement of planning and growth management philosophy in the Economic Growth, Resource Protection and Planning Act of 1992. The seven visions listed below suggest how growth is to be managed and resources are to be protected. They must be incorporated into local city and county plans and are
intended to guide state actions as well:

DEVELOPMENT IS CONCENTRATED IN SUITABLE AREAS

SENSITIVE AREAS ARE PROTECTED

IN RURAL AREAS, GROWTH IS DIRECTED TO EXISTING POPULATION CENTERS AND RESOURCE AREAS ARE PROTECTED

STEWARDSHIP OF THE CHESAPEAKE BAY AND THE LAND IS A UNIVERSAL ETHIC

CONSERVATION OF RESOURCES, INCLUDING A REDUCTION IN RESOURCE CONSUMPTION, IS PRACTICED

TO ASSURE THE ACHIEVEMENT OF THESE VISIONS, ECONOMIC GROWTH IS ENCOURAGED AND REGULATORY MECHANISMS ARE STREAMLINED

FUNDING MECHANISMS ARE ADDRESSED TO ACHIEVE THESE VISIONS

Frederick City, Frederick County, and the State of Maryland all share a common interest in a compact and efficient development pattern as outlined in Frederick County's Community Concept and Maryland Visions.

To realize these visions, a high degree of coordination will be needed between jurisdictions; coordination of plans and coordination of actions, policies, and funding commitments as plans are implemented.

A high quality and desirable living environment is possible at high and medium densities called for by this concept of development. This type of development requires investment in infrastructure. The cost of providing infrastructure, however, must be shared. It cannot fall totally on growth area taxpayers, nor totally on developers. Growth area infrastructure needs to be supported by County and State governments since they also benefit from this development concept. Likewise, the decisions as to development timing and location made on a local level need to recognize the likely impacts on infrastructure, services, and facilities provided at all levels.

This plan for Frederick City calls for the efficient use of land, sensitive area protection and resource conservation and cost-effective provision of infrastructure in harmony with these visions.

COUNTY PLAN GOALS & COMMUNITY CONCEPT

The Frederick County Comprehensive Plan establishes three broad goals:

Conservation Of Our Natural Environment

A Quality Living Environment For All

A Sound, Balanced, and Diversified Economy

In support of these broad goals, the County plans establish more specific objectives and strives to guide growth in such a way as to realize the community concept of development.

The Community Concept has been the guiding principle behind Frederick County's planning and growth management efforts for many years. It identifies communities of various sizes as a focal point for growth and for public expenditures for services and facilities. This pattern of development encourages viable and well functioning communities with a "sense of place" and unique identity.

This concept helps to minimize sprawl and enables the preservation and conservation of rural open space, rural character, agricultural land, and mineral resource areas. It also enables economical and efficient use of public funds in providing needed services and facilities where appropriate.

The 1990 Frederick County Comprehensive Plan identifies Frederick City as the County Center and also a Region Center for the large and central Frederick Region. This designation reflects the City's current size and historic role as the "capital" of the county. It is anticipated that service, employment, and population growth should be directed to the city in the future in order to capitalize on its attributes and resources existing and planned. The City is intended to function as the focal point for not only governmental services and facilities but also commercial, financial, and employment development for the 20-year planning period.

Frederick County Regional Plan updates for Frederick, Adamstown, New Market, and Urbana Regions translate this concept into specific plan proposals for land use, transportation, community facilities, etc. A large growth area is identified on the Frederick and Adamstown plans, a growth limit line is delineated. Frederick City lies within this growth area and in many ways City growth, City services, and City
facilities will be implementing overall County plans for these regions.

CITY DEVELOPMENT CONCEPTS

This plan aims to preserve and enhance Frederick's essential characteristics and to adequately prepare for a future in which there will be pressure for growth and change. Frederick City's essential characteristics, particularly its role as the County center, will influence Frederick's future. The following statements about what Frederick is are carried forward in subsequent plan goals, objectives and policies concerning what Frederick **should be**.

Frederick is an urban place, a place of human activity and interaction. It has been so since colonial times and has grown and changed over the years in response to changes in our society.

Frederick's past development provides us with unique and valued historic resources in the original historic central part of the city and a number of neighborhoods providing a variety of housing options as well as areas for commerce, industry, and recreation.

Frederick is a marketplace of importance to the region and a desirable location for a variety of employers because of its location within the region, access, labor force, support infrastructure, and other advantages.

Frederick is the seat of government, the location for county governmental offices. It is also a focal point for state offices and services for the central part of the state. Governmental offices are generally located in the central business district, adding to the economic vitality of the downtown.

Frederick is the home of Ft. Detrick, A U.S. Army installation and several Defense Department medical and communications facilities. The National Institutes of Health's National Cancer Institute is a major tenant of Ft. Detrick. The fort is a major employer in the region and residential community as well.

Frederick is a transportation hub, a point where interstate and state primary highways to all principle compass points converge. The city has rail transport available and also an active general aviation airport of importance to the entire County.

Frederick is a place of natural beauty and a high quality of life. Surrounding areas of woodland along the Catoctin Ridge and open farmland give definition to the city and provide a rural fringe which is both attractive and beneficial to the city environment.

GENERAL APPROACH TO KEY PLANNING ISSUES

Several key planning issues are taken up in this plan. Recommendations to address them vary with each subject. But there is a general approach which unites them and which is a reflection of the visions and planning philosophy of the State, County, and City. The following is a brief statement of the overall approach to these key issues expressed throughout this document.

Meeting Future Needs: A fundamental premise of this plan is that Frederick City is a focal point for growth in a vital and expanding county and metropolitan region. By 2020 there is expected to be over 36,000 additional City residents. The Frederick Planning Region, including City, is expected to approach 106,000 by the Year 2020. These new residents will need housing, areas to shop, work and areas for recreation and infrastructures, etc.

The planned land use map and development policies (Chapter 5) provide a starting point for anticipating and taking the steps necessary to accommodate this future growth in an orderly, planned manner. Infill development and redevelopment will accommodate some. Conversion of vacant land for new development will account for a majority of the region's growth as in the past.

The planned land use map, if fully developed, could accommodate many more houses, people, jobs, business establishments, than the minimum needed based on forecasted population. The map reflects a pattern and intensity of use seen as desirable and appropriate considering many factors, not just forecasted needs. Planning for more than the minimum enables diversity, choice, and a market with downward pressure on prices.

Infrastructure, roads, sewer and water, community facilities must be planned to meet the needs of this growing area. The "Master Plans" for these are intended to accommodate buildout of the future land use plan. The forecasts of household or population growth in the next five, ten, or even twenty years is important when programming and phasing of improvements to manage growth. The planned land use proposals, however, are principal considerations in reserving right of way, setting aside sites and securing linear open space which, over time, will provide a network citywide.

Managing Growth/Achieving Concurrence: The essence of growth management is balance. There needs to be a balance between the pace of development and redevelopment and the infrastructure and services necessary to support it. There is a need to find a balance between what is rightfully a developer responsibility to provide for new demands and what is rightfully a general public responsibility to support, sustain, and improve the community as a whole.

There is also a need to find a balance among the mix of residential, institutional, commercial, industrial, and employment uses that achieves a balanced local economy. Economic balance is necessary to generate adequate tax revenues to fund the services that are needed.

Recognizing that Frederick is within a planned growth area, it is important for local, county, and state officials to target infrastructure investment here. As part of an ongoing process, government should monitor development approvals and trends and strive to keep ahead of demand with general public improvements to expand sewer and water treatment plants, provide trunk lines where needed, upgrade roads, new schools, parks, etc. where called for.

It is also necessary to use the regulatory powers of the City and County to keep development from outpacing facilities and in providing upgrades where needed. In the City there are few areas intentionally given a holding zone. Zoning generally reflects planned land use. Consequently, the process of development review, more so than comprehensive zoning adjustments, provides a mechanism for ensuring concurrence and addressing the scope of developer improvements.

The extent of developer exactions has always been a difficult question. As a general rule, the City seeks to have those who develop property bring all roads up to minimum standards as called for by the Master Highway Plan, to oversize lines for the ultimate need for the area as called for by the Sewer and Water Master Plan just as someone else oversized to accommodate their particular project. Exactions for neighborhood parks and the planned greenway (linear park along Monocacy and its tributaries) are anticipated. There are properties where offsite developer improvements may be required to accommodate growth where facilities are simply not adequate and where a public improvement is not programmed. Frederick City, like all communities, must strive to find the proper balance between needed exactions and impermissible taking of property without compensation.

Balancing Growth and Sensitive Area Protection: Much of Frederick City developed in the floodplain of Carroll Creek and employed development patterns and techniques such as grid streets, piped storm drains, etc. that today are not recommended practice from an environmental point of view.

Many of these neighborhoods and Baker Park are now very desirable areas of town. That is not to say that future development should take place without proper storm water management, flood protection, stream buffers, habitat protection, etc. However, it is a recognition that there are areas of Frederick which have an urban character and where sensitive areas are absent or have lost their primary purpose for protection.

There are also undeveloped areas of the City where growth is planned, where infrastructure needs to be used efficiently, and where there will be many demands for the land not suitable for building. Recreational use of forest and floodplain can coexist with natural resource protection measures.

As a general rule, the best approach to natural resource protection within a growth area is to have in place flexible regulations and allow for innovative design that removes the economic disincentive that may come from protection.

Improving and Enhancing Our Community: In addition to change brought about by growth, there will be change that will occur simply with the passage of time. Structures and facilities will age and need to be renovated. Neighborhood demographics will change as will lifestyles and community needs. Although it is difficult to assess and respond to this type of change, it is nonetheless an important part of this plan. Every effort has been made to consider established areas and neighborhood enhancement as well as the needs for growth and City expansion.

The recommendations for redevelopment of downtown areas have been closely coordinated with the more focused development plans, most recently, the Carroll Creek Park Master Plan. Many of the recommended policies and actions purposefully address more than just development issues but touch upon retaining the many positive aspects of the city and taking steps to improve problems where they exist. The City needs to continue to fund preventive maintenance of infrastructure, to work on congestion and parking problems, to improve undeveloped dedicated parks, to strengthen and enforce codes and ordinances that preserve neighborhood quality.

Many efforts that contribute to Frederick's quality of life are the work of dedicated volunteers and private organizations, often with City assistance and coordination. Many examples exist and are referenced throughout this plan. As a general rule, these partnerships should continue and be an important mechanism for enhancement of the City.

Interjurisdictional Coordination: Throughout this document there are two reoccurring statements: "Frederick City cannot plan in isolation and many of the actions and policies which will shape Frederick's future and implement this plan are actions taken by other levels of government." Recognizing these facts, every effort has been made to closely coordinate broad planning philosophy and specific plan proposals such as land use, road alignments and community facilities, with Frederick County. Monitoring of other jurisdiction's plans and actions must be part of an ongoing planning process.

There are many areas where interjurisdictional coordination issues will arise. The appropriate role of the City will differ depending on the specific issue. Generally in land use and annexation, the City will play a lead role with careful coordination with Frederick County. In the provision of infrastructure, sewer, water, there are generally established "service areas." In transportation the City's role may also vary. There are clearly facilities shown on the City plan such as interstate interchanges, that are beyond the scope of the City to design and construct, but which will require City action in right of way reservations and appropriate planning of adjacent land uses. Generally, Frederick City will not play a lead role in regionwide watershed studies, archaeological investigations, etc. but certainly should be an "equal partner" if such efforts are undertaken in or around the City.

4: PLAN MAPS

The Comprehensive Plan Map depicts future land use, the master highway plan and the general location of existing, and planned community facilities, i.e. schools, parks, fire and rescue stations, and sewer and water plants. Areas for Future Annexation have been depicted on a separate map and discussed in Chapter 5.

GENERAL COMMENTS: COMPREHENSIVE PLAN MAP

Future Land Use: A pattern and the intensity of use seen as desirable for Frederick's long term future is depicted on the map. It is often referred to as the 20 year land use map. It provides guidance for land use regulation and suggests the appropriate level of infrastructure. When consulting the map it is important to keep in mind its general nature and long term perspective.

1. The map has six broad designations: Conservation, Agricultural/Rural, Residential, Commercial, Employment and Institutional. The Residential, Commercial, and Employment designations have been further broken down to indicate the intensity or type of use planned. (See page 4-6).

2. Every effort has been made to coordinate land use proposals with the County proposals for Frederick, Adamstown, Walkersville, New Market, and Urbana Planning Regions. The City and County plan designations are generally consistent although there are differences, particularly with respect to planned intensity of use, i.e. density.

3. Many of the recommendations of the Carroll Creek Park Master Plan, December 1991, have been carried forward on the plan map there are areas of differences which are discussed in Chapter 5.

4. The designation given to larger vacant tracts, and open, undeveloped land is an indication of what is planned for an area. However, it is important to point out that this plan encourages innovative site planning, mixed dwelling type communities. As an example, the map's general recommendation for Low or Medium Density Residential may actually develop with units at a higher net density and perhaps a neighborhood commercial area within a future Planned Neighborhood Development. The Comprehensive Plan Map shows a mix of land uses in certain areas to correspond to the Master Plans for approved Planned Neighborhood Developments of Dearbought, Old Farm, Overlook, Tasker's Chance, Waterford, Whittier, and Worman's Mill.

5. In many instances, the designation given to established areas of the city reflects actual use (to the extent that that is possible using broad categories to describe diverse areas). In such cases the designation is an indication of an intent to preserve and enhance existing conditions and suggests the character appropriate for infill or redevelopment.

6. This plan recognizes that Frederick's past development must be a basic consideration in planning for its future. But there are developed areas of the City where a plan designation differs from the existing use, thereby, indicating an intent to change as opportunities present themselves.

7. The plan will serve as a guide to zoning decisions, but it is important to note that the plan is general and does not reflect the existence of nonconforming uses or small clusters of existing uses within a broadly defined area. In those cases, a site or small area may be appropriate for zoning that is different than the Plan. A decision to recognize the existence of such areas and to zone contrary to the broad plan designation may be made following a closer examination of site and neighborhood conditions in conjunction with a rezoning.

8. Frederick City is a diverse community with literally hundreds of vacant parcels and opportunities for redevelopment. There are many factors which need to be considered when planning for what is appropriate and desirable use for various sections of the City. Land use plans and regulations need to further the overall public interest and yet be fundamentally equitable to property owners. The map reflects a balancing of various criteria:

   - Projected Need: There should be an ample supply of land on the plan with appropriate zoning to allow competition in the marketplace so as to provide diversity and choice. A balance must be found between too little land and too much land devoted to various uses. The plan is long-range and may reflect a land use proposal not supported by current markets. Therefore, a balance must also be found between meeting the needs of today and reserving land for use to meet anticipated needs of the future.

   - Economical Use of Land: Adequate infrastructure is essential for a compact and efficient land use pattern. It is a manageable task, but it is costly. It requires coordination of land use and infrastructure decisions and it requires interjurisdictional cooperation. The state and county as a whole benefit from the reduction of sprawl brought about by planned, concentrated growth and so should share in those costs by focusing infrastructure to growth areas, regardless of jurisdiction. The land use map strives to create a pattern of use which utilizes infrastructure effectively.

   - Balanced Tax Base: Recognizing that market forces play a necessary and important function, we must ensure that the land use designations on the comprehensive plan map guide development toward a balanced local economy with a robust mixture of industrial and business uses that produce tax revenues. Phasing of development must also be moderated to ensure that a balance in the local economy is maintained throughout all stages of the region's growth.

- Environmentally Responsible Use of Land: The natural characteristics of land are an important determinant of appropriate use. The land use plan cannot address site specific features of parcels. The subdivision or site plan review process must be where the policies set forth in Natural Resources/Sensitive Area Protection are carried out. It is the intent of the open space designation shown on the plan map to correspond to stream buffer areas and wooded slopes.

- Capitalize on Locational Attributes: A property's location in relation to other places, other activity centers and major transportation corridors determines to a great extent what is the appropriate use and what is the best intensity of use. Access, visibility, topography, existing use, the character of surrounding uses and the degree of compatibility that can be achieved are important considerations in land use decisions.

- County Plan Coordination: In developing a land use plan map there is a need for a specific examination of the city fringe - both areas which may be annexed and areas where annexation is not anticipated. It is important to reconcile City and County land use proposals to the extent possible and avoid conflicts on either side of a City limit line. The June 1988 City-County Annexation Study Report serves as a guide in this regard.

Master Highway Plan: The functional classifications of existing and of planned new roads and highways to serve the 20 year land use recommendations provides guidance to right of way requirements and suggests the appropriate long range design and use characteristics of a facility. When consulting the Master Highway Plan map the following general characteristics should be considered:

1. The Master Highway Plan map does not indicate ownership, maintenance or construction responsibility for various links in the network. State, County, and City roads are all functionally classified in a similar way. Coordination among jurisdictions is an often repeated theme in this plan and especially important in bringing about highway plan recommendations. As the future unfolds, the coordination and programming of road construction among jurisdictions and by developers will occur with capital programs and development review.
2. Every effort has been made to coordinate the Frederick City Master Highway Plan with those of the County and State. Functional classifications on the plan are similar to those used by Frederick County, although there are differences between a City standard design and that of the County for various types of streets and roads.

3. The alignments shown are general as is appropriate for a comprehensive or master plan. More detailed engineering study of a proposed facility will generally be required to establish a specific alignment within the corridor shown on the Master Highway Plan. With more detailed study, an alignment may shift in response to topographic, environmental, historic or archaeological resource constraints. An interim improvement (two lanes) may be designed to make best use of limited funding. Right of way, and building setbacks should reflect "ultimate" needs according to Master Highway Plan designations, although in primarily developed areas this may not be practical. There are provisions in Frederick's zoning ordinance for use of established right of way in established areas.

4. The functional classification of certain existing facilities may not reflect their current design characteristics. In areas such as downtown, arterials are designated even though it is impossible to ever upgrade to theoretically ideal arterials. The functional classification is important, nonetheless. It indicates how a road is expected to be used. If reconstruction to a new facility is not practical, the classification still provides guidance for traffic management, parking policy, or other design considerations.

5. Many of the facilities shown on the Master Highway Plan will be needed as a result of the new development planned for an area and, consequently, will be built by developers in conjunction with their projects. There are also facilities and upgrades needed generally to improve network capacity, safety, and convenience, and provide continuity or "missing links." The decision as to whether a project should be a public project or is more appropriately a developer project will need to be made a part of an ongoing planning and capital programming process.

6. There are elements of this plan that are beyond the scope of City or County responsibility, specifically the Interstate and primary highway improvements and interchanges. They are shown on the map, nonetheless. The interchange symbols do not detail the specific ramp configurations proposed. Those along I70 (except for Mt. Phillip Road) are intended to denote the changes planned and under design by the Maryland Department of Transportation, State Highway Administration. A Mt. Phillip Road interchange is shown reflecting the Frederick Region Plan. Although this interchange is not in the State's program or long range plan, the preservation of right of way is still recommended. The interchange symbol at MD26 and US15 indicates a need to provide a direct ramp connection from westbound MD26 to northbound US15.

7. The scale and general nature of the Master Highway Plan map make it difficult to depict several improvements needed to address congestion or improve safety. Traffic system management measures, intersection redesign, signalization will be undertaken undertaken to implement the plan recommendations for improved mobility.

8. The Master Highway Plan is on a standard City base map that shows existing local streets and some non-public streets, alleys, and even some private drives as well. The configuration of new streets in planned growth areas is not shown on the map because neighborhood design and street layout are typically determined through the development review process.

Community Facilities: A decision as to where to locate a park or a school or where to extend utilities must be made in conjunction with the plans for other elements. The comprehensive plan map depicts the generalized location of new facilities except for planned sewer and water service areas which are depicted on separate master plan maps. The following are some general observations about the map proposals for community facilities:

1. Many of the facilities indicated on the map are provided by other levels of government and not Frederick City directly. Nonetheless, Frederick City has an important role to play in planning for and locating these facilities. There are program requirements which will dictate to some extent a facility location. Topography, land availability, access and cost are also important considerations for service providers. Consequently, the plan symbols are general and not site specific. They indicate an area where a facility is needed recognizing that as property develops, as opportunity arises, a symbol may "float" to a different location.

2. Every effort has been made to carry forward the recommendations of the various regional plans for Frederick County. The map includes Walkersville, Spring Ridge/Bartonsville area facilities. It is important to point out that Frederick City is also served by facilities beyond the map coverage area such as Lewistown Elementary School, Braddock Heights Fire Company.

3. Timing of development and community facilities is a key issue discussed in various chapters of this plan. The overall goal is concurrent provision of services with the demand for them avoiding the conditions of overcrowding or inadequate coverage as much as possible.

4. As the future unfolds, conditions will change and unanticipated problems and opportunities will arise. The recommendations for future community facilities need to be continuously evaluated in light of changing conditions. For example, the unanticipated gift of land for a park or the unplanned loss of a facility due to fire may result in change from the map, but a change not inconsistent with the plan's basic objectives and intent. As these problems and opportunities present themselves, there needs to be flexibility to respond. The plan goals, objectives, principles, and standards, as well as the map proposals, need to be considered in such cases.

CONSERVATION (C)

The C designation has been given to land along the Monocacy River floodplain and its tributaries, as well as the wooded slopes of the Catoctin Ridge and to existing neighborhood parks. The Conservation areas on the Frederick City Plan generally correspond to Conservation areas on the County's Frederick Region Plan.

The intensity of use in these areas should be limited. Floodplain disturbance should be minimized, where possible. In primarily developed areas, total avoidance of the floodplain is not practical. Development and redevelopment of reclaimed floodplain areas is, in fact, encouraged in the downtown area along Carroll Creek Park. Conservation areas afford an opportunity for low intensity recreational use that is compatible with natural resource protection.~

AGRICULTURAL/RURAL (A/R)

Te A/R designation on the map generally corresponds to areas so designated on County regional plans and fall outside of Frederick City and beyond areas where annexation is proposed.

Frederick County, Volume I, Comprehensive Plan indicates that these areas are intended to preserve and encourage active farming and other rural activities. They are areas where a high level of infrastructure should not be provided. Major residential subdivisions and non-agricultural employment development should be discouraged.

LOW DENSITY RESIDENTIAL (LDR)
MEDIUM DENSITY RESIDENTIAL (MDR)
HIGH DENSITY RESIDENTIAL (HDR)

These three designations have been given to most of the existing residential neighborhoods in and around Frederick City, except for downtown areas which have a DR designation. They have also been given to vacant land and growth areas which are appropriate for new neighborhoods.

These designations are intended to promote policies that preserve and enhance neighborhoods as desirable places to live and where property value is retained. They suggest the appropriate character for infill and desired intensity of development. Within Planned Neighborhood Developments there maybe a mix of dwelling types, but an overall gross density for the tract should be in line with the following density recommendations: **LDR** - 5 du per acre, **MDR** 5 to 12 du per acre, **HDR** 12 to 30 du per acre.

DOWNTOWN RESIDENTIAL (DR)

The DR designation has been applied to established areas of the City were much of the development predates zoning. These areas are characteristically attached houses on narrow lots. Most are single family, but many have been converted over the years to multi-family use. Generally, front yards do not exist, rear yards vary in depth block by block. Infill of a similar character and density, up to 40 du per acre is planned.

RURAL SUBDIVISION/RURAL COMMUNITY (RS/RC)

The RS/RC designation has been carried forward from the Frederick Region Plan and New Market Region Plan for Frederick County. They represent existing development within an otherwise Rural Agricultural area where only minor infill of a similar character is planned.

OFFICE, NEIGHBORHOOD COMMERCIAL (O/NC)
GENERAL COMMERCIAL (GC)
HIGHWAY SERVICE (HS)

These three designations have been applied to existing commercial areas that lie beyond the central business district of downtown and to areas where additional commercial development is desirable and appropriate. They denote areas for retail and wholesale sales and services.

For the most part, **O/NC** areas consist of small, stand alone commercial establishments or offices meeting local needs. Some are in a strip setting along high traffic corridors, some are cluster locations in older areas of the city. Most O/NC lots available for infill are small, i.e. 5 acres or less. The commercial areas in approved PND's have been given the designation.

The areas designated GC are generally larger tracts and include Frederick's existing shopping centers and larger commercial tracts, be they community or regional in their market area.

The HS designation applies to areas along major thoroughfares where services for the traveling public such as food, fuel, or lodging now exist or is likely to be required in the future.

CENTRAL BUSINESS DISTRICT (CBD)

The CBD designation has been given to the commercial core of downtown Frederick where there is a mix of retail commercial use, offices, services, and trades. The main streets of Market Street, Patrick Street have this designation as well as locations along East Street and along the Carroll Creek Park. Development and redevelopment similar to prevailing downtown is anticipated. Where possible, mixed use (commercial/residential) activity is to be encouraged. Density of up to 40 du per acre can be anticipated. Portions of the designated CBD are within Frederick's Historic District and the National Register Historic District.

OFFICE RESEARCH (O/R)
LIMITED INDUSTRIAL/TRADES (LI/T)
GENERAL INDUSTRIAL (GI)
MINERAL MINING (MM)

These four designations reflect areas for employment - office parks, manufacturing, assembly, warehousing, wholesale and distribution, trades, and certain larger scale retail uses.

The **O/R** designation is for areas where people are employed in an AAA office, research laboratory setting, or where manufacturing assembly or fabrication can take place with little or no exterior evidence or in a manner which is compatible with an office, research, employment character. Employment areas, which enjoy good visibility, good highway access are well suited for this designation.

The **LI/T** designation on the future land use map denotes areas suitable for industrial production, wholesale sales, distribution or warehousing, and activities of tradesmen where adverse impacts are relatively minor and can be adequately contained with appropriate building or site design. Outdoor storage and sale requiring outdoor display play can be anticipated. Arterial road access, but not necessarily "prime" highway access is desirable for LI/T sites.

The **GI** designation applies to areas suitable for manufacturing, processing, or bulk storage where the activity by its nature may create adverse impacts that can best be addressed on a large tract, ample separation and buffering. All industry will be expected to meet applicable state and federal noise, air pollution, etc. standards. City zoning is generally M-2. County zoning is GI.

The **MM** designation is applied to areas shown on the Frederick Region Plan, January 1992. The county MM zoning designation is established as a floating zone. All areas are outside current City limits.

INSTITUTIONAL (I)

The larger public or quasi-public institutional properties in and around the City have been identified with this designation.

It is anticipated that the institutions designated on the plan will continue to operate as they currently exist. Should they grow or expand, it should be in a manner consistent with the prevailing neighborhood land use designations. Should an institution be discontinued, the replacement use should likewise reflect the prevailing neighborhood as designated as well as characteristics of the site.

PLAN DESIGNATIONS AND COMPATIBLE ZONING DISTRICTS

The land use designations described above are not zoning districts. The description of each is more general than the specific requirements for use, density, etc. set forth in the zoning ordinance. The Plan map is drawn using more of a "broad brush" than the zoning map where each parcel or lot has a specific designation.

Since zoning is the principal tool by which plan recommendations are implemented the designations are often viewed as being equivalent to specific zoning district.

Frederick City and County zoning ordinances have several different residential, commercial, and employment zones that have been crafted to reflect the differences between the land use areas identified on the plan. The following is a list of the plan designations and zoning districts which are generally accepted as the most suitable for them.

CONSERVATION (C)

- Frederick City does not have a separate low density conservation zone similar to Frederick County's Resource Conservation District. It is not anticipated the City will annex very low density areas such as the Catoctin Mountain area and therefore will not need a "C" zoning district. Frederick City floodplain management ordinance is essentially an overlay covering all districts that regulates the development and disturbance to floodplain.

- Frederick County's RC, Resource Conservation Zone is generally applied to the Conservation areas designated on the Plan outside of the City.

RURAL/AGRICULTURAL (A/R)

- Frederick City's A-1 zone was adopted in 1992 as a holding zone for land planned ultimately for development, but for which an ultimate use zoning was premature due to the unavailability of infrastructure. A/R areas on the plan are not included in the City.
- Frederick County's A Agricultural zoning is generally applied to A/R~ areas designated on the Plan.
-

RESIDENTIAL (LDR, MDR, HDR, DR, RS/RC)

- For Frederick City and also for areas likely to annex:

Low Density Residential	R-2 or R-3 zoning
Medium Density Residential	R-3 or R-4 zoning
High Density Residential	R-5, R-6, or R-7 zoning
Downtown Residential	DR or DR-B zoning

- For Frederick County:

Low Density Residential	R-1 or R-3 zone
Medium Density Residential	R-5 or R-8 zoning
High Density Residential	R-12 or R-16 zoning
RS/RC	R-1 or VC zoning

COMMERCIAL (O/NC, GC, HS, CBD)

- For Frederick City:

Office/Neighborhood Commercial	B-1 zoning
General Commercial	B-3 zoning
Highway Service	B-3 zoning
Central Business District	DB, DB-0, DR-B

- For Frederick County:

Office/Neighborhood Commercial	LI zoning~
General Commercial	GC zoning
Highway Service	HS zoning

EMPLOYMENT (O/R, LI/T, GI, MM)

- For Frederick City:

Office/Research	M-0 or M-1 zoning
Limited Industrial/Trades	M-1 zoning
General Industrial	M-2 zoning
Mineral Mining	None in the City

- For Frederick County:

Office/Research	ORI zoning
Limited Industrial/Trades	LI zoning
General Industrial	GI zoning
Mineral Mining	MM zoning

INSTITUTIONAL (I)

- Neither Frederick City nor Frederick County have separate institutional zoning districts. The underlying zoning for various institutional uses vary depending on their nature and location.

MASTER HIGHWAY PLAN FUNCTIONAL CLASSIFICATIONS

Highways and streets provide two major functions -- access and mobility. Not all streets are designed nor intended to provide them to~ the same degree. Local streets provide access to property almost~ exclusively, but are not intended for through traffic. Freeways, on~ the other hand, move traffic efficiently but provide no access to~ property.

Most trips on a network involve a hierarchy of roads beginning and ending with access to property and involving collectors, arterials, and~ perhaps freeways/expressways in-between. As the city grows and traffic patterns change, it is essential to classify existing and planned~ facilities according to their intended function.

FREEWAYS & EXPRESSWAYS

The highways given this classification are part of a statewide primary and interstate system. They provide intercounty access, linking Frederick to other parts of the region and nation. They also provide connections between activity centers and various sectors of the city and Frederick Region.

The right of way required for these facilities is generally established by the Maryland Department of Transportation - State Highway Administration after project planning studies. For reservation or dedication purposes, 150 ft. in urban areas and 300 ft. in rural areas is the accepted standard. The design characteristics are generally grade separated, access controlled, divided highways.

MAJOR ARTERIALS

These are principle routes for collecting and carrying traffic generally corresponding to the radial network of State and County facilities serving the "hub", Frederick City. Major arterials carry high volumes of traffic. Speed and trip length are generally lower than those on the freeway network.

The right of way standards set forth in the Frederick City and Frederick County Design Manuals call for 100 ft. in rural areas, 80 ft. in urban areas. The typical design standard for a City major arterial is 48 ft. curb to curb pavement or two 24 ft. roadways separated by a median. Guidelines for separation of intersecting streets, access drives are set forth in the zoning ordinance. They range from 750 ft. to 200 ft. depending on the volume of intersecting traffic. On street parking may be restricted on higher volume arterials.

MINOR ARTERIALS

These facilities, like major arterials, collect and carry traffic within the City, and to and from the City. However, they follow corridors of lower demand or serve areas on the fringe of the City linking the spokes of the radial network.

The right of way standard in the Frederick City Design Manuals call for 80 ft. in rural areas, 70 ft. in more urban areas. Typical design in the City is a 40 ft. roadway or two, 20 ft. roadways with 16 ft. median. Similar intersection spacing guidelines as for Major Arterials apply. Parking may be restricted if volumes warrant it.

COLLECTOR STREETS

Collector roads collect and feed neighborhood traffic to arterials and provide intra-neighborhood conditions to schools, local shopping, etc. Direct lot access should be minimized. The collector is also the standard for "locals" roads in industrial parks. The map shows proposed collector links for a number of development areas. As tracts develop, additional collectors may be required to adequately manage local traffic, however. The need for additional collectors will be determined as part of the development review process.

Right of way standards in the Frederick City Design Manual for collectors is 60 ft. The typical design standard is a 36 ft. road. Zoning guidelines for intersection spacing ranges from 500 ft. to 100 ft. depending upon the volume of intersecting streets.

LOCAL STREETS

These streets provide direct access to lots and so provide a low level of mobility. Through traffic on local streets should be discouraged. In new neighborhoods local streets may be complimented by appropriately spaced collectors. The plan map does not layout the local street network for growth areas. That is a function of the neighborhood design, development review process of the City. The existing network of streets includes several which do not meet minimum local street standards. Such facilities should be brought up to minimum standard as abutting property develops unless a waiver is granted by the Mayor and Aldermen.

Local street right of way requirements set forth in the Frederick City Design Manual are 50 ft. The typical design standard includes a 32 ft. street curb to curb. In planned neighborhood developments of over 100 acres, modified right of way and design standards may be employed. Parking on local streets is generally unrestricted. Intersection and driveway spacing is set forth in guidelines in the zoning ordinance.

5: LAND USE

In preparing this plan, every effort has been made to consider the question of land use in a broad context; not just how large tracts develop, but also consider redevelopment, unique downtown issues, preservation, housing concerns, and economic development.

GOALS

A. Development, Annexation, Growth Management

It is our goal to use land in a manner which is consistent with its physical characteristics, capitalizes on locational attributes, and maximizes the compatibility among uses.

It is our goal to anticipate Frederick's future growth and plan for ample land to meet projected demands.

It is our goal to ensure maximum coordination and cooperation between Frederick City and Frederick County in land use, growth management, and annexation policy.

B. Downtown Development, Neighborhood Enhancement

It is our goal to retain and to strengthen downtown Frederick as a vital area for commerce, government, and cultural activity and as a desirable neighborhood for residents.

It is our goal to preserve and enhance the positive attributes of existing neighborhoods and to improve areas experiencing decline.

C. Historical, Archaeological, and Cultural Resource Protection

It is our goal to identify and protect historical, archaeological and cultural resources of Frederick and preserve the City's historical character with compatible new development and redevelopment.

D. Housing

It is our goal to ensure an ample supply of housing of different types, in quality living environments and price ranges to meet current and future needs.

It is our goal to assist low income households, the elderly, and disabled members of our community in meeting housing needs through the private sector and, where necessary, in cooperation with other levels of government and private social service providers.

E. Economic Development

It is our goal that Frederick's economy prosper, providing job opportunities and a balanced tax base.

A. DEVELOPMENT, ANNEXATION, GROWTH MANAGEMENT

Land Use Pattern: A basic purpose of this plan is to use land wisely and bring about a pattern of land use that is appropriate and desirable.

Frederick is a diverse community with many, often competing, needs for land. The land uses of today reflect this fact as evidenced by the many different neighborhoods, commercial areas of various size, many employment areas, institutional uses of land and even the network of parks and open spaces.

The land use recommendations on the comprehensive plan map are intended to use land and infrastructure efficiently and economically and yet retain Frederick's essential character. The map reflects careful consideration and balancing of different considerations: physical characteristics, location, access, neighborhood character, availability of services, projected needs, and public necessity.

Objective: *Bring about a compact and efficient land use pattern which uses infrastructure efficiently and which retains Frederick's character as a urban center.*

Objective: *Reduce the potential for land use conflicts with appropriate zoning, site planning, and design regulations.*

5.1 The Comprehensive Plan map will serve as a guide for zoning decisions. Zoning is the primary mechanism for implementing the plan's long-range land use proposals. A citywide adjustment to zoning will take place as one of the first implementation measures after plan adoption.

5.2 These principles and standards about desirable land use patterns and practices will serve as a guide when applying the general recommendation of the land use map to specific sites, and when developing zoning and development regulations.

*Rural/agricultural land helps to define an urban/suburban place and provide a clear distinction between "town" and "country. Agricultural areas of sufficient size and configuration should be retained around growth centers.

*Residential areas should form neighborhoods and communities with a sense of identity and individuality. A focal point such as a school, park, or small commercial/office core and a mix of density and appropriately sited dwelling types can foster this identity.

*Development and redevelopment areas should be utilized to make best use of the investment in infrastructure while recognizing impacts on other facilities and the degree to which compatibility with existing use can be achieved.

*Clustering of lots/units to provide open space for recreation, resource protection, or agricultural preservation, historical or archaeological resources protection is a way to achieve multiple objectives. Overall gross density recommendations can be realized, resource areas and aesthetic qualities can be protected.

*Areas of higher intensity use such as high density residential areas, regional or community commercial centers, employment areas, and some institutional uses will require arterial or collector road access and should be served by a road network that will not require the use of local roads for through traffic. However, an arterial or collector road does not indicate that high intensity of use along the route is necessarily appropriate or desirable. Where appropriate, R-O Residential Office is an effective planning tool where heavy vehicular traffic and adjacent land use negatively impacts the economic feasibility of residential use.

*Community and regional commercial areas should be strategically located where they are convenient to the neighborhoods which they will serve. Services for the motoring public should be provided at appropriate locations near highway interchanges.

*Employment areas should be located where distance and/or buffering can mitigate any adverse impacts on adjacent land uses and where the volumes and type of traffic which they generate can be accommodated adequately.

*Land uses which are compatible with the Frederick Municipal Airport and are not sensitive to potential noise impacts should be planned.

*Commercial and employment clusters served by interior roads and access ways are preferable to strip commercial with multiple accesses and visual clutter of signs, unbroken parking lots, etc. Areas where this type of development has occurred in the past should be encouraged to employ landscaping and other urban design techniques to improve aesthetic quality.

Meeting Future Needs: It is essential to anticipate growth and to devise a land use plan which will provide ample land for future neighborhoods, shopping areas, industrial parks as well as rural/agricultural use and open space.

Forecasts in Chapter indicate that by 2020 Frederick City's population will increase by 30110 to 76300 persons. There is an estimated need for 13000 additional dwelling units. Jobs are forecast to increase by 19550. These forecasts are just for Frederick City. Regional population is forecast to be 104600 by 2020.

The Frederick Region Plan establishes a growth limit line for the Frederick Area, basically defining the envelope for future development and areas appropriate for Rural/Agricultural use. The Frederick City Plan reflects the basic growth area/rural area distinction. However, the City plan and regional plan do, in some areas, differ as to density and use within the planned growth area.

Demand for housing will be met by the buildout of the current projects that have preliminary or final approval. As of January 1995, there were 5730 units in this inventory. If forecasted building rates occur, that inventory will be exhausted in fewer than 10 years. The land use plan must designate as residential enough land to accommodate 7300 units after buildout of the current active projects. Typical city density and an assumed unit mix of 35% low and medium, 30% high density units suggests it will take nearly 1000 acres to meet this need.

In addition to the residential needs, there will be demands for commercial space, offices and industry. Land requirements for these uses are not as directly linked to forecasted population as is the case with housing. There are regional market influences and a wide spectrum of possible land to employee ratios. Nonetheless, estimates are possible based on certain assumptions which are noted.

Forecasted regional population growth to the Year 2020 suggests a need for 576 additional commercial acres. Regional, rather than City forecasts were used to reflect the regional market of which the City is a part. A standard of 1 acre per 60 persons was applied.

To meet the employment projection of 19,500 additional jobs by the Year 2020 will require 570 acres for office employment, 325 acres for light industry, 245 acres for general industry, a total of 1140 acres. Assumptions are 70% new jobs in office/research, 20% light industry, and 10% general industry, and land/employee ratios of 1 acre/24 employees office, 1 acre/12 employees light industry and 1 acre/8 employees general industry.

An ample margin of planned land over minimum need provides for diversity, choice, and a competitive development marketplace. It is important to plan for more than the minimum.

A review of the plan map suggests at first glance that there is, indeed, ample vacant land with a residential designation to meet the need for 2020. The entire growth area includes over 8000 acres mostly low density with a potential for just over 2000 units (Frederick Region Plan, January 1992). However, not all of that land is appropriate or desirable for annexation. If a more limited area is examined (current City and likely annexation areas),the margin of available land over need is somewhat low. To address this "shortage", the appropriate solution is not to expand the growth area, but rather to encourage the compact development characteristic of the City and encourage Planned Neighborhoods with a mix of unit types. These policies are restated elsewhere in this plan.

The inventory of planned commercial land in the Frederick Region totals 1750 acres of which 941 are undeveloped (Frederick Region Plan, 1992 data). The margin of surplus (planned and vacant land to minimum estimated demand) is less than 2 to 1, which is low. However, some neighborhood demand will be met by neighborhood commercial in future PND's, which is not reflected on the plan map.

Finally, an examination of the plan map proposals for employment uses suggest that ample areas have been given employment designations to meet the estimated demands. Regional data shows 3250 acres undeveloped a margin of nearly 3 acres potentially available for each acre estimated to be needed by the year 2020.

The purpose of the above assessment has been simply to check the plan map proposals for their adequacy in meeting long term future needs. As stated in Chapter 4, there needs to be a balance found between providing ample land for future use and responding to current market demands or oversupply conditions.

Objective: *Maintain an adequate inventory of land with appropriate zoning to meet Frederick's future needs for a variety of living environments, employment areas, and commercial activities.*

Objective: *Maintain adequate infrastructure capacity such as sewer, water, and roads to accommodate future needs.*

5.3 Frederick City will continue to monitor development approvals and plan and zone for appropriate densities as the current pipeline of approvals is replenished. Periodic comprehensive zoning map adjustment following review of the Comprehensive Plan on 6 year intervals as required by the 1992 Maryland Planning Act will afford a mechanism for such adjustments. Individual rezonings based on change in the character of a neighborhood or mistake in the comprehensive rezoning may also provide for needed adjustments.

5.4 The underutilization of planned growth areas must be discouraged. Underutilization of land planned for future development on water and sewer by low density well and septic lots is a concern. Zoning established maximum densities but not minimums. Under-utilization, therefore, may occur and once it does, future extension of utilities may be precluded or excessively costly. Frederick City must rely upon Frederick County to discourage preemptive underutilization of those areas where water, sewer, and annexation are anticipated.

5.5 Frederick City will program major infrastructure improvement and monitor growth trends to ensure capacity in advance of need. The master plans for water and sewer set forth a program of expansion and upgrades to provide ample water supply and sewerage treatment capacity for projected growth. It will be necessary from time to time to fine tune these master plans and reflect most recent planned land uses. Frederick's ongoing planning process will include periodic examinations of growth trends and revisions to the utility master plans on a regular basis.

Growth Management: The land use plan and zoning are useful in addressing what land use is desired. But growth management timing development and ensuring that it is coordinated with improvements to roads, utilities, and facilities is also an important planning function.

Frederick City's compact development pattern and sewer and water availability mean that few if any properties are appropriate for a holding zone, i.e. a low density zone, not reflecting the planned future use. By zoning all property for its planned future use, the City must exercise its growth management leverage at the time of site plan or subdivision review rather than with periodic rezoning as in the County. Annexation also provides an opportunity to consider potential development impacts and service capacities and to impose appropriate conditions, if required.

Objective: *Coordinate the planning, location, and fundings of infrastructure so as to equitably provide for adequate public facilities concurrently with growth.*

5.6 Frederick City will seek to ensure that adequate public facilities are available to serve new development, and require developers to provide facilities concurrently with the impacts of their projects. Frederick's development review process affords an opportunity to evaluate a project's impact on facilities and to devise a program of improvements by a developer aimed at addressing them. It is the developer's responsibility to provide sewer and water, according to the Master Plans so as to accommodate the needs of the future not just for the lots being developed at the time. When a street is not to City standards, dedication to Master Highway Plan right of way and improvement to City standards are required. Master Highway Plan proposed new streets are also the developer's responsibility. These developer responsibilities need to be coupled with capital projects designed and constructed by City, County, and State.

5.7 Frederick City will work to secure sites for parks, schools, and other facilities and work cooperatively with other jurisdictions in planning, scheduling, and funding facilities. As property is annexed, every effort should be made to identify facilities and sites and make provisions for developer dedications.

5.8 An Adequate Public Facilities Ordinance (APFO) is a tool for achieving concurrent development and infrastructure. However, such an ordinance must be carefully evaluated if applied to Frederick City so as to not impede economic development and redevelopment efforts. The goal of providing facilities concurrently with land use change can be achieved with an appropriate balance of developer funded improvements and capital improvements by various levels of government. Capital improvements targeted to designated growth areas will further City, County, and State development objectives.

5.9 Frederick City's assessment fees and Frederick County's impact fee for schools provide a source of revenue for capital projects. Both apply to new development, collected at time of building permit. It is recommended that these fees be reviewed periodically so as to provide sufficient funds for capital upgrades needed to accommodate growth. It is further recommended that County fees collected from the Frederick Growth Area be used for facilities in that area and that City projects as well as County projects be eligible for use of these funds, especially if a road fee is established.

County Coordination/Annexation: Frederick City does not exist in isolation and cannot plan in isolation. Interjurisdictional coordination and cooperation are critical.

There is a City limit line, one side under City jurisdiction, the other under County. It is important to have compatible plans for land use on either side of this line to avoid conflicts and incompatible uses adjacent to one another. It is important for the City to look to areas which are logical and appropriate for annexation and ensure that County future land use plans and development standards are in line with long range City plans.

Objective: *Minimize potential conflicts between City and County land use through plan coordination and development referrals.*

5.10 Frederick City continues to support the following general development policy expressed by the 1988 City County Annexation Study Report: "As a general principle it is accepted that Frederick City has, and should remain in the future, the focus of future development in central Frederick County. It is preferred that this development occur within the City limits in order that a higher level of public services; such as police, recreation, trash collection, street maintenance, etc., can be provided and financially supported by new residents and businesses. Development outside the City limits which will require such services in the future should not be permitted by the County. Where such development has occurred in the past outside the City limits and where future annexation is not anticipated, such as Ballenger Creek, it is recommended further study and consideration be given to requiring residents, both commercial and residential, to pay special fees to provide such services. This can be accomplished through special taxing districts, contracting for City services outside municipal boundaries, or some other means."

5.11 Frederick City will encourage annexation not only of tracts for future development, but existing developed property, where possible, to bring about regular and logical city boundaries.

5.12 The Area of Future Annexation map in this document updates and supersedes the map on the June 1988 City County Annexation Study Report. The Comprehensive Plan Map shows today's City limit line and makes recommendations beyond those limits as well as within them. A separate map depicts areas of future annexation, but clearly the two go hand in hand. The Area of Future Annexation Map depicts the recommended areas of annexation and shows a dotted possible corporate limit line that could result from annexation of these areas.

Many factors will influence the pace and even the ultimate area of City annexation; regional growth pressure, service extensions, requirements of Maryland annexation law, mandates to serve failing well and septic areas, all may come into play. Therefore, it is difficult to predict exact city limits of the future. It is, however, possible to establish general principles to guide annexation decisions and to map out areas where annexation is logical and appropriate in light of current conditions recognizing that this area will be examined periodically.

Approximately 3250 acres are included in the areas for annexation. This is somewhat larger than the area identified in the June 1988 City/County Annexation Study Report. It is recommended that to the extent possible, Frederick County require land in these identified areas to be annexed prior to developing. It is further recommended that Frederick City plan to accept these areas, extend services and control growth which is planned in these areas.

An update of the text of that report should be undertaken by City and County officials and planning staffs. Frederick City will continue to submit plans for Frederick County review and comment pursuant to the following agreed upon Joint Policy on Development Review.

Frederick City Responsibilities: Within 30 days of receipt of requests for subdivision of land, site plans, zoning or subdivision text changes, rezonings or amendments to Master Plans or petitions for annexations, copies will be forwarded to the County for its information and comment.

Frederick County Responsibilities: Within 30 days of receipt of requests for subdivision, rezonings or site plans within one mile of the corporate limits of Frederick City, copies will be forwarded to the City for information and comment. On any draft Master Plan or revision of Master Plans affecting any areas within one (1) mile of the City corporate limits, copies will be made available at least 30 days prior to the hearing on the matter.

Joint Responsibilities: In any hearing on the above matters, the City or the County shall be afforded the right to present its opinions as a first item of public comment. Any comments received by the City or the County shall be given due consideration in its final deliberations. Any decision pertaining to rezonings, annexation, text amendments or a master plan which may be contrary to recommendations made by the City or the County shall be continued for 30 days to allow an opportunity for an official joint meeting to further discuss the concerns or recommendations previously made.

With the expiration of 30 days or at such time as the facts and circumstances have been reviewed jointly by both parties, a decision may be made by the jurisdiction which has the prime responsibility for approving the applications.

5.13 Frederick City will consider proposals set forth by Frederick County in the Frederick Region Plan, January 1992, and attempt to minimize potential conflicts to the greatest extent possible. In addition, Frederick City will strive to coordinate its future comprehensive plan updates with the Frederick Region update as outlined in the County's regional plan update process.

B. DOWNTOWN DEVELOPMENT,NEIGHBORHOOD ENHANCEMENT

Downtown Development & Infill: There are unique planning issues which arise downtown due to the many mixed use structures, uses in close proximity, existing structures suitable for a variety of possible uses and parking and traffic circulation constraints common in older, established neighborhoods.

Downtown Frederick reflects two centuries of development over several eras of technology. In recent years, downtown growth and redevelopment have been the subject of several more focused plans such as the 1971 Downtown Development Plan by Marcou, O'Leary & Associates and the 1991 Carroll Creek Park Master Plan. The City's commitment to keeping downtown a vital area is evidenced by a number of ongoing projects and programs. Explicit policies of the 1979 Plan for downtown development have, to a great extent, been carried forward over time. Generally, the focus of past downtown plans has been to increase employment, retain government services and offices, improve transportation and parking, strengthen the residential core, retain its historic setting and address problems of aging infrastructure.

The objectives of preservation of the existing historical character, ensuring design compatibility, and encouraging infill and appropriate redevelopment are not contradictory.

Objective: *Expand jobs and business establishments downtown, encourage use of existing buildings, lower vacancy rates, and encourage appropriate new construction.*

Objective: *Implement recommendations of the Carroll Creek Park Master Plan for park development and strive to bring about land use and design compatibility as property along the creek develops.*

Objective: *Expand the many cultural and civic activities downtown and encourage tourism.*

5.14 The Comprehensive Plan future land use map carries forward recommendations for downtown to accommodate residential, retail and office, industrial, institutional, and open space uses in relatively close proximity.

* Central Business District designation has been applied to the properties along Frederick's traditional main thoroughfares and to several large tracts where business use (office and retail) and mixed use structures (residential and business) of a similar character are encouraged. Generally a DB, DBO, or DRB zoning would apply.

* A Downtown Residential designation identifies established residential areas where offices - other than home occupations - and retail uses are to be discouraged. A DR zoning would generally apply although there may be small use areas (Crystal office building, for example) where a zoning reflecting the characteristics of the building and office use is appropriate. The DRB zoning designation affords the opportunity to provide for existing offices in a block and limit the transition to total office use with a limit on the number of structures which can be nonresidential.

* Employment designations (Limited Industrial & Trades and General Industrial) designations have been given to areas in close proximity to downtown where an existing industrial character exists indicating the intent to retain those uses and encourage appropriate infill and redevelopment. It is fully recognized that industrial infill and redevelopment will raise transportation and use compatibility issues which need to be addressed in the development review process with close attention paid to building design, buffering and screening.

* The Conservation designation has been given to the natural floodplain area east of Highland Street with the intent of minimizing floodplain disturbance. West of Highland to Bentz Street the Conservation designation conforms to the channelized portion of the flood control project denoting the planned park in conjunction with the flood control project. West of Bentz Street the Conservation designation corresponds to existing City park. Although the natural floodplain is greater, the pre-existing development must be recognized.

* Commercial designations (Office/Neighborhood and General Commercial) is appropriate for areas on the fringe of downtown such as at 7th & Bentz Street, along East Street beyond the historic district.

* The Institutional designation for Maryland School for the Deaf, Mt. Olivet Cemetery, public schools, Hood College, and fairgrounds is intended to recognize the present use.

5.15 There is a difference between the future land use map and the Carroll Creek Master Plan which must be noted. The Carroll Creek Master Plan adopted by the Mayor and Board of Aldermen, November 1991 establishes a vision for the design of the creekside linear park itself and includes design and use recommendations for adjacent buildings and tracts. Suggested urban design features (plazas, walkways, landscape area), infill building locations, development opportunities, public buildings, (parking decks, transportation center, a civic center) are shown on illustrative plan panels for five distinct park segments.

North of East Patrick Street to Highland Street a residential and open space neighborhood is illustrated in an area of existing light industrial use. The Carroll Creek Park Master Plan does state that there is no intent to promote removal or relocations of existing business. However, there is an opportunity for a dramatic change in character given the open nature of the tracts. The comprehensive plan land use map (Chapter 4) for this area has a Limited Industrial/Trades designation reflecting current use. As the full impact of the Carroll Creek Linear Park becomes clearer, the potential for residential use along the creek will probably become stronger. Such a trend towards mixed use in this area has merit. This area should be closely reexamined with the next update of this plan.

Development Coordination: Public, quasi-public, and private/volunteer groups all play an important role in shaping downtown's future. Although each group's focus may differ -- regulation, promotion, preservation, parking, urban design -- there is a need to coordinate activities so that ordinances, guidelines, and policy initiatives achieve common goals.

In 1986 the Frederick City zoning text and map were revised to establish "D" downtown zoning districts, i.e. DB, DR, DB-0 etc. This change to the ordinance was intended to provide the flexibility characteristic of established areas developed before zoning and to accommodate appropriate infill of a similar character. In 1994 the Mayor and Board of Aldermen approved for use new Historic District Commission Design Guidelines. They provide guidance for new construction, rehabilitation, and alteration, streetscape and public amenities.

The Carroll Creek Park Master Plan of December 1991 included an implementation strategy as well as graphic depiction of conceptual development along the Creek. The key features of this strategy are:

* Incorporate components of the Carroll Creek Park into the updated Frederick City Comprehensive Plan.

* Clarify and establish roles and responsibilities of various organizations, agencies, and commissions in development review in and around Carroll Creek Park.

* Determine and regulate land use consistent with the Carroll Creek Park.

* Develop tools, i.e. design guidelines, use policies, etc. to assure compatibility of future development with the Master Plan.

Also, Greater Frederick Development Corporation (GFDC), Tourism Council, Office of Special Events, the Chamber of Commerce and others are engaged in activity to keep downtown vital and attractive and are working with City officials and staff on many issues - parking, signage, urban design, street trees, etc.

Objective: *Achieve downtown enhancement, Carroll Creek area development, and preservation of Frederick's historic character with coordinated policies, ordinances and action.*

5.16 Frederick City will strive to ensure that zoning requirements, the guidelines of the Historic District Commission and the former Carroll Creek Commission are not contradictory and are coordinated as much as possible. There are areas of downtown where the zoning will permit bulk and height beyond those recommended by these guidelines. Conversely, the proposed Carroll Creek Park Development Requirements call for density bonuses not currently allowed by zoning. A review of the zoning text to address these differences should be undertaken recognizing that the provisions of zoning have the force of City ordinance and supersede guidelines which are advisory only.

5.17 Frederick City will review zoning and other development requirements to better implement Carroll Creek Park Master Plan recommendations. An overlay zone has been suggested as one of the steps in an implementation strategy for the Carroll Creek Park. There is a need to examine the list of permitted uses and other zoning requirements and to "fine tune" them where necessary.

5.18 Frederick City will continue to provide a coordinated review process that is as expeditious as possible. The Planning Commission's site plan review and HDC approval are required by code. The Planning Department will serve as a clearinghouse for review and comments on development plans along the creek. A check for compliance with the Carroll Creek Park Master Plan and design guidelines, if adopted, should also be a component of downtown development review process. Input from a group advising the City on Carroll Creek development needs to be factored into the review process without delaying the plan approval process. A recommended means of achieving this is for larger projects to submit a concept plan for discussion by all parties prior to a more formal "official" submission. This affords an opportunity to identify issues and address them at an early stage.

5.19 Frederick City will continue to be guided by the goals and objectives of this Comprehensive Plan and the Carroll Creek Park Master Plan in the sale and the acquisition of property. The City not only is a regulator of development of private property, it is an owner of several large tracts and its actions will directly influence downtown development. The decisions as to when to sell or develop a parcel and the specific uses envisioned are critical. The input from the Planning Commission, Historic District Commission, Greater Frederick Development Corporation, Carroll Creek development advisors should be considered as these decisions are made.

Downtown & Neighborhood Enhancement: Within Frederick there are areas/neighborhoods that are experiencing problems shared by other small to medium sized cities; commercial vacancy, aging infrastructure, neglected buildings, etc. But on the whole, these problem areas are few. Frederick's downtown and neighborhoods present tremendous opportunities such as redevelopment along Carroll Creek.

Many areas of the city are essentially built out and so not likely to see significant growth or land use change. The land use map designation, therefore, can be seen as an indication of existing character and a suggestion as to the intended character of infill or redevelopment where possible.

Many factors contribute to the perceived character of a neighborhood. Frederick, like most cities, has streets which are perceived as "on the rise" and others perceived as "in decline". To reverse decline and maintain stability and desirability for established neighborhoods regardless of the economic level of the residents, size of homes, price ranges, will require ongoing efforts, public and private.

Objective: *Improve neighborhood appearance in all aspects: structures, yards, vacant lots, and alleys.*

Objective: *Retain Frederick City's economic and ethnic diversity and encourage a heightened sense of community pride in all neighborhoods.*

5.20 Frederick City will continue to encourage the location of cultural facilities downtown and the continued volunteer efforts (festivals, parades, art displays, etc.) which contribute to downtown's image as the "heart of the city."

5.21 Frederick City's "junk car" ordinance, livability code and other applicable codes and ordinances will be enforced to create clean, safe, and healthful neighborhood conditions.

5.22 Frederick City will continue bulk trash pickup targeting areas of particular concern, and will continue to program street, utilities, sidewalk repair, street lighting and park amenities using Community Development Block Grant funding where possible.

5.23 Frederick City will strive to place overhead utility lines underground and increase the number of street trees, whenever possible.

C. HISTORICAL, ARCHAEOLOGICAL, AND CULTURAL RESOURCE PROTECTION

Preservation Planning: Plans for Frederick City's growth and redevelopment can coexist with plans for preservation and enhancement. A preservation perspective needs to be a part of long range plans and shorter range project planning decisions.

Frederick City is well known for its historic downtown and landmarks, clustered spires, Francis Scott Key monument, Barbara Fritchie and Roger Brooke Taney houses, and many more. Over the years there have been public and private activities in resource identification and protection. In a broad sense the development concept proposed for Frederick and vicinity will continue these preservation efforts. Compact, efficient growth in planned growth areas will lead to historic resource protection countywide. Planning for infill and redevelopment of established areas, particularly downtown, will lead to adaptive reuse of existing structures. Flexible zoning and regulatory techniques enable the preservation of identified resources in a designated growth area. Cluster development can be employed to protect manmade resources (historical or archaeological).

Frederick City planning department provides support for the Historic District Commission and also is involved in many other aspects of the city's growth and development. This affords a mechanism to interject preservation considerations into a variety of policies and actions.

Objective: *Identify historic, archaeological, and cultural resources citywide and increase public awareness and appreciation of them.*

Objective: *Improve the effectiveness of preservation planning and protection measures citywide.*

5.24 Frederick City will work cooperatively with state, county, and private organizations to incorporate preservation considerations, into planning and project development decisions. As large City projects affecting historic resources are planned and carried out, there needs to be close cooperation with other agencies, particularly the Maryland Historical Trust.

5.25 Frederick City will study an expanded historic district, and or additional districts within the city and landmark designations for unique properties such as farmhouses, barns, etc. Since the Frederick City Historic District was formed, the National Register District has been established and expanded. Expansion of the zoned historic district to extend the protection of HDC review of exterior alteration should be undertaken. Additional properties of historic significance throughout the city may be afforded protection with a landmark designation or as a separate district. Criteria for such a designation and a list of potential locations are needed. Once locations are identified, implementation measures to insure protection need to be incorporated into zoning and other City regulations. A combination of restrictions and preservation incentives should be utilized.

5.26 Frederick City will continue to support the ongoing efforts, primarily volunteer, to recognize and preserve Frederick's historic and cultural heritage. Activities such as the annual Ethnic Festival, Sister City programs, Bell and History Days, etc. are examples of this type of activity which should be continued with support from the Frederick City Office of Special Events. Frederick City acknowledges the valuable activities of private organizations such as the Frederick County Historical Trust, Frederick County Historical Society, Frederick Landmarks Foundation, Inc., Historic Sites Consortium, and Tourism Council of Frederick County Inc., and will solicit their advice and utilize their talent and resources where possible.

5.27 Frederick City will participate in future State, County, or private efforts to comprehensively record, document, and protect archaeological resources in the City although a lead agency role for the City is not anticipated.

5.28 Frederick County's Historic Sites Survey should be expanded to include Frederick City as well. This document identifies historic resources around the City and should be used as an initial reconnaissance resource for public and private project planning.

Also, Frederick County's Historic Context/Preservation Plan now underway should be closely coordinated with City preservation plans and programs. The City will monitor and participate in this effort.

5.29 Frederick City will continue to support activities of the Frederick Historic District Commission. The majority of the Historic District Commission's activities involve their mandated responsibility for review of exterior alteration and new construction. Other activities include the Excellence in Preservation Award, public education, inventory updating and advising City and State officials concerning National Register of Historic Places nominations. These activities should be supported with appropriate staffing and logistical support from the City.

D. HOUSING

Supply and Unit Mix: Frederick is fortunate to have variety and diversity in housing options. There are various unit types, ages, styles, neighborhood locations, and price ranges.

As the future unfolds, new neighborhoods will be the "building blocks" for Frederick's manmade environments. Over 13,000 new dwellings are forecast by the year 2020. This demand will be met primarily by the private sector land developers and home builders. The build out of approved projects will provide for fewer than half of the units forecast. Clearly, new neighborhoods will need to be developed. The land use plan provides a basic guide for the location of new residential areas. Some of this demand will also be met with infill conversion, and redevelopment.

In recent years new housing products have been developed in Frederick: back to back townhouses, small lots zero lot line, single family, fourplex, and sixplex units as well as traditional townhouse, garden apartment, and single family and duplexes. A variety of housing styles should be available so that citizens have an opportunity to choose housing they can afford.

The 1979 Plan recommended a unit mix of 20% low density, 40% medium density, 40% high density units. Actual experience (permits issued since 1980) reveals more low density units (28% of the total), fewer medium density units (29% of total) and slightly more high density units (43% of total units since 1980). The current inventory of units in major projects reflects 27% single family units, 41% townhouses, 32% multifamily units.

Objective: *Foster a real estate market where there is competition, opportunity for choice in neighborhood, and housing type.*

Objective: *Increase the total number and percent of total housing stock which is owner occupied.*

5.30 Frederick City will monitor housing approvals and growth trends in the Frederick Region and strive to maintain an ample inventory of zoned land and infrastructure capacity to enable the private sector to offer diversity and choice in housing.

5.31 Frederick City encourages continued development of Planned Neighborhood Developments where a mix of unit types, community amenities, neighborhood serving commercial can be provided.

5.32 Frederick City encourages the creation of additional housing in the downtown area through new infill development, mixed use (dwelling above shops), adaptive reuse of structure.

Housing Affordability: Households consider many factors when selecting a community or neighborhood: travel time to work, variety of unit types and amenities, community character, and lifestyle. Frederick City receives high marks on all of the above, and consequently, there is upward pressure on housing prices.

County median incomes are about the same as the state as a whole, and higher than the United States average. But housing prices (as well as land prices and commercial and industrial rents) are higher, influenced by metropolitan pressures. There are, of course, local market conditions and influences. But on the whole, job growth and high land and housing costs in the metropolitan region exert an upward pressure on Frederick's housing prices.

Another factor influencing housing cost are development policies and regulations. Frederick must ensure code compliance and also strive to assess the cost of growth to those who create additional demands. These policies do, however, often contribute to the cost of new housing.

Objective: *Increase the number of units available which are affordable, i.e., safe and sanitary and provides adequate space and requires no more than 35% of a household's gross income.*

5.33 Frederick City will work cooperatively with Frederick County in further study, revision, and review of the September 1992 Report by the Frederick City County Affordable Housing Commission for applicability of its recommendations to Frederick City.

5.34 Frederick City will continue to evaluate flexible development techniques and standards for roads, utilities, etc. and codes aimed at making development less costly and more efficient, and will strive to maintain as expeditious as possible review process for all development recognizing that there is a need to ensure code compliance.

Housing Assistance Programs: There are members of our community who need assistance in meeting their housing needs. For some, the assistance can be a temporary measure until market rate housing can be obtained. For others, such as the severely handicapped, there is an ongoing need.

Government, private nonprofit providers, and the private real estate and building community all play a role in meeting these needs. Frederick City has acted decisively in this area with establishment and support for the Frederick City Housing Authority, Department of Housing & Community Development, Community Center, and Transitional Shelter. Organizations who assist persons with special needs will frequently need to address housing for their clients. There are Federal or State programs available for meeting the most pressing needs. These programs need to be implemented in a coordinated way.

Objective: *Make efficient use of state and federal programs to meet housing needs of moderate and low income households.*

5.35 Frederick City will use the needs assessment contained in the Consolidated Plan for the Community Development Block Grant to identify, prioritize, and target housing needs so as to make the best use of federal dollars. That plan is a way to coordinate housing related programs of many different groups seeking federal grants or loans. The City may need to certify that a project is supported by the Consolidated Plan in order for a HUD funding application to be approved. City action and nonprofit groups should be guided by the needs and action plan set forth in it. The Strategic Plan in that document will be periodically reviewed to reflect community needs.

5.36 Frederick City will continue to support the efforts of private, nonprofit organizations assisting the elderly, handicapped and disabled, and the disadvantaged in their efforts to meet housing needs of their clients. The loss of tax base is a concern, however. A payment for City services in lieu of taxes should be considered, if possible.

5.37 Frederick City will continue to seek County and State and Federal support for housing programs in recognition of the broad geographic scope of the housing problem. Programs that address general community needs such as the transitional shelter should have an equally broad base of financial support.

Housing Conditions: Frederick's housing stock is relatively new, approximately 60% of total units being less than 30 years old. The older neighborhoods remain stable for the most part. But there are structures that have been neglected and which are in need of repair in various parts of the City.

Often there is little difference in the age, size, or placement of homes in areas experiencing decline and others which are stable. Neglect by landlords should be addressed by vigorous code enforcement. Owners with insufficient resources to make needed repairs should be offered incentive programs, if possible.

Objective: *Increase the number of dwellings which are renovated and improved.*

5.38 Frederick City will continue to support home improvement projects which benefit low and moderate income households through the Community Development Block Grant program.

5.39 Frederick City will continue to enforce livability and building codes to improve housing conditions and ensure safe construction.

5.40 Frederick City will seek ways to prevent displacement of renters as neighborhoods improve, especially from City-sponsored improvements in the vicinity of Carroll Creek.

5.41 Frederick City will continue to target assistance in areas of greatest need where there are concentrations of moderate and low income families.

E. ECONOMIC DEVELOPMENT

Expanding Employment: Frederick is a very desirable location for business and industry. Frederick's residents have a wide spectrum of skills and abilities. The economic base is diverse, the metropolitan market is large and expanding, and Frederick's location and major road access are quite favorable.

The Frederick area is fortunate to have a diversified economy which has not been dominated by a single industry. Ft. Detrick and the Frederick Research Center of the National Cancer Institute provide over 4300 jobs, the largest place of employment in Frederick County. The prospect for continued job growth at Ft. Detrick is good, not withstanding cutbacks elsewhere in the federal military workforce. Insurance and banking are also major components of the local economy. Manufacturing and assembly jobs include cell manufacturing, men's clothing, electronic components, and machine tool to name just a few.

Objective: *Increase employment in a variety of business sectors to maintain a balanced economy.*

Objective: *Increase the economic benefits of tourism.*

5.42 Frederick City will continue to support efforts of the Frederick County Economic and Community Development Commission (ECDC) in business and industrial recruitment and retention. Although ECDC staff is located in Winchester Hall, their efforts are focused upon economic development without respect to municipal-nonmunicipal jurisdiction. The Commission members include Frederick City business people and Frederick's mayor as an ex officio member. As the need arises, Frederick City industrial leaders and industrial park developers should utilize the resources and talents of the ECDC and staff.

5.43 Frederick City will utilize fully state programs and resources, particularly the Department of Business and Economic Development (DBED). The Community Financing Group is a program of (DBED) to assist local jurisdictions with special business-related projects which will aid the locality as well as the state. The program includes loans through the Maryland Industrial Land Act (MILA), Maryland Industrial and Commercial Redevelopment Funds (MICRF) and Community Development Block Grant for Economic Economic Development (CDBG-ED). Frederick is a Mainstreet Community. This program affords additional opportunities to use state resources in revitalization efforts which increase employment and retain businesses.

5.44 Frederick City will continue efforts to develop downtown opportunity sites, to expand job opportunities, to support the efforts of GFDC in business retention and attraction and the efforts of the Tourism Council of Frederick County to promote Frederick City.

Tax Base and Tax Equity: Business and industry typically produce net gain to local government generating more taxes and fees than demand for services. Frederick City must continue to expand this sector of the economy in order to provide a high level of services for new households and other uses.

In recent years, Frederick has grown and expanded its real property base from business and industry. This growth has also added to Frederick County's tax base, since all City property owners are also County property owners and so pay taxes to both the City and County. Consequently, there is a double tax with many services to businesses being City responsibility. The tax equity issues was a concern in 1979 and prompted recommendation for study to delineate service responsibilities and adjust tax policies accordingly. To this end, a Task Force was formed in 1981 and a formula was derived to return tax dollars collected by the County from municipal tax payers for services not provided to them by the County.

Objective: *Maintain and improve Frederick's competitive position in attracting business which will benefit the economy and expand the tax base without increasing demands for public services.*

5.45 Frederick City will continue efforts to expand the tax base via business and industrial recruitment and retention efforts. The growth in employment desired for Frederick's economic diversity should increase the tax base, whenever possible. The competitive market place may result in pressure for tax abatements for potential industrial clients. Should that occur, City and County officials will need to establish guidelines and limits to achieve long term economic benefits in tax base as well as short term gains in employment.

5.46 Frederick City will continue efforts to improve Frederick's competitive position with equitable tax policies. Frederick's many advantages include access to markets, infrastructure, roads, and other amenities. Industrial sites beyond city limits can also capitalize on many of these same features without the extra burden of city taxes. To offset this inequity, Frederick City and County need to continue to seek ways to not charge city taxpayers for County services which duplicate a city service. There needs to be a reexamination of the tax equity agreement signed in 1981 and periodic evaluation of it in the future. A phase out of the personal property tax should be examined to place Frederick City on equal footing with the County.

Economical Development Practices/Streamlining: Development review, permit and assessment fees, bonding requirements are all costs associated with development. If they become too cumbersom, or excessive, economic development efforts will suffer. Providing an economical climate for development will foster the City's economic development.

One of the seven visions of the 1992 Planning Act is streamlined regulatory mechanisms to encourage and ensure the realization of the other growth management and stewardship visions. Regulatory streamlining will facilitate the City's efforts to attract and retain businesses and industry i.e. economic development. It will also lead to more economical development in all sectors, homebuilding, remodeling, etc. with improved efficiency, reduced delays.

Objective: *Encourage economical development practices, (review procedures, infrastructure requirements, fees, bonding, etc.), to enable cost effective development in the planned growth area.*

5.47 Frederick City will periodically examine and revise, if necessary, City standards and specifications, zoning and subdivision requirements, and other codes in order to keep them effective in meeting public needs and as efficient in initial cost and ongoing maintenance cost as possible. Current efforts by the City Engineer, Department of Public Works, and Department of Permits and Code Management in examination of City standards and specifications should be continued. A similar study of other requirements, such as zoning and subdivision regulations, should also be undertaken.

5.48 Frederick City will strive to keep the development review process as streamlined as possible while ensuring a check for compliance with all applicable City requirements. Frederick City and County officials have established a special purpose task force: The Commission on Regulatory Response (CORR), which will identify and recommend key strategies for improving the regulatory and permitting process, assist the County and City in developing a staff level quick response team to help targeted businesses through the process, and assist in developing improved information on the steps and requirements of the development approval. City Planning and Permits and Code Management Department staff are working with CORR in this endeavor. Recommendations for streamlining should be developed and implemented for each jurisdiction. Periodic monitoring of the development review process and improvement, where appropriate, are recommended.

6: TRANSPORTATION

Frederick is a transportation hub where major roads converge. It is also an activity center with many neighborhoods and commercial and industrial sites. The network of roads and streets must link these neighborhoods and business centers and also provide relatively free and unhindered flow of traffic through the city.

Frederick is also served by rail. There is intercity and intracity bus service. Frederick's municipal airport is an active facility of regional importance. An understanding of the use and characteristics of all of these modes will hopefully lead to plans for a coordinated- transportation system which is efficient and effective.

GOALS

A. Streets & Highways

It is our goal to enhance Frederick's network of roads and highways to provide safe and efficient movement of both persons and goods; intracity and intercity.

It is our goal to use the streets and highway network efficiently by augmenting it with dependable public transportation, encouraging ridesharing, and providing viable alternatives such as bicycle routes and pedestrian ways.

B. Public Transportation & Other Modes

It is our goal to improve Frederick Municipal Airport, an mportant component of the state's general aviation system.

It is our goal to preserve and improve rail service for Frederick, where appropriate.

It is our goal to increase inter-jurisdictional coordination and cooperation in meeting the transportation needs of the city and region.

A. STREETS & HIGHWAYS

Expanding & Enhancing the Network: As the city grows, there is a need to expand the network of highways and streets. There is an ongoing AA need to maintain, repair, and enhance facilities citywide as well. The appropriate classification for existing and planned future roads A is shown on the Plan Map, also referred to as the Master Highway Plan.

The basic form of the current network is a system of radial roads which converge in downtown Frederick where a grid of streets exist. Long distance through-traffic was removed from downtown many years ago with the "Frederick Freeway" (US40/US15 from East Patrick Street to north of the City). Frederick's growth north and west now makes this a major route cutting through Frederick going north to southeast, rather than a ring beltway. There are a limited number of roads that go over or under I70, US15, US340, I270. The interchanges, therefore, become the "bottom of a funnel." Other barriers that must be recognized in planning for an expanded network are the Monocacy River with a limited number of crossing locations, Carroll Creek, Ft. Detrick, Frederick Municipal Airport, Genstar Quarry, and Mt. Olivet Cemetery.

Objective: *Plan for and provide road and street improvements and extensions to accommodate growth so that traffic flows through the network according to the functional classifications of facilities.*

6.1 Frederick City will use the Master Highway Plan as a guide for-decisions as to right of way, design and construction, traffic-management, and control.

- As public improvements are programmed into the Capital Improvements Program (C.I.P.), their planned use must be an important consideration. Right of way reservation or dedication should reflect the Master Highway Plan functional classification. Construction for present and near term needs with easy expansion capability for long term needs is encouraged.

- As developers extend the network to serve their projects, and as City, County, or State agencies undertake improvements, more detailed engineering analysis must be done to establish an alignment. Floodplain, wetland, soil and geology, impacts on historic resources and impacts on forest all need to be considered in a final design.

- The Master Highway Plan will provide a basis for reservation of rights of way as provided by Section 6 of Article 66B of the Annotated Code of Maryland. Plats, site plans should not be approved by the Planning Commission, nor building permits issued, which would conflict with the Master Highway Plan. Should a potential conflict arise, the City, County, or State should be given time to acquire right of way for future needs.

- The cross sections and design guidelines of the Master Highway Plan, engineering standards and specifications such as ASHTO (American Association of Highway and Transportation Officials) and MUTCD (Manual of Uniform Traffic Control Devices) will be considerations in design of improvements.

6.2 Frederick City will work cooperatively with Frederick County in developing a computer model of the regional network to aid in the planning of an appropriate balance of facilities and land use. The MINUTP model is an extension of the traffic forecasting, modeling effort of the Washington Metropolitan Council of Governments. Frederick County is the lead agency in this effort which is now underway.

6.3 Frederick City will continue to monitor traffic and will work cooperatively with other jurisdictions, where necessary, to improve signage, signalization, intersection geometry, and other problems which cause congestion and delay. The functional classifications on the Master Highway Plan will provide guidance in decisions as to entrance spacing, alignment, parking, reconstruction, etc.

The following are several of the problem areas that need to be evaluated and addressed:

- Rosemont Avenue, Baughmans Lane, Military Road
- MD180 near Butterfly Lane
- MD40A near Mt. Phillip Road
- North Market Street Extended near Routzahn's Way

Coordination With Land Development: The Master Highway Plan classification and proposed new connections support the planned land AAA use pattern for the city and surrounding planning region.

The upgrading and extension of new facilities concurrent with the impacts of development will be critical for realizing our growth management objectives. Arterials and collector roads crossing or abutting a property are to be designed and constructed to City standards by a project developer. To accommodate freeways and expressways, dedication of rights-of-way and denial of access are generally the extent of developer responsibility given the statewide nature of these facilities.

Objective: *Have network improvement occur concurrently with impacts of development.*

6.4 Frederick City will continue to require developers to provide road improvements according to Master Highway Plan recommendations in conjunction with their projects, as well as neighborhood serving collectors and local streets throughout the project.

As a general rule, existing roads that do not meet the minimum standards reflecting their functional classification should be brought up to standard as a condition of development approval for the abutting property. There are, of course, situations where this general rule will not be possible or appropriate. In such cases, a waiver will need to be granted by the Mayor and Board of Aldermen.

Rocky Springs Road from the northwest arterial (near Kemp Lane) to Yellow Springs Road is one example of an existing "county road" where upgrading may not be appropriate. An alternative collector is planned. There are environmental constraints associated with upgrading to a 32 ft. curb and gutter street. There are only a limited number of properties abutting and they can orient future development towards alternative roads and away from the existing road. In light of these considerations, a waiver to improvement to minimum local road standards would be appropriate.

A collector road parallel to old Rocky Springs Road will be provided as Whittier PND develops and should be extended to Yellow Springs Road as the property just west of Old Farm PND (Free Farm) develops. The Master Highway Plan shows this collector extending from Christopher Crossing near Kemp Lane east and then branching. One branch connects to Old Farm Drive, the other connects to Yellow Springs Pike directly.

The branch connecting directly to Yellow Springs Road is preferred. The branch connecting to Old Farm Drive should be a second option to be considered only if environmental and historic structure impacts preclude the more direct connection. Should that occur, every effort needs to be taken in design and enforcement to lessen the impacts of additional traffic onto the collector road in Old Farm.

6.5 Frederick City will strive to ensure adequate roadway capacity is available through the development review process and require developers to make offsite improvements to offset impacts when necessary. The traffic impacts of projects will be considered as part of the development review process.

Impacts of project generated traffic added to background and traffic from already approved development should be evaluated using the critical lane volume method at nearby intersections and sections. When level of service would fall to an unacceptable level, developer improvements should be required or phased approvals given to allow planned capital improvements to be made.

Highway & Street Improvement Priorities: Developer funded street and road improvements need to be augmented and complemented by public A projects to increase capacity, complete gaps in the network, and AAAA improve safety and public convenience.

As the future unfolds there will be a need for new and upgraded facilities to provide expanded capacity, improved safety and convenience and network continuity. Many of these needs are not directly related to land use change, but rather are public improvement projects aimed at addressing a general growth in vehicle miles of travel, design problems, and missing connections in the overall system.

The State of Maryland's Consolidated Transportation Program, Frederick County and Frederick City Capital Improvements Programs are how these projects are prioritized and funded.

Objective: *Continue to improve the highway and street network, reduce congestion and address safety problem areas with new facilities and transportation system management measures.*

6.6 The following priority is recommended:

Short Term 1994 to 2000

- East Street Extension. I70 to East Patrick Street
- I70 Interchange and Other Improvements
- Shookstown Road/Montevue Lane Upgrade - Rosemont to Willowdale
- Rosemont Avenue Reconstruction - Wilson Place to City Limits
- Patrick Street Reconstruction
- McCain Drive Extension to Key Parkway
- Trading Lane Extension to US15
- Eastern Arterial from MD 26 to Walser Drive Extended/South Street

Intermediate 2000-2005

- Airport Drive East - Extension
- Shookstown Road Upgrade - Willowdale to Old Camp Road Extended
- Monocacy Boulevard - South Street to Hughes Ford Road
- East 7th Street Extension - Gas House Pike to East Street
- Pine Avenue - Patrick Street to East 7th Street Extended
- Highland Street Extension - Monroe Avenue to Monocacy Boulevard
- South Street Upgrade - Franklin Street to Reichs Ford Road
- East Street - Patrick Street to North Market Street Upgrade
- MD 26 WestBound to US15 NorthBound - Ramp
- Western Arterial - Old Camp Road to US15 North

Long Term 2005 & Beyond

- Mt. Phillip Road - Align opposite Old Camp Road near US40A
- Butterfly Lane - Upgrade
- Gas House Pike - Upgrade

Inter-jurisdictional Coordination: Many trips through the network will involve facilities of City, County, and State. For most travelers the distinction is not important as long as the trip flows smoothly. For officials who must plan, program, coordinate, and fund the various segments, the distinction is quite important.

Frederick City is currently monitoring the plans and projects of other jurisdictions such as I70 improvements by the Maryland Department of Transportation State Highway Administration and New Design Road upgrade now under design by Frederick County. It is important for City planning staff and officials to work cooperatively with other jurisdictions into the future.

Objective: *Maximize the coordination among all jurisdictions who plan, design, and maintain the various segments of the road and highway network serving Frederick.*

6.7 Frederick City will continue to work cooperatively with other levels of government as roads and highways are planned and implemented. County and State projects that will tie into and complement City projects should be requested as part of the overall C.I.P. process.

6.8 Frederick City will strive to coordinate its projects, both public and developer built, with other jurisdictions through the referral of plans which may impact state or county facilities.

6.9 Frederick City Master Highway Plan reflects and supports the proposals of the Frederick County Regional Plans and State Highway Administration projects under project planning or design, specifically I70 ramp improvements and widening, East Street extension, MD26 dualization.

6.10 Frederick City and County should undertake alignment studies of several arterials shown on both jurisdiction's Master Highway Plan. Of particular need, is a study of the northwestern circumferential arterial.

6.11 Frederick City and County should work cooperatively to agree upon compatible design standards for roads that are partially within each jurisdiction, such as Butterfly Lane and Christopher Crossing, and for County roads that cross the City line perpendicularly, such as Yellow Springs Road and Gas House Pike. The City will encourage County C.I.P. projects to upgrade roads such as Opossumtown Pike, prior to annexation.

Pedestrian Circulation: One of Frederick's many assets is the pedestrian oriented downtown core and fringe area neighborhoods. But Frederick also has areas which are more suburban, automobile oriented where walking is not pleasurable, nor safe.

Many of Frederick's residential areas are indeed accessible via sidewalks or in several newer planned developments, a network of paths. Most commercial and industrial districts are also pedestrian accessible although there are, unfortunately, several high traffic areas where sidewalks have not been provided. Baker Park and Carroll Creek Park provide a linear pedestrian way that provides a pleasant alternative to the sidewalk system.

Objective: *Strive to improve pedestrian facilities along City streets and throughout the planned open space network.*

6.12 Frederick City will continue current policy of requiring sidewalks in conjunction with all new street construction. The development review process provides an opportunity to improve and extend the pedestrian network which is established in most areas of the city. Of course, there are some unique developments or locations where an exception may be called for. In such cases, the Mayor and Board of Aldermen may grant a waiver of sidewalk installation following a recommendation from the Planning Commission.

6.13 Frederick City will require compliance with the Maryland Building Code for the Handicapped and Americans with Disabilities Act and will seek to systematically improve sidewalks and crosswalks citywide.

6.14 Frederick City will strive to coordinate pedestrian ways - traditional sidewalks, onsite walkways, park paths, etc. to make walking a viable alternative to the automobile and a safe mode of transportation.

Bicycle Routes: Across the nation and the State of Maryland there is an increasing appreciation for bicycling as an integral part of multi-modal transportation planning.

A network of designated bicycle routes, both on the streets and in separate rights of way, and convenient storage facilities at destinations will help to provide a much-needed alternative to the automobile for everyday travel. Such a network will also be a recreational asset and will compliment the planned greenway, linear park along the Monocacy and its tributaries in certain locations.

Objective: *Increase bicycle usage and thereby decrease automobile trips for everyday activities (commuting, shopping, etc.) and expand opportunities for recreational cycling also.*

6.15 Frederick City will prepare a Bikeway Plan working cooperatively with Frederick County and the State Highway Administration. Such a plan should address long range needs and shorter term implementation issues.

- A long range network that links various activity centers in the City and provides access to more rural areas around the City needs to be identified. Since heavily traveled streets provide a potential for bicycle/automobile conflicts, this network will quite likely identify bicycle routes other than arterials as shown on the Master Highway Plan.

- Standards for separate bike or hiker/biker trails, for dedicated bike lanes or designated bike routes need to be adopted by the City. Design characteristics such as width, clearances, crossings, signs, lane marking, grate design, etc. should be coordinated with other jurisdictions where possible.

- The appropriate standard for various links of the long range network need to be evaluated and implemented with capital projects or in conjunction with street upgrades. The ongoing Monocacy Greenway Study provides an opportunity to plan for certain segments along the river.

- It is important to recognize that any linear network will evolve over time and there may be temporary gaps or alternative routes may be needed if the long term solution is not now feasible. A short term action plan to provide as much of the ultimate network should be a part of the Bikeway Plan.

- Appropriate tools to secure right of way and provide for bicycle facilities as property develops need to be incorporated into the City's zoning ordinance and other regulations.

Parking: The pre-eminent role of the automobile in our lives suggests that parking will be a key planning issue for years to come. Downtown, fringe area neighborhoods and new development present difficult parking issues.

Much of Frederick was developed before the automobile became a ubiquitous part of our lives. In downtown Frederick, there are limited opportunities to provide onsite parking because of small lots and a few gaps in the streetscape. There are both needs for long term parking for residents and employees, and short term needs of shoppers and visitors which must be met. The location, supply, and appropriate mix of short term/long term and loading zones is a frequent topic of discussion by city officials. Beyond downtown there are also areas where parking problems have emerged as properties have developed and neighborhoods have changed. Providing adequately for the automobile and yet creating a high-quality environment for living, shopping, working, etc. is an ongoing challenge.

Objective: *Increase parking opportunities as land develops and address current problem areas as well.*

6.16 Except in downtown areas where onsite parking is not feasible and public parking lots and decks have traditionally been provided, onsite parking is a requirement for all new development. Frederick City will seek to maintain adequate parking standards in its zoning ordinance. A review of parking standards for both the number of spaces needed for a specified use and lot design standards (aisle width, space dimension, landscaping, etc.) should be undertaken periodically.

6.17 Frederick City will continue to monitor downtown parking needs and problems and will seek to expand the parking supply for business, residents, and visitors. Ideally, public parking should be self-supporting. The focus of the City's efforts should not be only on new parking garages, although new garages are planned along Carroll Creek. There are many opportunities to expand the supply with smaller surface lots, alley extensions to provide access to lots and other means. Frederick City should play a role as facilitator for neighborhood, merchant groups, etc. who may wish to undertake such efforts.

B. PUBLIC TRANSPORTATION & OTHER MODES

InterCity/Commuter Transportation: Notwithstanding job growth locally, it is a fact that ever increasing numbers of Frederick residents commute to jobs elsewhere. 1990 Census data shows that nearly 90% of the journeys to work are by car, truck, or van.

The projected growth in Frederick's population does not have to be accompanied by increases in vehicle miles of travel (VMT) characteristic of the past. There are many good reasons to reduce VMT. Efficient use of highway construction dollars and meeting mandated air quality standards are the main ones. There are also many good techniques: convenient and reliable public transportation, carpool/vanpool programs and incentives, bicycle and pedestrian routes, fees for parking, home occupations, and telecommuting. Some are clearly not a local decision. Others can be implemented, in part, at a local level.

Objective: *Decrease the number of single occupancy vehicles especially on the primary inter-city connections of I270 and I70.*

Objective: *Increase ridership on MARC and commuter buses and assist in all ways possible the extension of MARC to Frederick.*

6.18 Frederick City will work cooperatively with the State of Maryland Mass Transit Administration in planning, design, and implementation of the extension of MARC service to Frederick. Currently, planning and preliminary engineering study is underway for a downtown station near Carroll Creek & East Street extended and a second suburban station site off of MD355 near I270 Technology Park.

6.19 The transit easement shown on the Frederick County January 1992 Frederick Region Plan Update and recommended by the Frederick County/Montgomery County Transit Easement Study of 1991, should be protected. The alignment follows I270 west of the Monocacy, near MD 85 goes northeast south of Genstar Quarry to the existing rail line near Reichs Ford Road and proceeds into Frederick's planned transportation center. This corridor will provide the opportunity for direct transit service to the Montgomery County Washington D.C. job market.

6.20 Frederick will work cooperatively with State and County departments to expand carpool/vanpool matching programs, subscription bus service, provision of carpool lots, and other similar programs. However, a lead role by the City in such efforts is not anticipated. Frederick City will continue to employ land use policies such as mixed use developments and other measures such as home occupations that will lead to reduced commuting.

County Transit Services: The fixed route City buses provide an alternative to the automobile for those who live, work, or shop in the greater Frederick area. For many who do not drive, it is a vital transportation service.

An update of Frederick County's Transit Development Plan and Program initiated in late 1991 included an assessment of the feasibility of consolidating City and County services, responding to the need for paratransit service to complement Frederick's fixed route service pursuant to the American with Disabilities Act. The update recommends consolidation under the Frederick County Department of Citizen Services with Frederick City continuing in funding and in making policy decisions for the "new" system. In July 1993 this consolidation took place.

Objective: *Expand and improve Frederick Transit and Transerve, as outlined in the Frederick County Transportation Development Plan.*

6.21 State and County efforts to coordinate the transportation services provided by private nonprofit organizations are supported. To the extent possible, expanded demand responsive service should be provided by private services on a contract or voucher basis.

6.22 Frederick City will work cooperatively with Frederick County in future updates of the Public Transportation Development Plan and Program.

Maintaining Rail Freight Service Potential: Although today there are relatively few industries in Frederick that ship or receive by rail, the potential for rail service is an asset that should be preserved.

Historically, rail service to industry and business has been a private market function. However, in the past two decades, state and sometimes local governments have been asked to play a role to keep lines in service and ensure right-of-way preservation. Until the early 1970's Frederick was served by two railroads, Penn Central from the north and B & O from the south. After Penn Central's bankruptcy and the 1972 Monocacy Trestle washout, the State Railroad Administration (now MTA) took action to secure right-of-way and continue service from the south with an operating agreement with the CSX railroad.

Objective: *Retain rail freight service potential for industrial properties in Frederick and protect rail corridors for future use.*

6.23 Frederick City will continue to support state efforts to provide rail service from Frederick junction to south of Carroll Creek.

6.24 Frederick City will monitor the State and Maryland Midland Railroad's effort to restore the Monocacy River crossing to enable rail service from the north. The restoration of service from the north will make shipment by rail an option for industrial sites in Frederick City. The potential to provide excursion trains to downtown is another possible benefit. However, the potential for rail/auto conflicts on MD 26 and on East Street are concerns which will need to be addressed before through rail service is re-established.

Airport Improvement & Expansion: Frederick City's municipal airport has long been recognized as an asset to the City, County, and region. A In recent years, the City has made a number of improvements and currently is working with State and federal aviation officials to plan and program additional enhancements.

The 1977 Master Plan for Frederick Municipal Airport makes several recommendations which have been partially implemented. Most significant are a new crosswind runway and additional taxiway and tiedown areas. Instrument landing and navigational improvements are not visible to the general public but are very important improvements to airport use. Future improvement should build upon this foundation, recognizing the airport's topographic and land use context. In its present location the airport has represented an existing use since 1941. It represents an investment in excess of 50 million dollars. Every effort should be made to improve and expand its use.

Objective: *Improve Frederick Municipal Airport as outlined in the Airport Master Plan.*

6.25 Frederick City is currently updating the Airport Master Plan in conformance with FAA regulations to identify and prioritize improvements and enhancements to the airport which are appropriate for its setting.

Recommended short term improvements at Frederick Municipal Airport are:

1. Rehabilitation of pavement - runway 1-19, taxiways, & parking
2. New apron and tie down areas & T-hangers
3. New taxiways parallel to runway
4. Perimeter fencing
5. Navigational aids & lights
6. Extension of Airport Drive East
7. Land and easement acquisition to remove obstructions
8. New central fuel farm area

The longer term program of airport improvements will be determined as the Master Plan is updated. The constraints of existing and planned land use on and surrounding the airport will have to be considered in what is ultimately appropriate and possible in the way of airport growth, expansion, reorientation of runways, etc.

Airport/Land Use Compatibility: Noise impacts and safety are important considerations when developing plans for appropriate land use in the vicinity of the airport.

The Airport Master Plan update will provide recommendations for appropriate airport improvements recognizing existing and planned land use constraints and will recommend land use guidelines aimed at protecting the airport from incompatible uses.

Objective: *Plan for and bring about compatible land uses around the airport so as to minimize the potential for conflict as airport use increases and land in the vicinity develops.*

6.26 Frederick City will plan for appropriate use of land and will strive to coordinate Frederick County regional plans with airport operations, relying upon the guidelines set forth in the Airport Master Plan and other impact assessment reports. The City will make every effort to advise the appropriate County agencies of encroachment areas that should be recognized in order to protect this valuable asset.

7: COMMUNITY SERVICES AND FACILITIES

Many different community services and facilities must be planned along with city growth and redevelopment: sewer and water, parks, schools, police and fire service, general governmental buildings and solid waste disposal. Each of the facilities addressed in this element has unique characteristics. Many are provided on a countywide basis and some are provided by private or quasi-public organizations and not directly by City or County. All have program requirements and specific criteria which must be considered in developing plans for expansion relocation, or other changes in facilities.

GOALS

A. Sewer and Water

It is our goal to maintain and to improve public water and sewer systems to meet current needs and future demands in a cost effective manner.

It is our goal to use water and sewer systems for growth management, to guide planned growth, and to promote redevelopment in the City.

B. Open Space and Parks

It is our goal to extend an open space greenway along the Monocacy and its larger tributaries.

It is our goal to maintain and improve the City's park system for both passive and active recreation, to address the needs and interests of all segments of the community.

C. Community Facilities

It is our goal to anticipate the need for community facilities in the future and to see that those facilities are provided in a cost-effective manner when and where they are needed.

It is our goal to work cooperatively with other jurisdictions in the provision of all community facilities.

A. SEWER & WATER

System Preservation & Upgrading: Frederick's sewer and water systems are made up of new and old facilities. They need to be continuously maintained and improved.

It is a fact that facilities will age and need repair and replacement. The water and sewer system consists of miles of lines, treatment facilities and pumping stations which have evolved over time as the City has grown. In planning for these systems, the needs for modernization and upgrading of existing facilities are also important as are the needs for growth and expansion. In recent years Frederick City has received awards for the design of new water storage tanks reflecting an interest in both aesthetic and functional considerations. This effort will be continued.

Objective: *Identify problem areas, anticipate future needs, and systematically improve the systems so as to avoid diminished levels of service.*

Objective: *Meet all applicable water quality standards consistently and maintain appropriate residual pressure and storage to meet fire flow requirements.*

7.1 Frederick City should continue phased water and sewer system upgrades as outlined by the water and sewer master plans. The Whitman Requardt and Associates, Water Master Plan Update of 1992 provides guidance for projects to be included in the C.I.P. and for developer improvements. Many of the short-range needs have been addressed or are under design and are to be constructed soon. The city has included funding in out years of the C.I.P. to carry on this important program. The Rummel, Klepper, and Kahl, Sewer Master Plan of 1986 likewise describes sewer line and pumping station improvements to meet demands of new growth and to address deficiencies. This plan provides guidance for engineering decisions and for ongoing maintenance repair. An update and a program of C.I.P. improvements to address priority needs are recommended following adoption of this comprehensive plan.

7.2 Frederick City will continue to encourage water conservation and will continue efforts to reduce inflow and infiltration (I&I) of ground water through cracked pipes or other means into the sanitary sewers. If water consumption rates can be reduced, Frederick's projected growth can be accommodated and the dates for supply and treatment improvements can perhaps be pushed back. Actions recommended in this regard are continued requirements for low flow fixtures in new construction, education and assistance to citizens in use of low water use fixtures, and improved metering to charge accurately for water consumed.

The need to control I & I is critical because Frederick City's plant has been assigned a maximum flow as a permit parameter by the Maryland Department of the Environment. This was done in 1991 when the capacity was increased from 7 to 8 MGD. In 1991, Frederick City also enacted a $300 per tap surcharge to address the problem of excessive I & I. There have been repairs made to the manholes and certain line segments. These measures are ongoing.

7.3 Frederick City will continue to take steps to improve sewerage and water plant operations to meet Maryland Department of the Environment requirements, will rigorously enforce the industrial pretreatment ordinance, and will seek technical and financial assistance from state and federal agencies for all mandated system improvements. Frederick City is treating the public water with zinc orthophosphate to lower and control the amount of lead in the water pursuant to a federal mandate. Currently, the State of Maryland is developing tributary strategies for nutrient reduction. Frederick City should monitor the State strategy and utilize available grants and technical assistance programs to meet mandated targets for nutrient removal.

Projected Needs: Both Frederick City Water & Sewer Master Plans and the Frederick County Master Water and Sewerage Plan include a long term forecast of need based on land use buildout to ensure that adequate provisions are made for dependable water supply and treated effluent discharge.

Frederick City's current peak day water demand is approximately 7.6 MGPD. Long range, Year 2040, forecast call for peak day demands approaching 18 MGPD for an expanded city. Frederick's current sources can provide for the demand with plant upgrades and additional appropriation permits from the State of Maryland. Additional supply is available from the Potomac River where Frederick County has a 2 MGPD appropriation permit for public water and withdrawal treatment facilities, however, application has been made for an increase to 13 MGPD. Both City and County plans call for cooperative efforts to utilize the Potomac to meet long range needs.

Sewer treatment needs are not quite the same as water demand because there are some City areas served by County sewer interceptor lines. City and County are working cooperatively in addressing regional sewerage needs as outlined in the report Monocacy River Wastewater Treatment Alternatives Study, September 1987. Essentially, the assimilative capacity of the Monocacy River will cap discharges of Frederick City's Wastewater Treatment Plant and Frederick County's Wastewater Treatment Plant at approximately 18 MGPD. For longer term needs, an outfall in the Potomac River is anticipated. City and County ongoing efforts to "share" limited capacity include joint funding of a new interceptor and Ballenger Plant expansion. Cooperation in future long range improvements is also anticipated.

Objective: Coordinate water and sewer improvements with long range land use recommendations set forth in this plan.

7.4 Frederick City will continue ongoing efforts with Frederick County to upgrade the Ballenger Creek Wastewater Treatment Plant to 6 MGPD so as to provide treatment capacity in advance of need. This effort is a key component of the Alternative III solution to the problem of limited assimilative capacity in the Monocacy River as outlined in the 1987 Monocacy River Wastewater Treatment Alternatives Study.

7.5 Frederick City will expand water treatment facilities as outlined in the Water Master Plan and work cooperatively with Frederick County to utilize the Potomac River as a long range (year 2020) water source. Both City and County master plans anticipate utilization of the Potomac for long term needs for Frederick City and Frederick Region.

7.6 Frederick City will update and keep current sewer and water master plans to reflect the land use recommendations of the Comprehensive Plan so that there is adequate capacity in supply of water, treatment of effluent and so that lines are sized appropriately to accommodate planned growth and redevelopment within the current city limits and in certain areas beyond the City where City growth is planned. Recent changes such as the Monocacy Interceptor and expanded water service by the County need to be included in the next updates.

Jurisdictional Coordination: The key issues with respect to service extension in and around Frederick are questions of timing and coordination, i.e. providing adequate capacity and service in conjunction with land use change and other facilities and questions of jurisdiction, i.e. annexation of growth areas and coordination of facilities with Frederick County.

The Frederick area is a designated growth area for Frederick County and an area where extension of existing water and sewer service is anticipated to service much of the future growth limit area designated on the regional plan map. In Frederick City there are virtually no properties which develop without water and sewer service. Therefore, the objective of directing growth to areas where services are or can be made available is practiced.

Objective: *Use the future growth limit line and development areas shown on the Frederick Region Plan Update and the natural sewer basins of current systems to guide water and sewer facilities.*

Objective: *Coordinate sewer and water service with Frederick County and the State of Maryland.*

7.7 Frederick City will continue to work cooperatively with Frederick County and Ft. Detrick in meeting water and sewer needs. Frederick City and County and Ft. Detrick have cooperated in sharing water when necessary for many years. If a facility is out of service for repair or expansion, its production can be partially made up by agreement with other jurisdictions. As Frederick County implements recommendations of the Boyle Engineering Company Regional Master Water Distribution Plan and expands the Lake Linganore Treatment Plant, Frederick City will seek to reach agreement concerning maximum day and average flows between systems.

7.8 Frederick City will continue to work cooperatively with county and state agencies in planning and prioritization of sewer and water improvements as part of the Frederick County Water and Sewer Master Plan annual amendments. This plan is required by state law. It identifies areas of existing service and planned service. A sewer and water classification change must be approved by the County Commissioners prior to a public or private expansion of service.

7.9 Frederick City will require annexation as a condition of sewer or water extension whenever possible. Areas beyond current city limits which are planned for development and which can be served by extension of City utilities should be annexed. Pre-emptive low density development will make future utility service costly and should be discouraged with an appropriate County zoning if annexation is not feasible. The extension of City utilities to address problem areas of failing septic or contaminated wells, may on occasion, be required. In such cases, the City should work cooperatively with State and County officials and property owners to provide service if feasible and require assurances of annexation in the future as a condition of service extension.

Sewer and Water Financing: Compact and efficient development requires infrastructure. Financing of infrastructure is a critical component to realizing the general plan goals and concepts advanced by this Plan and the county community concept and Maryland Visions.

A basic concept behind this plan is that compact development benefits the County and State as a whole. The cost of those benefits should not be borne by only those in growth area jurisdictions. There is a need for County and State officials to help provide the infrastructure which is critical to directing growth to designated growth areas such as Frederick City.

Objective: *Maintain water and sewer systems as self-supporting operations of the City, funded by user fees, assessment fees, grants, and developer contributions.*

7.10 Frederick will seek all available state, county, and federal funding for expansion of capacity and extension of lines and upgrading of the sewer and water systems.

7.11 Frederick City will continue to fund water and sewer operations~ and improvement of a general citywide nature using user revenues~ including special assessments.

7.12 Frederick City will continue to require developers to provide sewer and water within a proposed project and, if necessary, to extend lines to the property in accordance with the water and sewer master plans' guidelines for type, location, and size of facilities required for the area. The City's developer policy requires all public improvements, including water and sewer, to be extended to and throughout a property at developer's cost. The developer must design to City standards and specifications, post a surety, and enter into a public works agreement. The water and sewer master plans are used in determining the appropriate means of service for a property and requirements for size of lines, etc. Once facilities are inspected and accepted into the City system they are part of the public system for maintenance and subsequent extension and connection.

B. OPEN SPACE & PARKS~

Greenway Concept: The preservation of a natural corridor which follows the Monocacy and its major tributaries, has been a central feature of City and County plans for many years.

The protection of open space network or greenway will provide many advantages: improved water and air quality, habitat protection, and aesthetic relief from the developed city environment. A greenway will also make it possible to take advantage of the scenic and recreational qualities of these waterways with a linear/pedestrian bicycle path system. The long range vision is a path within the city that ties into a planned trail along the Monocacy. This network will require interjurisdictional cooperation. In some areas it will result in a true linear park owned by City, County, or State. In other areas a park may not be necessary, an easement may fulfill the objective and be more feasible than public ownership. Of course there are developed areas of Frederick such as the Carroll Creek Park, where retaining the natural floodplain is not possible. The greenway concept in those sections would involve a linear pedestrian way recognizing that an urban park as well as a green extension of Baker Park may be equally appropriate depending upon the setting.

Objective: *Retain the floodplain of the Monocacy and its tributaries in a natural state where appropriate and provide for public access by pedestrians and bicyclists.*

Objective: *Extend the greenway corridor where possible beyond the course of waterways to link city parks, schools, neighborhoods, and activity centers.*

7.13 Frederick City will secure for public use parkland and/or easements along the Monocacy and larger tributaries to implement the greenway concept. The development review process allows for stream buffer areas to be protected and public parkland or access to be secured. The "tools" employed are the floodplain management and zoning ordinances, subdivision regulations, and the forest conservation ordinance.

There are ways in which these measures can be strengthened. Specifically, a parkland dedication requirement for commercial and industrial lots abutting greenway sections should be adopted. The concept of securing only an easement needs to be further studied and incorporated into appropriate ordinances.

7.14 Frederick City will acquire and develop critical greenway segments, where necessary, to tie together those acquired via the development review process. A linear park, by its nature, will cut across a number of properties. Its usefulness will be limited until there is sufficient continuity of segments. For these reasons, it may be necessary for the City to be proactive in completing certain segments. The City also has an important role to play in coordination to see that consistent standards are applied and that there is continuity between developer built segments. A standard for a bicycle/pedestrian path should be developed and placed in the City Standards and Specifications.

7.15 Frederick City will participate in the Monocacy Greenway Study now being undertaken by Frederick County and the Frederick Trails Committee.

7.16 Frederick City will continue to implement park improvements as outlined in the Carroll Creek Park Master Plan. The urban character of downtown and the channelization of the creek for flood control need not interrupt the basic concept of a greenway providing a linear path and parklike setting.

Meeting Future Needs for Parks: Many factors go into an assessment of park needs. One which is commonly used is a "rule of thumb" standard of acres per 1000 population.

Standards established by the National Recreation and Parks Association are included in the 1988 Frederick County Land Preservation and Recreation Plan to provide a measure of parkland needs. Twenty five acres per 1000 persons is recommended; 5 acre per 1000 for neighborhood parks, 10 acres each per 1000 persons for both community and for district parks.

The 1992 park inventory and 1992 estimated population reveal there are shortfalls of 162 acres neighborhood parkland, 377 acres of community parkland for the City. The district park shortfall of 417 acres is based upon regional population since they are generally County responsibility.

As Frederick City grows in population, there will be a need for additional parkland and facilities. The recognized standards of 25 acres per 1000 population can be applied to forecasted increase in population. Between 1990 and 2000, Frederick City is forecast to grow by 3,200 persons. That growth would call for 330 acres; 66 acres neighborhood, 132 acres community and district parks each. Between 2000 and 2010, an additional 15,480 persons is forecast. The park acreage standards call for 387 additional acres; 77 acres neighborhood, 155 acres community, and district each.

Similar standards for park facilities set forth in the 1979 Plan can be applied to current (1992) figures. The standards are:

Swimming Pools	1 per 10,000 persons
Tennis Courts	1 per 1,500 persons
Ball Fields	1 per 2,000 persons
Basketball	1 per 2,000 persons

City facilities as of 1992 reveal shortfalls of 2 pools, 5 tennis courts, 2 ball fields, 1 basketball court. It is important to note that these standards are for public facilities and do not account for private pools, homeowner association parkland or facilities or the facilities of the public schools.

Generally the classification of a park will suggest how it comes into being and is developed.

*Urban parks and special purpose parks are generally acquired as an opportunity arises or in conjunction with some other project as the Courthouse Plaza and Carroll Creek Park, Rosehill Manor Park.

*Neighborhood parks generally are secured through Planning Commission review of development since their main purpose is to service the new residents in a development.

*Community parks generally come from direct City acquisition and development as with Max Kehne Park, and Loats Park (acquired by gift) although there are opportunities to secure community parks as part of the development review process as when parks from adjacent subdivisions are combined.

*District Parks and Regional Resource areas are generally County or State responsibility acquired and developed through the Capital Improvements Program.

Objective: *Strive to meet recommended acreage and facilities targets for neighborhood and community parks with parks which are appropriately located, sized, and equipped to meet needs of the intended use.*

Objective: *Reduce the "backlog" of parkland which is dedicated but undeveloped and improve efforts to provide park improvements concurrently with development in the future.*

7.17 Frederick City will prepare a Parks Master Plan to inventory park facilities, assess their adequacy in light of current neighborhood needs and plan for upgrades, prioritize future improvements to dedicated, but undeveloped tracts. A cooperative effort by the Planning Department and City Department of Parks and Recreation will be needed. It is important to note that decisions as to where a park should be located, appropriate size, layout, mix of facilities, and the priority for spending allocated park dollars will involve many criteria beyond rule of thumb acreage per 1000 standards.

7.18 Frederick City should expedite park land development and strive to bring about park improvements concurrently with development impacts. The policy of the 1979 Plan of stressing land acquisition over park development has created a backlog of needed park projects. City resources for park development are limited and Project Open Space funding has not been adequate.

7.19 Frederick City will continue to seek Project Open Space funding for both development and acquisition. Where possible, community park sites will be purchased in advance of need and before development pressure increases the cost of acquisition. The acquisition of a larger community park via development review may be possible for a very large project or when parks from two or more projects can be placed side by side as in the case of Monocacy Village and Fredericktowne Village.

Park Acquisition and Development: Parks are acquired via developer dedication, gifts as with Loats Park, and also purchase. Currently, there is a backlog of dedicated but undeveloped parkland which needs to be addressed.

The Frederick City Zoning Ordinance provides for parkland dedication or payment of a fee in lieu of dedication where appropriate. The Planning Commission considers location, topography, size and expansion potential during subdivision plan or site plan review. The planned layout of facilities, in a park is subject to review by the Recreation Commission, and, of course, subject to Mayor and Board of Aldermen funding priorities in the C.I.P.

Objective: *Improve the city's park system and expand the planned linear park/greenway in conjunction with planned growth and expansion of the City.*

7.20 Frederick City will continue to secure appropriately located and sized parks as part of the development review process and with capital improvement program (C.I.P.) projects.

7.21 Frederick City will examine current park dedication requirements in order to bring about concurrent development of parks with impacts of new projects. The concept of requiring developers to provide an improved park, according to a plan approved by the City, has been suggested. Such an additional exaction has implications on the cost of housing which must be considered. Other possible means to this end could be a dedicated funding source for park development or a park development grant fund for neighborhood groups who provide a financial or a sweat equity contribution.

Interjurisdictional Consideration: City, County, and State park facilities all serve Frederick residents. They differ in size and the array of facilities provided.

Frederick parks are enjoyed by many people who are not City residents, but are chiefly supported by City tax payers. On the other hand, Frederick City residents can expect to have County and State facilities located so that they are convenient for their use.

The facilities of Frederick County Public Schools are available for recreational use when not required for school programs. These facilities augment the County and City park systems.

Objective: *Strive to meet recommended parkland acreages on a regionwide basis.*

7.22 Frederick City will encourage Frederick County to plan for and develop the district and community parks in the Frederick Region which benefit city and non-city residents of the Region. Neighborhood, community and district parks in the neighborhoods around Frederick City will help to relieve pressure on City parks as well.

7.23 Frederick City will work cooperatively with Frederick County Public Schools in park, school planning, design, and joint use of facilities. School facilities do help meet neighborhood recreational needs. A parks-school use agreement between city and county officials similar to one between the Board of Education and Frederick County Commissioners should be explored. Where feasible and appropriate, a public park adjacent to a new school affords an opportunity to maximize the potential of both. This parks school concept requires coordination of development plans between City and Board of Education staff. This is a part of Frederick's ongoing plan monitoring process. The number of new schools where this concept can be employed is limited in the Frederick Region. Nonetheless, every effort should be made to coordinate plans and or capital programs to bring it about.

C. COMMUNITY FACILITIES

Selecting & Securing Sites: The community facilities recommendations provide guidance for decisions about location of facilities which are anticipated to meet the needs of the future.

The recommendations for new facilities on the Comprehensive Plan Map recognize the character of a neighborhood, existing and planned streets and roads, and general service or coverage guidelines and standards for a specific service. To the extent possible, recommendations of service providers (Board of Education, Fire and Rescue Association, etc.) have been incorporated into this plan. As the plan becomes a reality, a more detailed site identification process takes place. This may involve a task force charged with evaluating alternative sites. A site may be identified and secured through the annexation or development review process. Occasionally, a site is offered as a gift. Regardless of how the final location is decided upon, it is important to consider the general recommendations set forth in this document and the specific needs of the service providers.

Objective: *Identify and secure sites for community facilities such as schools, fire stations, libraries, etc. as outlined on the comprehensive plan map timed so that facilities can be provided concurrently with planned development.*

7.24 The City will provide assistance to County and State agencies in the study of future services and facilities of city concern. Frederick's ongoing planning process involves tracking development trends or other data about important factors in a site selection or facility need evaluation study. Frederick Planning, Engineering, and Public Works staff will assist in providing the background data needed for cost estimates and other assessments of a potential site.

7.25 Frederick City will seek to secure sites for planned public facilities as property annexes or through the development review process, where possible. Annexation affords an opportunity to secure for public benefit a site for a needed facility. In certain cases, a site can be obtained through the development review process especially in a large Planned Neighborhood Development where there is a mechanism for a developer to recapture the units potentially "lost" via clustering. Frederick City will continue to solicit comments from appropriate county officials as projects come forward and will strive to secure appropriately sized and located facilities.

Frederick will also seek to have developers of new communities incorporate the facility into the design of a neighborhood and provide infrastructure and roads necessary for the facility.

Should a site be ready prior to the need by a county agency, Frederick City will take title to the site in order to relieve the developer of property tax liability during the "holding" period.

Schools: Although school location decisions are a County rather than City responsibility, there is still an important role for Frederick City to play in planning for facilities.

Growth in households will, no doubt, bring about demands for additional schools. Frederick County Public School enrollment projections 1994-2002 call for a 16.7% increase countywide. The 19 schools in and around Frederick are projected for a 20.5% increase. Redistricting, additions and renovations, portable classrooms, and new school construction will all be required to meet this demand. Frederick County Public Schools annually update its 10 Year Facilities Master Plan as part of the County Capital Improvements Program.

Frederick City should monitor this process and continue ongoing efforts to assist Frederick County Public Schools with reservation or acquisition of sites when and where needed.

7.26 Frederick City's Comprehensive Plan Map reflects recommendations for new school sites recommended by Frederick County Public Schools. Specific sites have been identified through development review for four sites. A general location is reflected on the Comprehensive Plan Map for five additional sites. As facilities are added or renovated beyond the Frederick Region such as in Walkersville or Urbana, redistricting will free up capacity in schools serving the City.

Future Elementary Schools

Northeast, sites identified in Dearbought PND
Northwest, site identified in Whittier PND
Southwest, site identified in Hannover PUD
South, site identified in Crestwood PUD~
Southwest, general location near Mt. Phillip Road
Northwest, general location near Walter Martz Road

Future Middle Schools

Northeast, general location near Wormans Mill PND. This facility will replace existing Thomas Johnson Middle and enable expansion of the high school capacity.

West, general location near Yellow Springs Road/Christopher Crossing.

Future High School

South, general location near Ballenger Creek & Corporate Drive~

Fire & Rescue: Coordination between the City, County, and various fire companies occurs every day via development review, notification of house numbering, etc. A key issue for long range, comprehensive planning, is the identification of appropriate station locations for planned growth areas in and around the City.

These services are provided by volunteer companies with financial and administrative assistance by the Frederick County Department of Public Safety. Decisions as to when to expand service and the appropriate locations for a new facility will require a cooperative effort by the Frederick County Volunteer Fire and Rescue Association, County and City governments.~

7.27 Frederick City supports recommendations on the Frederick Region Plan for fire and rescue facilities as follows:

New Design Road near Corporate Drive
Ballenger Creek Pike near Crestwood Boulevard
Opossumtown Pike near Northwest Arterial
Frederick City Airport - Pending future study with Airport Master Plan.

7.28 Frederick City will study the need for a fire station at the Frederick City Airport as part of the Airport Master Plan Update. The potential for a station at the airport was discussed as part of the 1988 Fire and Rescue Task Force Report and carried forward in the 1992 Frederick Region Plan. Since the need will partially depend upon the future airport operations, it is appropriate to consider the issue with the master plan.

Protective Services: This plan provides forecasts and planned growth areas useful for law enforcement officals in planning for facilities, manpower needs, and programs.

As Frederick City grows in population and in area, there will be a need to expand the police department. As part of Frederick's ongoing planning process, population and household growth, land use changes are monitored providing police and City officials guidance as to the appropriate pace of expansion. Current population and household estimates (See Chapter 2) would suggest an increase of 2 or 3 officers per year to maintain current officer to population ratios.

In recent years, satellite offices have been established in several Frederick Housing Authority projects. Also, the practice range off of Linganore Road has been improved and a police training facility constructed. Police department officials have indicated that there is not a need for staffed precinct stations throughout the City. It is anticipated that the department will continue to operate from a single headquarters location, although certain functions such as training, may be housed in special purpose facilities.

7.29 Frederick City will study the special needs for an expanded police force working cooperatively with the County in their evaluation of courthouse utilization and expansion. The current Courthouse location is a good one and supports downtown development objectives and policies. The cost of expansion and ongoing cost, i.e. rent must be considered. Should relocation be in the City's best interest, a downtown location is recommended.

Libraries and Cultural Facilities: Frederick City's role as a County center suggests that it will continue to be the focal point for public and quasi-public cultural facilities.

Frederick City is the home of the Frederick County Public Libraries headquarters and largest facility, the C. Burr Artz Library on East Patrick Street. In or near Frederick there are additional library branches planned. The future sites shown on the 1992 Frederick Region Plan Update have been shown on the Frederick City Plan. The Tourist Information Center, Delaplaine Center for the Visual Arts, Weinberg Center for the Performing Arts, and a planned Civil War Medical Museum are located in downtown Frederick. These facilities are not directly provided by government agencies but supported nonetheless by State, County, and City grants or other means. Recognizing their important contribution to the cultural life and community character continued support should be encouraged.

7.30 Frederick City will continue to encourage and support cultural organizations serving Frederick, particularly those whose efforts enhance downtown.

7.31 Frederick City recognizes the importance of tourism and will continue to support the Tourism Council of Frederick County in providing facilities for parking, welcome facilities and other tourist amenities, i.e. restroom facilities.

7.32 Frederick City will work cooperatively with Frederick County in the planned expansion of the C. Burr Artz Library to ensure compatibility with the Carroll Creek Park Master Plan and will strive to reserve sites for future branch library facilities. Although the Frederick County Public Library Board has indicated that the planned Wormans Mill branch will not be needed, this plan nonetheless, retains the symbol shown on the Frederick County Frederick Region Plan in that community. Future regional plan updates will clarify the County's intent in this regard. Consequently, securing a site in Worman's Mill should not proceed until the Frederick Region Plan is revised.

General Government Offices: Keeping government offices in downtown has been a cornerstone of city plans for many years. There has been some success and admittedly some failure in implementing this policy. It remains, nonetheless, a key component of Frederick's downtown development and redevelopment strategy.

Keeping the seat of City, County, and State governments in a central location where allied offices are in close proximity benefits the "customer," i.e., the citizens and professionals who need to visit various government agencies. It cannot be denied that there are also benefits to the city merchants and service providers downtown. Frederick has taken extensive efforts to provide ample off street parking and to promote private office development. Continued success in building the job base in downtown hinges on keeping most government offices downtown as well as attracting additional private business development. Towards this end, Frederick City and Frederick County elected officials adopted joint resolution 94-13 on November 17, 1994 which reaffirms the County will work closely with the City in implementing the policy of retaining government services in downtown Frederick City.

7.33 Frederick City will continue to work cooperatively with State and County governments to retain services and government offices in downtown.

Solid Waste & Recycling: Waste collection, disposal, recycling are interrelated. There are various solutions possible. The issues are often complex and require interjurisdictional cooperation.

Frederick County's plans and decisions concerning these essential services greatly affect Frederick City. Frederick will provide data needed for accurate planning and forecasting and will work with County and State staff and officials in developing mutually beneficial solutions to solid waste/recycling problems.

7.34 Frederick City will participate in annual updates of Frederick County's Solid Waste Management and Recycling Plans. Frederick County's plans and decisions concerning these two essential services greatly affect Frederick City. Frederick will provide data needed for accurate planning and forecasting and will work with county and state staff and officials in developing mutually beneficial solutions to solid waste/ recycling problems.

7.35 Frederick City will continue to study alternatives for solid waste collection, recycling, and disposal which will enable these services to be provided in a cost effective way. As the need arises, Frederick City will continue to explore new technologies, operational changes, and/or new facilities aimed at meeting mandated waste reduction targets and disposing of solid waste with the least cost to City taxpayers.

Interjurisdictional Considerations: City facilities outside City limits are directly affected by Frederick County land use plans and zoning. Frederick City and County need to work cooperatively to see that these facilities are reflected in County plans and zoning with appropriate designations and to prevent encroachment by incompatible uses.

Frederick City's watershed, Linganore Water Treatment Plant, and the police practice facility on Linganore Road are all facilities outside of City limits and, therefore, under County jurisdiction. Frederick Municipal Airport, in the City, is immediately adjacent to land under County jurisdiction. Future plans and decisions concerning those properties will, likewise, greatly affect that facility.

7.36 Frederick City will seek County cooperation as regional plans are reviewed, as zoning decisions are made, and as projects are reviewed to ensure continued viability of City facilities. As property near the airport and police practice range develop, new homebuyers should be required to acknowledge that these facilities are present prior to purchase.

8: NATURAL RESOURCE AND SENSITIVE AREA PROTECTION

This plan recommends that Frederick City grow and improve. In this plan there are recommendations for development of undeveloped land, for annexation, for infill and for redevelopment. This plan also recommends growth that occurs in a way which recognizes the limitations of the natural environment, which protects sensitive areas and maximizes the compatibility between the natural and the man-made environments, whenever possible. Our goals for growth and for environmental stewardship need not be mutually exclusive.

GOALS

A. Resource Utilization & Protection

It is our goal to accommodate Frederick's needs for housing, jobs, transportation, recreation, and other activities in a manner which recognizes the constraints and assets of our natural environment, especially sensitive areas, and which uses natural resources wisely.

B. Sensitive Area Protection

It is our goal that Frederick City and all of its citizens will reflect environmental protection, stewardship, and conservation values in their daily activities.

A. RESOURCE UTILIZATION AND PROTECTION

Air Quality: Frederick City is within the Metropolitan Washington Region which deos not meet federal Clean Air Act standards. Although the days in which Frederick City does not meet ambient air standards are few, the City and County are greatly affected by regional air quality, particularly as federal transportation funds are programmed.

The problem is intertwined with our very lifestyle and our desire for unhindered mobility. State, regional, and local actions will be needed to meet mandated emissions reductions targets of the federal Clean Air Act.

Objective: *Improve air quality in the region so as to meet federal standards.*

8.1 Frederick City will work cooperatively with state and regional agencies in developing and implementing a realistic plan to meet emissions reduction targets established by the Clean Air Act Amendments of 1990.

8.2 All jurisdictions should encourage continued efforts to make public transportation a viable option for commuters and encourage carpools, van pools, and subscription bus services in order to reduce vehicle miles of travel as the city grows.

8.3 Frederick City will strive to expand local employment opportunities and employ innovative neighborhood design principles and practices which will discourage auto dependency.

8.4 Frederick City will encourage the use of alternative fuel and environmentally sound vehicles for the Frederick County Transit System.

Water Quality: The Monocacy is a scenic river and an important natural resource which needs to be protected. It is also an important source of water which needs to be utilized.

In and around Frederick several of the Monocacy tributaries pass through already urbanized areas and/or areas planned for growth. The protection of river and stream water quality must focus on both point sources of pollution and non-point sources such as runoff from adjacent land. State and Federal discharge permits and quality standards will, of course, be enforced. Local control of nonpoint sources, City and County, should aim to have postdevelopment conditions equal to or better than predevelopment conditions. Natural swales and stream buffers are standard techniques in this regard. However, it is important to recognize that many areas of the City have piped storm drains and that infill development of a similar character will occur.

Objective: *Improve water quality in the Monocacy River and its tributaries and capitalize upon their scenic and recreational qualities.*

8.5 Frederick City will encourage site design, development practices and agricultural practices that minimize erosion and reduce the potential for increased non-point source pollution of water courses. Also, Frederick will continue to enforce its sediment and erosion control ordinance, will encourage best management practices aimed at improving stream quality, and will seek to give priority to stream buffers, when reviewing plans under the new forest conservation ordinance, where appropriate.

8.6 Frederick City and County should work cooperatively to establish a greenway along the Monocacy and its tributaries. Frederick City will participate in the recently initiated Monocacy Greenway Study by the Frederick County Trails Committee.

8.7 Frederick City should continue its efforts to improve Monocacy River water quality as this resource is utilized as a source of water and as a point of discharge for wastewater. Expansion of the Ballenger Creek Sewerage Treatment Plant is a critical step in providing for the region's continued economic growth and preserving Monocacy River water quality. Frederick City will strive to operate its wastewater plant within established parameters and will undertake a Biological Nutrient Reduction Study.

8.8 Frederick City will work cooperatively with the Monocacy Scenic River Advisory Board and Frederick County implementation of recommendations of the 1990 Monocacy Scenic River Study and Management Plan where appropriate. The impacts of development within the River Corridor Overlay will be examined as property along the Monocacy develops. The overlay is not intended to function as a regulatory measure. Frederick's needs for urban uses and active recreation will also be considered in the review of development along the river.

Mineral Resources: Identification of viable resources and appropriate land use designations that will not preempt their future utilization is the basic purpose of a mineral resources element.

The mineral resources within Frederick County have been identified by the Maryland Geologic Survey and are outlined in the Frederick County Comprehensive Plan, Volume I. This assessment identifies two desirable minerals in or around Frederick City. Sand and gravel is found in scattered locations at the eastern slope of the Catoctin Mountains and Grove limestone in a narrow band from Woodsboro to Point of Rocks. The band is only 2000 ft. or so wide in the City, extending from MD26 at the Monocacy to I70 at South Street.

It is the conclusion of the County plan that the sand and gravel deposits in the region are not sufficient in quality or quantity to consider them commercially viable and so no extra conversion measures are recommended.

The Grove Limestone deposits are commercially viable. The County plan recommends protective measures to prevent development from precluding future utilization, subject to other land use and transportation considerations.

Objective: *Ensure protection of viable mineral resources in locations within the County where their utilization is appropriate.*

8.9 Mineral extraction is not planned for the limited areas of Grove Limestone within Frederick City. Special land use designations to preserve these resource areas from preemptive land use are therefore not necessary, or desirable, in Frederick City. There are ample mineral mining areas designated in the County Region Plans to meet future needs. Land use and transportation conflicts could arise from large scale extraction operations in the city.

Conservation: It is a well established planning objective to conserve resources and reduce wasteful consumption. It is also to Frederick City's economic advantage to reduce tipping fees, push back water plant expansion deadlines, and increase sewer plant efficiency, etc.

Frederick City residents, business, and industry will generate waste, will consume resources, and the city itself will undertake actions which have impact on resources and the environment. Frederick City should make reasonable efforts to use recycled material, use alternative fuels, make City buildings energy efficient and support environmental cleanup efforts.

Objective: *Reduce the per capita consumption of energy through conservation and per capita waste generation via recycling and other appropriate measures*

Objective: Increase the use of "environmental options" such as walking, bicycle use, low water use appliances, fuel efficient vehicles, and alternative energy sources.

8.10 Frederick City will strive to meet mandated solid waste reduction targets, working with Frederick County in the planning and implementation of recycling programs and study of recycling options. It will be necessary to monitor the County Solid Waste Management Plan annual review and initiate feasibility studies as required for facilities which will provide a dependable, cost effective solution to the City's waste disposal needs.

8.11 Frederick City will continue and strengthen the City's water conservation program. Efforts in this area will focus upon new construction (requiring water saving devices), retrofitting (performing inspections and assisting in conversion to water saving fixtures), and meter replacement (more accurately billing for water used).

8.12 Frederick City will review "in house" operations and policies on an ongoing basis in order to practice environmental stewardship.

B. SENSITIVE AREA PROTECTION

Development And Natural Environmental Compatibility: A balance must be found between our development goals and objectives and our goals for environmental protection and stewardship. A strategy that includes environmental standards appropriate for Frederick's urban character and use of flexible development techniques to achieve dual objectives will be needed.

Frederick's natural setting presents both constraints and opportunities. The City's role as the county center has resulted in a diverse development pattern which is urban and suburban in character. Past development practices are a reflection of the standards of the time and, consequently, there are structures within floodplains, piped stormdrains, development on steep slopes and cleared forest. There are also areas where floodplain remains undisturbed, many storm water management ponds and neighborhoods which have retained and/or replanted trees.

In a planned growth area it is logical to expect infill, redevelopment, and additional growth and expansion of the city and on the city's fringe beyond city limits. State and county growth concepts aim to direct growth to suitable growth areas to preserve rural character and protect sensitive areas. Inherent in this development concept is the fact that resources such as land and water will need to be utilized. Natural areas such as floodplain and forest will have demands placed on them for recreational use. There are locations where it will be desirable to remove forest and not reforest and where alteration to the natural floodplain, such as the Carroll Creek Project are necessary.

Total avoidance of impacts on natural areas is not practical or desirable in light of broad plan visions for Frederick's future as a growth area. Nonetheless, a policy that aims to minimize and mitigate impacts and protects critical sensitive areas is appropriate and should be pursued.

Objective: *Encourage environmentally sensitive development and compatible growth and redevelopment through the use of flexible and innovative development policies and regulations.*

8.13 Frederick City will continue to enforce its environmentally based regulations (floodplain management, storm water management, sediment and erosion control, etc.) in a manner which is appropriate for Frederick's urban character.

8.14 Frederick City will modify land use regulations such as zoning and subdivision regulations to allow for clustering and other innovative techniques that remove the economic disincentive for a developer to protect natural sensitive areas.

Maryland Planning Act Compliance: It is good planning to ensure that sensitive areas are protected as development occurs. It is also Maryland law.

The Economic Growth, Resource Protection and Planning Act of 1992 amended Article 66B to require local jurisdictions to incorporate a Sensitive Area element into their plans and to adopt corresponding implementary regulations by July 1997. This section of this plan is intended to fulfill that requirement.

Objective: Identify sensitive areas and the appropriate level of protection as part of an ongoing planning and development review process.

8.15 Streams and their Buffers. The streams and creeks which pass through Frederick have a mixed character. Some pass through forest and farmland. Some pass through open parklands. In many parts of Frederick City natural streams have been piped or channelized as is the case with Carroll Creek.

Definition of stream buffers: The desirability of a natural buffer along a stream and the appropriate width and type of vegetation, if any, will of course vary throughout the City. The character of the surrounding area and of the proposed development or redevelopment will influence the appropriate level of protection. Frederick City has adopted a standard in the 1992 Floodplain Management Ordinance that calls for 100 ft. buffer from mapped streams and 50 ft. buffer from unmapped streams. There is a possibility for modification by the Planning Commission recognizing that these guidelines may not be appropriate in some areas of the City.

Protection Guidelines: Recommended uses for stream buffers are those which will contribute to the natural processes of water filtration, soil retention and erosion mitigation. These may be public parks, open space, forestry or agriculture (using best management practices). Utilities, roads and storm water facilities should be designed to minimize disturbance when they must be located in a buffer area. Uses which are generally inappropriate include grading, excavation, material storage, structures, and parking lots. These principles and standards are now reflected in many City ordinances and standards and are applied with common sense and flexibility in the process of development review recognizing that there are areas of the city where stream buffers are not practical or desirable.

8.16 Floodplain: Frederick City's floodplain management regulations and expenditures for flood control recognize that Frederick's past development makes it impossible to limit all flood plain development or redevelopment. In established areas, flood control measures, floodproofing in building design and some floodplain alteration are appropriate. In newly developing areas, a stricter approach to floodplain alteration is desirable for both public safety and environmental benefits.

Definition of Floodplain: All the flood plain areas in the City have not been fully defined. As a general guide the linear conservation areas on the comprehensive plan map represent the 100-year floodplain of the Monocacy and larger tributaries. However, there are exceptions such as developed areas where floodplain exists, but is not delineated due to prior development.

In the process of development review and permit approval, Frederick City enforces FEMA Study Floodway/Flood Fringe areas where data is available. An approximate floodplain delineation can be used for individual lot development where detailed study is not available. For larger projects an engineering study is required.

Protection Guidelines: Floodplain in primarily developed areas should not preclude infill, redevelopment or improvement to existing structures provided that steps can be taken to minimize potential for damage to new structures and subject to local and state permit requirements which consider the effect on adjacent property. In the city, floodplain areas can often be used for active or passive recreation, again subject to appropriate design and impact considerations. Roads, utilities, and storm water management are minimum encroachments into the floodplain areas often associated with development. In primarily open, undeveloped areas where floodplain remains in a natural state, there is an opportunity to employ design and flexible development techniques to avoid floodplain disturbance altogether. Structures, parking, storage, etc. in both the floodway and floodfringe should be avoided, if at all possible.

8.17 Habitat of Rare and Endangered Species: Most of Frederick's growth areas are vacant land, formerly in agriculture. Although wildlife does exist in and around Frederick, few, if any, rare and endangered species are known. Areas where they are likely, i.e. wetlands and floodplains, are otherwise protected. Should habitat areas be identified, tools should be in place to allow for protection or mitigation of the disturbance to their habitat.

Definitions: The Maryland Nongame and Endangered Species Conservation Act (Natural Resources Article 10-2A-01 to 06) provides definitions of species threatened and endangered. The defined habitat for a rare or endangered animal or plant species will of course, vary. Generally, habitat is the area that provides important elements for the species maintenance, expansion and long term survival and it may include areas of breeding, feeding, migration, etc.

Protection Guidelines: Should habitat of a listed species be identified on a tract, techniques which avoid disturbance or mitigate disturbance should be incorporated into development plans. Habitat may coincide with floodplain, steep slopes, or other areas otherwise protected. Habitat can be protected in open space areas in some cases. Flexible zoning techniques clustering etc. can provide landowners a mechanism for avoiding disturbance without undue loss of development rights.

Frederick City will utilize the inventory maps prepared by the Maryland Natural Heritage Program of DNR in the process of reviewing development proposals to protect habitat of rare and endangered species where they are likely to exist.

8.18 Steep Slopes: There are few areas with steep slopes in the City. They are generally found along the streams, which are also addressed with floodplain or wetland controls. There are many good reasons to avoid disturbing steep slopes, chief among them the reduced potential for erosion. Long term, there are higher costs associated with roads and utilities in steep terrain. As a general rule, steep slope areas present constraints to farming as well as development and so many of the steep slope areas west of the City remain woodland and are priority areas for retention under the Forest Conservation Act.

Definitions: What is too steep depends upon erosion potential of the soil and the character of the proposed development. In Frederick's development review process, topographic data is required and every effort is made to work with the land using generally recognized planning and engineering standards. The Forest Conservation Ordinance requires slopes of 25% or greater, 15% if erosion potential is high, to be specifically identified on a forest stand delineation. This signals a degree of slope on a site that deserves very careful thought prior to any plan for disturbance.

Protection Guidelines: Slopes that exceed 25% (15% for highly erodible soil) are priority areas for forest. Where forest is not appropriate, disturbance should still be minimized using a ground cover in park areas, open space, yards, etc. Where development is proposed, steep terrain, particularly near streams, best management practices to control erosion are needed.

Interjurisdictional Coordination: Frederick City's actions with respect to environmental issues must recognize the interjurisdictional nature of natural systems and the programs and regulatory requirements of other levels of government.

Frederick City's sewer and water system are subject to Maryland Department of the Environment and Federal Environmental Protection Agency established parameters. Floodplain, sediment and erosion control, storm water management ordinances must conform to state requirements. City and County cooperation and joint studies are needed for sharing water and sewer, and implementing a greenway, etc.

In most cases, Frederick County or the Maryland Department of Natural Resource would be the logical lead agency for interjurisdictional plans and studies. Of course, Frederick City needs to be informed and afforded an opportunity to participate in studies or other actions which would affect property within the City limits or affect City plans and programs.

Objective: *Maximize coordination of City, County, State, and Federal plans and programs aimed at resource utilization and sensitive area protection.*

8.19 Frederick City will work cooperatively with other jurisdictions as studies are undertaken involving interjurisdictional watershed management, greenways, etc. in order to have them reflect Frederick's urban character and role as a planned growth area. It will be important for Frederick City to participate in these efforts although not generally as the lead agency.

8.20 Frederick City will draw upon the resources of state, local, and federal governments where possible in addressing environmental concerns. Program Open Space, easement by the Maryland Environmental Trust, Tree-mendous Maryland, Energy Conservation and Water Conservation are examples of Maryland Department of Natural Resources programs which can be used in furthering our environmental goals. The Maryland Department of the Environment also has loans, grants, and education programs which can be employed. Frederick will work cooperatively with Maryland Department of the Environment, federal EPA and property owners to address the known sites identified under the Comprehensive Environmental Response Compensation and Liability Act.

9: IMPLEMENTATION

Putting this plan into action will require intergovernmental coordination and an ongoing process of further study, monitoring, and refinement of policy recommendations. It will also require an examination of current regulations, new techniques, and incentives. These actions must involve the efforts of other levels of government, not just Frederick City. They will involve the private sector: land owners, developers, homebuilders, neighborhood groups, residents, business and industry including employees, service organizations, and volunteers.

GOALS

It is our goal to maintain an ongoing planning process which is effective in realizing plan goals and objectives and which is responsive to the needs of Frederick.

Plan Monitoring and Updating: The preparation and adoption of a long range comprehensive plan is just one part of an ongoing planning process that must include ongoing monitoring and periodic updating to reflect changing conditions as the future unfolds.

It will be necessary to periodically consider our success or failure in meeting plan objectives by monitoring development trends and rechecking underlying assumptions. Part of the Planning Department annual work program is the collection and evaluation of data in a number of areas which enable such an assessment and which will aid in decision-making.

Objective: *Increase awareness and acceptance of the plan's visions and development concepts and periodically fine tune the plan's more specific objectives and policy/action recommendations so that they are timely and effective.*

9.1 Frederick City will continue ongoing data collection trend analysis and preparation of a Planning Commission Annual Report to assess effectiveness of the plan.

9.2 Frederick City will undertake periodic review of the Comprehensive Plan to keep it timely and responsive to changing conditions. The 1992 Maryland Planning Act calls for a periodic review at regular 6 year intervals. Every effort will be made to coordinate further assessments of this plan with an update of the Frederick Region Plan by the Frederick County Planning Department.

Intergovernmental Coordination: Throughout this plan there are policy recommendations calling for interjurisdictional coordination. Frederick's geographic position and its role as a growth center reinforce the need for coordination of the many actions by many levels of government needed to realize this plan's goals and Maryland's visions.

Examples of cooperation and coordination between Frederick City and Frederick County have been discussed in each chapter of this plan. There are numerous ways in which this is done for specific issues and more general discussion of topics of interest. The track record for City cooperation with State agencies is also quite good and expected to continue and be strengthened.

The existence of Fort Detrick within Frederick City presents a unique need for interjurisdictional coordination and cooperation. The area consisting of 435 acres between Shookstown Road and Rocky Springs Road was annexed in 1967. In 1984 the main post, 800 acres between Yellow Springs Road and Opossumtown Pike, was annexed. However, City zoning and permit requirements are not applicable to this federal installation.

Over the years there has been cooperation in many areas. Frederick City reviews and comments on federal actions via the Maryland Intergovernmental Clearinghouse. Frederick City refers plans of potential impact to Fort Detrick officials for comment. There is the potential for cooperation in utilities and fire/rescue service and the provision of police and security services.

Objective: *Increase coordination and cooperation between the City and all levels of government whose plans and actions will shape Frederick's future.*

9.3 Continue to participate actively, at the elected official and staff levels, in the numerous studies, project plans, and capital programming processes by county, state, regional (Council of Governments) and federal governments, particularly Fort Detrick, where they affect Frederick's future. Interactive communication via the National Information Infrastructure should be encouraged and utilized to the fullest extent to foster the exchange of ideas.

9.4 Frederick City will coordinate comprehensive planning and annexation policy with Frederick County. This plan reaffirms the goals and policies regarding development and annexation set forth in the June 1988 City/County Comprehensive Plan Coordination and Annexation Study Committee Report and establishes a revised area of proposed annexation. The joint process for development review as outlined in the study will be continued.

9.5 Frederick City will continue to solicit participation and comment from all levels of government concerning Frederick City's detailed plans and studies.

9.6 Frederick City will work with other levels of government in carrying out mandated programs. Mandated programs and actions, without broad based funding, have been identified as an ever increasing problem for local government. City officials and staff should work to "customize" programs to meet city needs and fulfill the mandated purpose and should seek to have all who benefit from the mandated action help to share in the cost, not just taxpayers in an affected jurisdiction.

9.7 Frederick City will work with State officials in carrying out provisions of the 1992 Maryland Planning Act. The Act sets forth a number of requirements for local government and state agencies and establishes deadlines. The overall aim of the Act is to improve growth management, streamline the regulatory process to facilitate growth in planned areas, protect sensitive areas and ensure that plans are implemented with development regulations that allow for flexibility and innovation.

Frederick City has taken the steps needed to meet the two initial requirements: establishment of a procedure for review of projects for compatibility with the Comprehensive Plan and provide the governor with a schedule for addressing other requirements including a required plan update.

The adoption of this Comprehensive Plan will constitute a major step in complying with the Act by expressly establishing the visions as a basic foundation for Frederick City's plan (Chapter 3) by adopting a Sensitive Areas Element (Chapter 8), by stressing streamlined review (Chapter 5 & 9) by encouraging flexible development techniques (Chapter 5 & 8) and by encouraging economic development in designated growth areas (Chapter 5).

The Act's requirement that regulations and actions be consistent with the plan will necessitate review and fine tuning of various techniques and procedures and study of new techniques also. Throughout this plan there are recommendations in this regard which need to be undertaken in the coming years. The Act also calls for a regular (6 year) update of the local jurisdiction's comprehensive plans.

Regulations & Approval Process: One of the principal ways this plan will become a reality is through programs that influence individual actions.

These actions include regulations, codes, development policy and procedures, incentives, and partnerships. Some of these techniques are well established in Frederick: zoning, subdivision regulation, Historic District review. Others are emerging: Carroll Creek design guidelines, forest conservation ordinance, and the Historic District Commission guidelines. In various elements of this plan, there are policy/action recommendations for consideration of a number of changes or additional "tools" to put this plan into action.

Objective: *Improve the effectiveness of existing techniques, regulations, and incentives, and adopt new techniques appropriate for Frederick to guide and manage growth, foster redevelopment, and enhance established areas of the city.*

9.8 Frederick City will review and amend where necessary the Subdivision Regulations, Zoning Ordinance, and other appropriate codes, policies, and procedures, so as to effectively implement the recommendations set forth in various elements of this plan.

9.9 Frederick City will examine for possible use in Frederick additional flexible zoning techniques which may help in implementing plan objectives. These techniques should encourage innovative site design, environmental protection, and cost efficient development practices.

9.10 Frederick City will continue efforts to streamline the development review process in order to minimize development costs for all city approvals while ensuring an adequate opportunity for a check for compliance.

Capital Programming: The C.I.P. is prepared annually with the City budget. It is much more than a financial document, however. It is a tool for plan implementation and project coordination.

The Capital Improvements Program has always played an important role in plan implementation. It affords local officials an opportunity to plan and prioritize public investment in infrastructure and facilities with an eye towards the future.

To ensure that capital projects using State funds are consistent with the Comprehensive Plan and Visions expressed in the 1992 Maryland Economic Growth, Resource Protection, and Planning Act, Frederick City has adopted procedures for review of all projects, state funded or not, in conjunction with the annual approval of the Frederick City Capital Improvement Program.

Frederick City also monitors Frederick County's Capital Improvement Program, particularly with respect to facilities such as schools and roads planned for the Frederick Region. Annually, Frederick City submits requests for capital funding by the County for City projects such as Carroll Creek Flood Control and various roads of mutual concern.

9.11 Frederick City will continue to employ the goals, objectives, and policy recommendations set forth in this plan as a guide for determining C.I.P. projects and as a guide in establishing priorities and appropriate scope, location and service characteristics of projects.

CHAPTER 10: SUMMARY OF BACKGROUND INFORMATION

The following information provides an overview of various aspects of the City of Frederick. It is a summary of information found in the document Overview and Background, August 1994.

Land Use Inventory/Development Trends

Frederick City is currently 18.48 sq. miles with 41% undeveloped or woodland, 25.3% residential, 6.4% commercial, 8.4% industrial and 18.8% institutional.

Frederick City's developed acreage is 43% residential, 11% commercial, 14% industrial, 32% institutional. (Note that Ft. Detrick is included as institutional but has many characteristics of an industrial/office research activity and considerable undeveloped areas as well).

Between 1977 and today Frederick City has grown in area from 13.9 sq. miles (8900 acres) to 18.48 sq. miles (11,827 acres). The annexation of Ft. Detrick and FCC as well as new development areas has occurred since the 1979 Plan was adopted.

Areas that were emerging growth areas in 1979 (water and sewer recently extended) have seen continued buildout as envisioned by that Plan, specifically, the north and south side of US40, Amber Meadows and Thomas Johnson Drive area, Fredericktowne Village area. In addition, new services have been extended and land has been annexed to establish additional growth areas, i.e. Whittier/Old Farm area, Reichs Ford Road, Worman's Mill/ Dearbought areas, Hayward Road/Opossumtown Pike.

Throughout Frederick City there are a number of active residential developments. They are at different stages of the approval process, but all totalled could add over 6000 new dwellings to the city's inventory. The units "in the pipeline" are 36% single family, 35% townhouse,29% multifamily. There is also an extensive inventory of industrial park lots and commercial lots throughout the city in various locations.

In Frederick County growth has occurred north and west of Frederick City in Clover Hill II and III and Yellow Springs area, east of Frederick, north of Waterside, and Frederick Trading Company, and most notably south of the city in the Ballenger Creek sewer and water area. There are nearly 5500 dwelling units approved in 8 large developments between Ballenger Creek Pike and Maryland 85. As of 1994, 3,676 of those units have been built. In addition, industrial office and commercial development has occurred at a rapid pace in the Maryland 85/355 area just south of the city.

Frederick City has 19 zoning districts that cover various types of residential, commercial, industrial activity and downtown mixed residential and commercial or office uses. An agricultural zone was established in 1992. Frederick's land area is zoned as follows: 6,385 acres residential (54%), 1,175 acres commercial (includes mixed use, downtown commercial zones) (10%), 4,320 acres industrial (37%) according to the July 1992 PINS Report, Frederick County Planning Department. One farm of 97 acres, (<1%), has been zoned agricultural.

Downtown Development, Neighborhood Enhancement

As envisioned by the 1979 Plan, downtown remains the location of many government offices and services, cultural activities, retail shops and offices. The inventory of residences has not changed dramatically with large scale new construction. Increases in owner occupancy and renovations have occurred in many areas.

Significant governmental and private actions illustrate commitment to downtown development and neighborhood enhancement. Some examples are the Carroll Creek Flood Control and Linear Park, Courthouse Complex, new library headquarters, City Hall renovations, Market Street reconstruction and underground wires, new parking decks. Private development efforts include Blackhorse Square, Patrick Center, Everedy Square/Shab Row.

Several of Frederick's long established industrial areas have experienced a decline in the level of activity, demolition of buildings or conversions. These include the Everedy Co., and sites along East Church Street and the east side of Commerce Street near Carroll Creek. On the other hand, several industries have expanded and remodeled, specifically along Wisner Street and South Street. The former Everedy Company factory has seen adaptive reuse as a retail/restaurant area -- Everedy Square. East Street has seen change with the relocation of Frederick Trading Company, but retains an industrial and commercial character nonetheless.

The flood of October 1976 profoundly affected Frederick's downtown areas. The Carroll Creek Flood Control Project has been planned and designed, and is being implemented to remove the threat of flooding in the future. The linear park component has been conceived as an urban amenity and as a catalyst for redevelopment and reinvestment.

Historical and Archaeological Resource Protection

Frederick City is well known for its historic downtown area. The original area platted as Fredericktown in 1745 has retained a great deal of its colonial and nineteenth century architecture and its character created by streetscape, landscaping, and public spaces.

Frederick has a logically designated Historic District consisting of 33 city blocks and over 2,600 structures. Exterior changes to structures in the district are subject to Historic District review. There is also a National Register historic district which encompasses a larger area. The 2,600 structures in the City Historic District plus 130 additional structures are included. The National Register District was established in 1973 and expanded in 1987.

Frederick also has a number of historic and archaeological resources in addition to those in the downtown historic areas. There are 11 sites in the city, six around the city which are listed on the National Register of Historic Places. A recently completed historic sites survey by Frederick County identifies numerous sites in and around Frederick City. The Maryland Historic Trust administers the state's easement program. In Frederick City there are 11 structures with historic easements.

Housing

Residential neighborhoods make up much of Frederick's developed area. Today there is great diversity of housing styles, neighborhood locations, unit types and prices.

Since 1970 the housing inventory has increased by 11,535 units or 144%. Most of the increase occurred as the result of new construction with a relatively small amount occurring by conversion or annexation of existing homes. This would suggest roughly 62% of the housing stock is less than 24 years old, 42% no more than 14 years old.

Between 1981-1994 Frederick City's housing stock increased by approximately 550 units per year on average. The new units constructed were 28% single family detached, 29% duplex or townhouse, and 43% multifamily.

The 1990 Census revealed a vacancy rate of 5.7%. Between 1980-1990 the number of owner occupied units increased but the percentage of total stock owner occupied decreased from 50.9% to 45.5%. The census reveals median value $112,000 for City, $129,500 for County, and $116,500 for State. Median gross rent $582 City, $558 County, and $548 State.

Economic Development

In 1979 Frederick City's labor force was 10,862 or 46% of total population. Frederick County ratio was slightly lower, 42%. By 1990 the labor force increased due to population growth, and increased female participation so that labor force is 22,910 or 57% of population. The County ratio is 54%.

Job growth in the state as a whole between 1980 and 1990 was half a million jobs. In Frederick County job growth is estimated to be 20,300 which would represent a 66% increase in the decade. Data from the Washington COG indicated that about 60% of the jobs in Frederick County are in the Frederick zip codes which would include Frederick City and adjacent industrial parks and other employers.

Streets and Highways

Frederick City was established using a basic grid network of streets. This grid was extended in the 19th and early 20th Centuries. Over the years, Frederick's growth has followed several "spokes" which radiate from the downtown core. In recent years more modern neighborhood street patterns, with curved streets, and cul de sacs have replaced the basic grid.

In the City, there are over 150 miles of public street under State, County, and City jurisdiction. By far the greatest amount, approximately 145 are City streets and roads.

Countywide and statewide vehicle registrations have outpaced population growth, an indication of our desire for unhindered mobility. It is logical to assume Frederick residents are representative of this trend. 1990 Census data shows that 87% of city employed persons travel to work by car, truck, or van and 78% of those drove alone. Countywide 90.5% drove and of those 81% drove alone.

Within Frederick, several freeways converge. They serve both regional travel and longer distance trips as well. Volumes on all of these thoroughfares has increased since 1980, in some cases by more than 100%. I270 west of MD85 (73000 vpd), I70 west of US340 (37375 vpd), and US15 north of MD144 (21800 vpd) are the highest volume facilities. MD26 west of the Monocacy (24750 vpd) and MD85 south of I270 (21250 vpd) are secondary state facilities which feed into the freeway network. City and County roads also feed into the freeway system to link local activity centers. Opossumtown Pike, Yellow Springs Road, are high volume radial roads under City and County jurisdiction.

Other Modes: Rail, Transit, Aviation

Frederick City has rail service available from the south via the CSX railroad on tracks owned by the Maryland Mass Transit Administration. Service from the north is not available because of the wash out of the Penn Central Line as it crossed the Monocacy. This line is State owned in the city.

Frederick does not currently have a commuter rail service, but the extension of MARC trains from Point of Rocks is planned. The service from Brunswick/Point of Rocks to Washington D.C. is used by more than 5000 riders per day. County transit provides a connecting bus from Frederick City to Point of Rocks (Meet the MARC).

Frederick City has intercity service by private companies, Greyhound/Trailways. County Transit system has demand responsive service to Brunswick/Jefferson and Emmittsburg/Thurmont (Transerv).

Recently, Frederick City bus system was incorporated into the County Transit System. This fixed route system currently operates loop routes within the Frederick area. The Transit Development Plan for Frederick County recommends change to radial routes in the near future. Additional buses are currently on order to accomplish this change-over.

Frederick's municipal airport is over 575 acres consisting of two paved runways and one turf runway. Most aircraft useage is local or itinerant general aviation. In 1994 there were 199,895 aviation operations. This compares to 93,360 operations in 1980.

Sewer and Water

Frederick City has over 11,500 accounts or customers on City water and/or sewer. Much, but not all, of the City's 18.48 square mile area has service available. In the area, Fort Detrick has a separate system, Frederick County provides water and/or sewer to land on the city's edges as in Ballenger Creek just south of Frederick.

City water comes from three sources, Mountain Supply, Linganore Creek, and Monocacy River. There is also the potential to interconnect with Frederick County's Ballenger System (Potomac River and wells) to share water in an emergency.

Frederick City's 1991 **Water Master Plan** reports the safe yield from these three sources to be 13 MGPD with expansion to 18 MGPD possible. Department of Public Works 1994 data on water use indicates 6 MGPD average day and 7.798 MGPD peak day usage.

Frederick City Waste Water Treatment Plant at Carroll Creek and the Monocacy River has a permit capacity of 8 MGPD based upon parameters established by the state. July 1995 flow measured on a 24 month average is 7.7 MGPD.

Frederick County utilizes the City plant to provide sewer service to Walkersville and areas to Frederick's north and northeast to allow for additional flow from both Frederick and the Tuscarora Basin. The City and County have worked cooperatively to expand the Ballenger Creek plant and to interconnect them with a new interceptor.

Parks and Open Space

In Frederick City there are over 260 acres of parkland and 40 separate locations on the city park inventory. In addition, there are facilities at the public schools which help to meet recreation needs. There is the 100+ acre Clustered Spires Golf Course, as well.

In approved developments there are 20 park sites, 165 acres, dedicated but not yet improved with equipment or other facilities.

Frederick County operates two regional parks near Frederick, Pinecliff, and Ballenger Creek Park. Rose Hill Manor, a historic park and museum, is located in Frederick on North Market Street.

Baker Park and Carroll Creek Park along the Flood Control project are examples of Frederick's long held policy of providing a linear park along the Monocacy tributaries. This concept has also been carried forward in Fredericktowne Village, Whittier, Old Farm, and along Rock Creek in the Waterford and Tasker's Chance developments.

Schools

Within or near Frederick there are 15 public schools and several private schools, including Hood College. The 1994 enrollment in the 15 public schools serving the City are 12,452 students or 42% of total enrollment in Frederick County Public Schools.

Frederick City is the location of Board of Education administrative and logistical offices and facilities, Frederick Community College, and the County Vocational Technical Schools.

Libraries and Cultural Facilities, Tourism

The headquarters of the Frederick County Public Libraries is located in the C. Burr Artz library on East Patrick Street. It is the largest of the eight facilities in the county system. The County libraries' audio/visual services are located in the County owned building on Hayward Road.

The Weinberg Center and Delaplaine Center for the Visual Arts are located in downtown Frederick. The City, County, and State (Maryland Historic Trust) have all played a role in the renovation of these facilities.

The Tourism Council's Information Center and the Office of Special Events are located downtown adjacent to the Church Street parking deck. The city provides support in several ways - building maintenance and staff salaries. Many volunteer groups engaged in community activities (Festival of the Arts, 4th of July, etc.) are aided by the staff.

Protective Services

Frederick City provides police services within the city limits. Headquarters for the department is in the County Courthouse complex on West Patrick and Court Street. Fiscal Year 1996 authorized staffing is 99 sworn officers, 21 civilian personnel. In addition, the County Sheriff's Department and Maryland State Police provide service.

There are four volunteer fire companies in Frederick City. Their service areas extend beyond the city limits. Three of the four provide ambulance service as well. Frederick County Department of Public Safety provides coordination and support for these volunteer companies such as Central Alarm, Advanced Life Support and training. The County Department of Public Safety is headquartered on Montevue Lane in Frederick. A new fire service training facility has been constructed off of Reichs Ford Road.

General Government

Frederick City, County, and the State of Maryland have offices and other facilities in or around Frederick City. Most local government offices remain downtown with the exception of county offices at Montevue and the Board of Education on Hayward Road. Public works functions are located in outlying areas near the airport, Montevue, Buckeystown Pike (SHA).

Solid Waste

Frederick City collects refuse from both residences and businesses and takes it to Frederick County Sanitary Landfill off of Reichs Ford Road. The city as well as private haulers pay tipping fees. Ft. Detrick operates a 61 acre landfill on Area B near Kemp Lane, Rocky Springs Road. Frederick City operates a rubble fill off of Highland Street, near Carroll Creek.

Natural Resources/Sensitive Areas

Soils in and around Frederick are generally suitable for urban development as well as being productive agricultural soils. As the topography rises west of the City, open agricultural use gives way to woodland and rural residential use.

Ground water resources are generally favorable for individual water wells in more rural areas although municipal supplies are mostly from surface water.

Grove Limestone is a mineral resource found in the area which has commercial extraction potential. Deposits in the city are limited, however. There are ongoing extraction operations just outside Frederick City.

Frederick City's watershed and Gambrill State Park combined makeup the most significant forested area in the region. The agricultural nature of much of the surrounding area means that forests are generally found in smaller tracts and along water courses.

The Monocacy River and its tributaries are the principal surface water resources. City sources for water include Fishing Creek, Hamburg Road (mountain supply) Monocacy River and Linganore Creek. The Monocacy River receives treated effluent from both City and County wastewater plants. Generally speaking, the river has retained a natural, treelined character in the Frederick vicinity.

The tributaries, Ballenger Creek, Carroll Creek/Rock Creek, Park Branch, Tuscarora Creek, have a mixed character. There are urbanized areas with the floodplain development such as downtown and older neighborhoods with piped storm sewers. There are also newer neighborhoods on the city's fringe where natural channels have remained undisturbed.

Frederick is on gently rolling topography with few areas of steep slope (>15%). To the west, the land rises steeply as the Piedmont meets the Appalachian ridge.

Climatic conditions present few limitations to Frederick's continued growth. Frederick is within the Metropolitan Washington D.C. Region which is a non-attainment area for both carbon monoxide and ozone as defined by the 1990 Clean Air Act Amendments.

Implementation

Current implementation measures are key features of the ongoing planning efforts. Frederick City employs many of the standard regulatory tools and techniques such as zoning, subdivision regulation, historic district regulations, forest conservation, floodplain management, etc. Throughout this document there are suggestions for improvement, refinements, and exploration of additional techniques to realize plan goals and objectives.

In addition to land use regulation, there are current implementation measures aimed at intergovernmental and interagency coordination, detailed project planning, growth management, and capital programming of improvements provided directly by government to further this plan. Also, annexation policy, discussed in Chapter 5, is a key means for plan implementation.